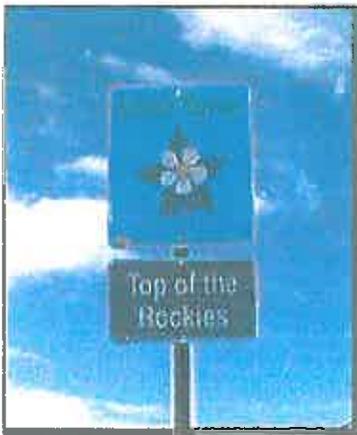


# Top of the Rockies Scenic and Historic Byway Corridor Management Plan

Prepared for:

Top of the Rockies Regional Byway Committee  
Lake County  
Summit County  
Eagle County  
US Forest Service

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November, 1996  
Amended 2008



# **Top of the Rockies Scenic and Historic Byway Corridor Management Plan**

## **Introduction**

The Top of the Rockies was officially designated as a State Scenic and Historic Byway by the Colorado Scenic and Historic Byways Commission in September of 1993. The route is one of 25 elite road systems in the State of Colorado recognized for their outstanding scenic beauty and historical significance. In 1998, Top of the Rockies was officially designated as a National Scenic Byway by the U.S. Secretary of Transportation. In 2008, an extension to Top of the Rockies from Twin Lakes to Aspen was officially designated as a State Scenic and Historic Byway. More than just a transportation corridor, the Top of the Rockies Scenic and Historic Byway (Byway) is a destination unto itself, offering the traveler access to the spectacular scenery, recreational opportunities, rich history, cultural diversity and natural treasures unique to the Colorado high country. The Byway offers an antidote to the monotony of linear, high speed travel on Interstate 70, while inviting the traveler to explore the road less traveled, and catch a glimpse of the "Real Colorado".

## **Description**

### General Location

The Top of the Rockies Scenic and Historic Byway is centrally located within the State of Colorado, in the geographic area delineated by the Colorado Department of Transportation as the *Inter-Mountain Transportation Planning Region*. Over its course, the Byway passes through portions of Eagle, Lake, Pitkin and Summit Counties, as well as the Pike / San Isabel, White River and Arapaho National Forests. (See Planning Map 01)

As designated, the route includes: that portion of U.S. Highway 24, from its intersection with I-70 at Dowd Junction to its intersection with State Highway 82 at Balltown; that portion of State Highway 82 from its intersection with U.S. Highway 24 at Balltown to the westernmost end of the Maroon Creek Bridge west of the City of Aspen; and State Highway 91 from its intersection with interstate 70 at Copper Mountain to the City of Leadville. The result is a Y shaped corridor comprised of approximately 76 miles of high quality, all-season, State maintained roads, accessible from any of the four entry portals illustrated on Planning Map 01 as well as approximately 40 miles of State maintained

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### Description

seasonal road from the Town of Twin Lakes to the City of Aspen over Independence Pass.

### Roadway

The system of State and U.S. Highways that make up the Top of the Rockies Scenic and Historic Byway are administered and maintained under the jurisdiction of the Colorado Department of Transportation (CDOT), and are illustrated on Map 01

#### **U.S. Highway 24**

The 46.39 mile section of U.S. Highway 24 designated as part of the Byway carries the functional classification of *minor arterial road*, and is an all season, two lane, paved rural road capable of accommodating automobile, heavy truck and bus traffic. U.S. 24 is further designated as a Critical Travel Corridor within the Inter-Mountain Transportation Planning Region, and that section of the roadway from the City of Leadville to the Chaffee County line has been designated as a hazardous material truck route.

The roadway passes over terrain that varies from precipitous cliffs and mountain passes to gently rolling river bottoms within the valleys of the Eagle and Arkansas River watersheds. The highway crosses the Continental Divide at the summit of Tennessee Pass. That section of U.S. 24 between Leadville and Camp Hale carries the further distinction of having been designated as the Tenth Mountain Memorial Highway, in honor of the elite mountain troops that trained at Camp Hale during World War II.

#### **State Highway 91**

The 22.24 mile section of State Highway 91 between Copper Mountain and Leadville carries the functional classification of *minor arterial road*, and is described as a two and three lane, paved, all season rural road capable of accommodating automobile, heavy truck and bus traffic. Highway 91 has been further designated as a Critical Travel Corridor and a hazardous material truck route within the Inter-Mountain Transportation Planning Region.

Highway 91 is characterized as a mountainous road, winding its way up through verdant forests to timberline and the crest of the Continental Divide at the summit of Fremont Pass, 11,318 feet above sea level.

#### **State Highway 82**

The Byway extends 45.9 miles on State Highway 82 between its intersection with U.S. 24 at Balltown and the western edge of the Maroon Creek Bridge west of the City of Aspen. The segment of State Highway 82 from U.S. 24 at Balltown to the Town of Twin Lakes carries the functional classification of *major collector*, and is a two lane, paved, all season rural road capable of accommodating automobile, heavy truck and bus traffic. Beyond the Town of Twin Lakes, Highway 82 continues over Independence Pass, providing seasonal (summer) access to the City of Aspen. State Highway 82 carries the functional classification of *major collector* to the eastern edge of the City of Aspen where it changes to the functional classification of *collector* and then in downtown Aspen changes to *other primary arterial*.

That segment of Highway 82 designated as part of the Byway travels over gently rolling countryside within the glaciated basin of Twin Lakes and Lake Creek. As the road gradually rises to Independence Pass, it becomes steeper, more winding

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and crossing the Continental Divide, at the summit of Independence Pass, at an altitude of 12,095 feet above sea level. The roadway carries the further distinction of having been designated as a State Scenic Highway.

### The Setting

The name "Top of the Rockies" was selected to reflect the Byway's unique setting high atop the crest of Colorado's Rocky Mountains, where the elevation of the roadway seldom drops below 9000 feet above sea level. Physical characteristics include:

### **The Mountains**

The mountain ranges surrounding the Top of the Rockies Scenic and Historic Byway include: the Gore Range to the north; the Holy Cross and Sawatch Ranges to the west; the Collegiate Peaks and Elk Mountains to the south; and the Ten Mile and Mosquito Ranges to the east (See Planning Map 02). Located within these six ranges, and visible from the Byway, are four of Colorado's five highest peaks, including: #1 - Mount Elbert (14,443'); #2 - Mount Massive (14,421'); #3 - Mount Harvard (14,420'); and #5 - La Plata Peak (14,361'). Mount Elbert also ranks as the highest peak in the American Rockies, and the second highest peak in the contiguous 48 States.



Mount Elbert (el. 14,443')

Colorado's highest peak and the highest peak in the American Rockies

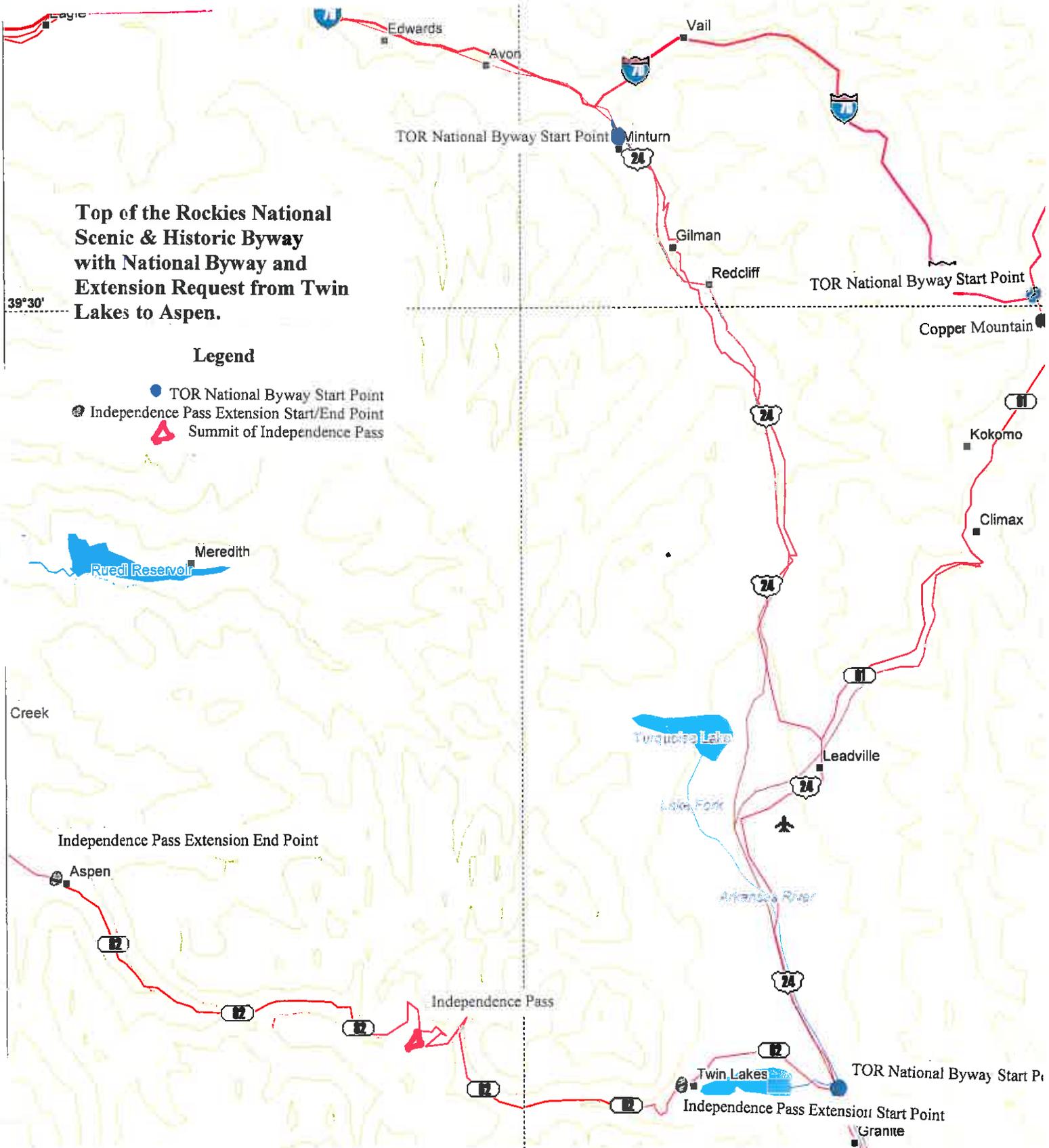
Planning Map 02 illustrates the location of thirteen of Colorado's 14,000 foot peaks relative to the Byway corridor, representing one of the highest concentrations of "14r's" found anywhere in the State or the nation.

### **The Continental Divide**

The Continental Divide is the backbone of the North American Continent, separating the river systems that flow to the Atlantic and Pacific Oceans. The Byway crosses the great divide not once, but twice as it traverses the summits of Tennessee and Fremont Passes.

To the south of the divide (See Map 02) are the tributaries that form the Arkansas River, which flow from it's headwaters in the Sawatch, and Mosquito Ranges eastward to the Mississippi River, and eventually to the Atlantic Ocean. To the north of the divide, the Eagle River and Ten Mile Creek channel water from the snowfields of the Holy Cross, Gore and Ten Mile Ranges to the mighty Colorado River, on its westward journey to the Pacific Ocean.

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### Description

#### Wilderness

The top of the Rockies Scenic and Historic Byway is virtually surrounded by Congressionally designated Rare II Wilderness Areas (See Map 02). Identified for their pristine beauty, primitive setting and rugged character, these lands have been protected in their natural state to ensure that future generations will be able to explore and experience the untouched, wild and scenic qualities of Colorado's Rocky Mountains.

In all, approximately 729,034 acres of wilderness (over 900 square miles) are encompassed within: the Eagles Nest Wilderness north of the Byway; the Holy Cross, Mount Massive and Hunter Fryingpan Wilderness Areas to the west; the Collegiate Peaks and Maroon Bells-Snowmass Wilderness Areas to the south; and the Buffalo Peaks Wilderness Area to the east. So significant is this concentration of pristine wilderness that the area has been designated as a Center of Excellence by the Rocky Mountain Region of the U.S.D.A. Forest Service.



Mount Massive (el. 14,421')  
Lake County, Colorado

Colorado's second highest peak  
and the focus of the 27,980 acre  
Mount Massive Wilderness Area



Mount of the Holy Cross (el.  
14,005')  
Eagle County, Colorado

Colorado's fifty second highest peak  
and the focus of the 122,563 acre  
Holy Cross Wilderness Area.

The Mount of the Holy Cross was  
made famous by the 19th century  
photographer, William Henry  
Jackson.

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### Description

#### Historic Sites



Leadville, Colorado - circa 1904



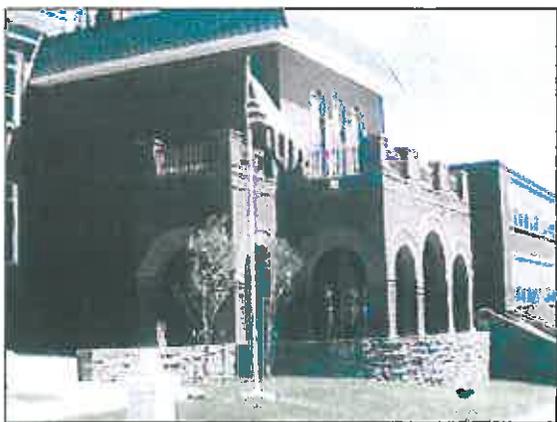
Camp Hale circa 1945

Along its course, the Byway provides access to five Nationally designated Historic Areas, including: the City of Leadville, Colorado's largest National Historic Landmark District; Camp Hale, once home to the famed "invisible men on skis" of the Tenth Mountain Division; the Town of Twin Lakes, once a stage stop on the Independence Pass road to Aspen; and the historic Interlaken Hotel on the south shore of Twin Lakes. (Map 02)

The Byway parallels remnants of the transportation network that helped open the Colorado Rockies to settlement, and along its roadways can still be found the artifacts and ghost towns that bear witness to its numerous legacies and legends, ranging from H.A.W. Tabor and the "un-sinkable" Molly Brown, to the origins of the Guggenheim and Boettcher fortunes.

The Byway is also home to numerous museums and interpretive sites, including the National Mining Hall of Fame and Museum, often referred to as the "Smithsonian of the Rockies".

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National Mining Hall of Fame and Museum  
Leadville, Colorado

Interlaken Hotel, Twin Lakes Colorado  
circa late 1800's

### Description

#### Recreation

Developed recreational opportunities along the Byway range from the world class skiing available at the Copper Mountain Resort and Aspen Mountain, to the laid back family setting found at Ski Cooper, or the back country skiing and hiking experience provided by the Tenth Mountain Hut and Trail System (See Map 03).

Dispersed recreation along the Byway takes many forms, and includes: fishing, rafting, boating and other water sports on the regions numerous reservoirs, high mountain lakes, rivers and streams; the quiet solitude of hiking the Colorado and Continental Divide trail systems, as well as the hundreds of additional miles of hiking, horseback riding, cross country skiing and mountain biking trails found in the adjacent National Forests; four wheeling and snowmobiling adventure on miles of old mining and logging roads; camping opportunities ranging from "civilized" to primitive; and spectacular viewsheds and attractions to please those who drive the Byway "just for the fun of it".

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From the intensity of white water boating, to the serenity of wildlife viewing, the recreational attributes and resources of the Byway combine to provide the traveler with a broad canvas upon which to paint his or her own personal experience of Colorado's high country.



### Description

#### Population Centers

Six population centers are located on or adjacent to the Top of the Rockies Byway (See Planning Map 01):

#### **Minturn**

The town of Minturn is located two miles south of Interstate 70 on Highway 24 on the Top of the Rockies Scenic and Historic Byway. Minturn is a town in transition, with a mining and railroad history. However, its proximity to the world-class ski resorts of Vail and Beaver Creek has meant that it has opportunity for businesses catering to the ski / tourist crowds.

The town Minturn was established with the arrival of the Rio Grande railroad tracks and was officially incorporated in 1904. Railroad tracks were laid in the 1880's to service the mines of Redcliff and Gilman. In 1887, the railroad tracks reached Booco's Station (the future town of Minturn). Minturn served as an important railroad stop where extra "helper" engines were added to pull trains over Tennessee Pass. This attracted a number of railroad workers to service these engines. The Gilman mines, historically a major producer of zinc, copper, silver, and lead, also attracted a number of settlers to Minturn. Operations at Gilman were largely curtailed in 1977.

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### **Redcliff**

The town of Redcliff is nestled in a valley east of Highway 24 at the south end of Battle Mountain Pass. Travelers must look east from the large, steel, highway bridge to see Redcliff. Continued travel south for about one mile leads to the turn-off to the main road into town.

Redcliff was founded in 1879 when gold and silver were discovered on Homestake Mountain on the east side of town. The influx of prospectors seeking these riches caused the creation of the first town in Eagle County, as well as the county seat until the 1940's when the courthouse burned down. Redcliff had an opera house, numerous large hotels, and businesses. The town had a large contingent of Welsh and Cornwall miners who were imported from British mines. After World War I when the population declined and mining was no longer profitable, logging became the main industry on nearby Shrine Pass. The railroad and the Eagle Zinc Mine in Gilman became the main industries and employers in the 1920s. At that same time, Hispanic immigrants from Mexico and southern Colorado became the dominant population, and continue to be today. Today, most Redcliff dwellers are employed in the ski industry at Vail or Beaver Creek.

### **Copper Mountain**

The world-class ski resort of Copper Mountain is located at the northeast gateway to the Top of the Rockies Byway at the junction of Interstate -70 and Highway 91. The modern alpine village contains shopping, dining, and many other activities. Copper Mountain Resort features over 100 trails and 2,300 skiable acres served by 20 lifts with an impressive average annual snowfall of over 250 inches.

Copper Mountain was first settled in 1860. Miners from all over rushed to the Summit County area to strike it rich with gold and silver mining. Graveline Gulch was the mining center during the early years; remnants of several of the gold

### **Description**

mines (sealed) remain today on the ski area's "Encore" trail. An innovative miner dug a shaft at the mountain's summit, only to uncover a low grade copper ore, too inaccessible to mine. But from this legend, Copper Mountain obtained its name. In the mid 1870's, the logging / mining town of Wheeler Junction was built at the base of Copper Mountain. The camp experienced the silver crash in the early 1890's, but was revived about 1900 by a boom in lumber, timber, and the addition of sheep herding. These activities lasted until the 1950's. The log buildings on the south side of Copper Road at the resort entrance are the original structures of homesteads occupied in the summers between 1940-1960.

In the early 1960's, Copper Mountain was first recognized for its ski mountain potential. The development began in 1969 with an initial investment of \$500,000 and a development proposal presented to the Dillon Ranger District. Dedicated in 1972, the United States Forest Service termed it "the most nearly perfect ski mountain in the United States."

### **Leadville**

At the hub of the Top of the Rockies Scenic Byway on Highway 24 is the historic city of Leadville, north America's highest incorporated city. Described as quaint and absolutely original, seventy square blocks of Victorian architecture and the

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adjoining twenty square miles of the Leadville mining district testify to the various legacies. Leadville has been designated as a National Historic Landmark District.

Named for the lead carbonate ore from which the silver came, Leadville was once a city of nearly 30,000 people. Many famous and infamous people got their start in Leadville, including J.J. and Molly Brown, the Guggenheims, Boettchers, and the Tabor. Horace Tabor, the "Silver King", grubstaked his way to fabulous wealth and scandalized the county with his romance of the young and ever faithful Baby Doe, for whom he abandoned his first wife, Augusta.

Nearly everyone visited Leadville in its heyday -- politicians, writers, three presidents. Leadville's main street, Harrison Avenue, is perhaps one of the most photographed in Colorado. Many of the buildings, which are still in use, are architectural legacies dating back to the 1870's. The three-story, brick Tabor Opera House, built by its namesake, opened its doors in 1878. The Silver Dollar Saloon across the street has been in continuous operation since 1879. The elegant Tabor Grand Hotel opened for business in 1885, with 117 rooms and silver dollars embedded in the lobby floor. The Leadville High School, built in 1900, now houses the federally chartered National Mining Hall of Fame and Museum. Described as the "Smithsonian of the Rockies", the museum has priceless mineral specimens, including gold from Molly Brown's "Little Johnny" mine in Leadville. Numerous fine Victorian homes still exist in Leadville, which were built by Leadville's famous and most prominent. Some are operated as businesses today -- bed and breakfasts and museums.

### **Twin Lakes**

The village of Twin Lakes, both historic and quaint, is located at the base of Independence Pass on Highway 82. Twin Lakes serves as the southwest portal to the Top of the Rockies Scenic and Historic Byway.

### **Description**

The sleepy village of Dayton, once a center of commerce for miners, was reborn as Twin Lakes in 1879. The route of Highway 82 was first pioneered that same year as a toll road to connect the silver mining communities near Leadville with Aspen. Besides catering to miners, Twin Lakes became a favorite recreation

destination because of the lakes and the spectacular scenery. The well-to-do from Leadville and people with respiratory illnesses often selected Twin Lakes for summer recreation. Interlaken was a rival to the Broadmoor Hotel, and during its heyday, the hotel sported a 30-foot yacht to ferry guests. Twin Lakes Village and the Interlaken Complex are listed as historic districts on the Federal Register.

### **Aspen**

The City of Aspen, at the west end of the segment on Highway 82, became one of the largest silver producing districts in the nation. The old stage road over Independence Pass officially opened on January 1, 1882 as a toll road carrying travelers over the Pass between 1882 and the coming of the railroads into Aspen in 1887. The City of Aspen has been a recreational and cultural mecca for nearly 60 years. It is the home of four world-class ski mountains and cultural attractions such as the Aspen Music Festival, the Aspen/Santa Fe Ballet, the Jazz Aspen spring and fall concert series and the Aspen Film Fest. Buttermilk Mountain is the

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home of the Winter X Games and Aspen Mountain regularly hosts World Cup ski races. Cultural facilities include the Aspen Community Theatre, the Wheeler Opera House, the Music Festival Tent, the Harris Concert Hall and the Aspen Theatre in the Park.

The City of Aspen is also the location of many important historic sites. Historic buildings include the Jerome Hotel, the Wheeler Opera House, the Pitkin County Courthouse, the Wheeler-Stallard House and the Aspen City Hall, all of which are on the National Historic Register. Other sites include the Holden-Marolt Barn which is all that remains of the old Holden Lixivation Works; the Maroon Creek Bridge which was originally built for the Colorado Midland Railroad line in the 1880's; and the original Lift One tower and Ski Club shack. The Aspen Meadows was the site of the Goethe Bicentennial celebration in 1949 which was the founding event for the Aspen Institute for Humanistic Studies and the Aspen Music Festival. There are many historic residences in town, many of which have been remodeled over the years. Most of the City's historic resources are protected by local ordinances or through management agreements with the Aspen Historical Society.

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### **Corridor Management Plan: Purpose and Need**

#### Purpose

The Corridor Management Plan (CMP) for the Top of the Rockies Scenic and Historic Byway provides the planning and management framework to guide the actions of future administrators of the Byway. The plan is intended to:

- Establish the baseline conditions of the Byway at the time of its designation;
- Solicit, document and incorporate public input into planning decisions;
- Create an inventory of the transportation systems, land uses and intrinsic resource base that define the Byway corridor;
- Analyze resource protection mechanisms currently in place, anticipated changes to the Byway environment, and opportunities for preservation and enhancement of the public's safe and enjoyable use of the Byway;
- Establish strategies and recommendations for balancing the protection and preservation of the Byway's resources with the beneficial use and enjoyment of those same resources, and;
- Establish and prioritize action plans to implement the goals of the CMP.

The Corridor Management Plan is not a decision document. It is a planning framework that documents the goals and objectives of the Byway community relative to future administration of the corridor and its resources. Enforcement of the recommended objectives, operational practices, land use controls, or regulatory procedures requires that the goals of the plan be incorporated into existing and future comprehensive land use documents that can be enforced under the provisions of Colorado's Revised Statutes.

#### Need

The State of Colorado requires each community or region which has been designated as a Scenic and Historic Byway to prepare and submit a Corridor Management Plan that specifies the recommended actions, procedures, controls, operational practices or administrative strategies intended to balance the maintenance of scenic, historic, recreational, cultural, archeological and natural qualities of the byway with the beneficial use and enjoyment of those same resources.

State Scenic Byways are any road or highway under State, Federal or local ownership that have been designated by the State through legislative or some other official declaration for its scenic, historic, cultural, recreational, archeological or natural qualities<sup>1</sup>. The designation refers not only to the roadway itself, but also the corridor through which it passes. The Top of the Rockies Scenic and Historic Byway was officially designated by Colorado State Scenic and Historic Byways Commission in September of 1993.

A corridor management plan, developed with community involvement, must also be submitted for any byway proposed for National Scenic Byway or All American Road designation.

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<sup>1</sup> Source: Federal Register

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### Corridor Management Plan: Study Method

Preparation of the Corridor Management Plan was guided by the process delineated in the following table and described in the subsequent text.

Table 1 Corridor Management Planning Process<sup>2</sup>

<b>Stage 1</b>	<b>Preliminary Planning Activities</b>
	Apply for State Scenic and Historic Byway Designation
	Establish Byway planning group
	Establish mission and vision statements
<b>Stage 2</b>	<b>CMP Plan preparation</b>
	Prepare Intrinsic Quality Inventory
	Establish Community Attitudes
	Analyze Existing Conditions
	Establish Goals and Objectives
	Develop Implementation Strategies
	Create Action Plans
<b>Stage 3</b>	<b>Implementation of the Plan</b>
	Establish Management Entity
	Implement Action Plans
	Monitor, evaluate and update CMP

<sup>2</sup> Source: Modified from *Preparing Corridor Management Plans: A Scenic Byways Guidebook*  
US Department of Transportation - Federal Highway Administration. June 1994

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### **Stage 1 Preliminary Planning**

#### **Application for Byway Designation**

In early 1993, a group of citizens of Lake County approached Colorado's Byway Coordinator and signaled their intent to submit a proposal for a byway route extending along US Highway 24 from its intersection with I-70 at Dowd Junction, southward through the City of Leadville to its intersection with State Highway 82, and then westward to the Town of Twin Lakes. The proposed route would also include all of State Highway 91 from Leadville to Copper Mountain. (See Planning Map 01)

An ad hoc regional committee was formed, including volunteers from Lake County and the U.S. Forest Service, for the purpose of writing and presenting the application. The application received the unanimous approval of the Colorado State Scenic and Historic Byways Commission in September of 1993.

#### **Establish Byway Planning Group**

The Top of the Rockies Scenic Byway Committee (Committee) was formed under an Intergovernmental Agreement (IGA) between Lake, Summit and Eagle Counties, effective from March 29, 1995 until such time as it is terminated by written notice of any of the Counties. Under the IGA, Forest Service participation includes representation from the Pike / San Isabel, White River and Arapaho National Forests. By mutual agreement of the U.S. Forest Service and the Bureau of Land Management, the U.S. Forest Service agreed to represent the Bureau of Land Management on the Committee. Consolidation of the White River and Arapaho National Forests under a single Committee representative was confirmed through correspondence from the Holy Cross District Ranger dated January 6, 1995. Lake County agreed, by resolution, to act as the lead local agency and enter into a contract with the State of Colorado, Department of Transportation to receive and administer Federal funds administered by the State, for the purpose of developing a Corridor Management Plan, on August 21, 1995. (Appendix F: Documentation)

The IGA defines the role of the Committee as follows:

1. **COMMITTEE.** The Counties will work together and participate in connection with a committee to be known as the Top of the Rockies Scenic Byway Committee (the "Committee"). It is agreed and understood that the Committee is merely an informal association of parties, and is not a separately existing legal entity with any powers or authorities unto itself. To the extent that the Counties later decide to do so, they may choose to create an entity, such as a nonprofit corporation, to replace the Committee.
2. **PURPOSE.** The purpose of the Committee is to facilitate the planning and management of the Byway, and to pursue such further and additional goals as the Counties may mutually agree upon. Specifically, but without limitation, it is agreed that the Committee will pursue the acquisition of grants for the Byway, and the application of the proceeds of any such grants to the betterment of the Byway.
3. **COMPOSITION OF COMMITTEE.** It is acknowledged that in order for the Committee to function effectively, it must encourage and accept the participation of other individuals and entities located in the area of the Byway. Therefore, the Counties agree that the composition of the Committee, unless otherwise agreed upon, shall be as follows:

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### **Preliminary Planning**

The Committee shall be composed of 15 members; four representatives appointed by each of the Counties with at least two representatives from each County coming from local byway groups; three representatives from the US Forest Service - one from the Leadville Ranger District (San Isabel National Forest), one from the Holy Cross Ranger District (White River National Forest), and one from the Dillon Ranger District (Arapaho National Forest). By Mutual agreement of the US Forest Service and the Bureau of Land Management, the US Forest Service will represent the Bureau of Land Management on the Committee.

A listing of participants on the Committee, along with a list of preparers of this plan is included in Appendix F: *Documentation*.

### **Establish Mission and Vision Statements**

Upon formation, the Committee established the following mission and vision statements:

#### **Mission Statement**

It is the mission of the Top of the Rockies Regional Byway Committee to oversee the development and implementation of a Corridor Management Plan that:

- Provides a planning and management framework based on the Byway communities' vision, goals and objectives;
- Balances conservation of the Byway's intrinsic qualities with the beneficial use and enjoyment of those same resources;
- Is dynamic, continuous and adaptive;
- Provides strategic direction for long term management;
- Generates action plans for short term implementation;
- Coordinates with other planning efforts within the Byway community;
- Involves a broad cross section of stakeholders within the Byway corridor.

#### **Vision Statement**

That by the year 2006, it can be said that:

*The Top of the Rockies Scenic and Historic Byway provides a memorable journey for travelers to fully experience the unique scenic, historic and recreational aspects of the spectacular Colorado high country.*

*The Byway, its roadways and surrounding areas are well maintained, preserved and enhanced for the enjoyment of all those who utilize them.*

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### **Stage 2 Plan Preparation**

#### **Resource Inventory**

The first task in the planning process established the current condition of the Byway corridor through an inventory of its existing transportation system, surrounding land uses, and intrinsic qualities. The establishment of a baseline allows for the assessment of current needs as well as a point of reference from which to monitor and evaluate the impacts of the planning effort over time.

#### Transportation System Inventory

Appendix A provides an inventory of the State and Federal Highways that constitute the Top of the Rockies Scenic and Historic Byway, as well as the proximal bicycle / pedestrian, rail, and transit components of the intermodal transportation system. Information provided includes: roadway characteristics, functional classifications, terrain types, and identified geometric deficiencies; average annual daily traffic counts, truck volumes and accident statistics; historic and anticipated growth by census tract; and roadway improvements currently contemplated in the Preferred Transportation Plan for the Intermountain Transportation Planning Region.

#### Land Use Inventory

Appendix B provides an historical perspective of the development patterns that resulted in today's complex land ownership matrix, as well as: an inventory of lands currently held in private, state and federal ownership; County zoning districts and Federal management prescriptions; and permitted, conditional, special and prohibited land uses along the Byway corridor. Where applicable, visual resource management objectives and special overlay districts established to protect the viewsheds and resources along the route are also identified.

#### Intrinsic Quality Inventory

As defined in the Federal Register, Intrinsic Qualities are those features that are considered representative, unique, irreplaceable or distinctly characteristic of an area. The six recognized intrinsic qualities are further defined as follows:

#### **Intrinsic Resources**

##### Historic

Encompassing legacies of the past that are discretely associated with the physical elements of the landscape, whether natural or manmade, that are of such historic significance that they educate the viewer and stir an appreciation of the past. The historic elements reflect the actions of people and may include buildings, settlement patterns and other examples of human activity. Historic features can be mapped, inventoried and interpreted. They possess integrity of location, design, setting, material, workmanship, feeling and association.

##### Archeological

Physical evidence of historic or prehistoric life or activity that are visible and capable of being inventoried and interpreted. The scenic corridor's archeological interest, as identified through ruins, artifacts, structural remains, and other physical evidence have scientific significance that educate the viewer and stir an appreciation for the past.

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### **Plan Preparation**

#### **Cultural**

Cultural Quality is evidence and expressions of the customs or traditions of a distinct group of people. Cultural features may include, but are not limited to: crafts, music, dance, rituals, festivals, speech, food, special events, and vernacular architecture that are currently practiced

#### **Scenic**

Scenic Quality is the heightened visual experience derived from the view of natural and manmade elements of the visual environment of the Scenic Byway corridor. The characteristics of the landscape are strikingly distinct and offer a pleasing and most memorable visual experience. Everything present is in harmony and shares in the intrinsic qualities.

#### **Natural**

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

#### **Recreational**

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

Intrinsic resources as well as significant viewsheds are identified, mapped and described within the text of Appendix C, while a listing of the type of resource, its significance, character and condition, associated hazards or visual intrusions, potentials for degradation, need for protection, available services or facilities, accessibility and potentials for interpretation and enhancement are catalogued on accompanying resource inventory worksheets.

### **Establish Community Attitudes**

Appendix D documents the results of the public input and education effort associated with the preparation of the Corridor Management Plan.

The public participation process for the Top of the Rockies Scenic and Historic Byway began with strong cooperation between the planning consultant and the Regional Byway Committee. This group served as the coordinating body in the dissemination of Byway planning information and as an information conduit between the Committee and constituencies and public agencies within their individual communities.

Many public participation techniques were utilized to increase the opportunity for public involvement and promote public ownership of the Corridor Management Plan. Standard

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### **Plan Preparation**

techniques, including press releases and public meetings, held in each of the three Byway counties, were used to provide information and solicit public input.

In addition, the public education and participation process was enhanced by the use of consensus building techniques, including but not limited to:

- Inclusion of the public in the identification, verification, and inventory of the Byway's intrinsic resources, through bus tours held for Regional Committee members and members of the public.
- Facilitation of Focus Group meetings with special interests including business owners, safety personnel (police, state patrol, sheriffs, EMS, fire, CDOT), and private industry located along the Byway
- Preparation of a digital slide presentation of the Top of the Rockies Byway resources, to allow public meeting participants to visualize the concepts of Corridor Management Planning as they pertain to specific resources and communities.
- Preparation of Byway-specific educational handouts and displays, including but not limited to: Byway definitions; purpose and need statements for the Corridor Management Plan; mission and vision statements; land ownership, land use, and resource maps, etc. to further public understanding of the planning process.
- Preparation and distribution of an "attitudinal survey" at public meetings to explore perceptions of the CMP and its potential utilization as a tool to enhance and protect the resources and viewsheds along the corridor.
- Preparation of a separate "target survey" for distribution to the general public as well as specific user groups including commuters, commercial drivers, and land owners along the route. This survey was designed to elicit specific information about how the respondent used the Byway, the respondent's perception of adverse effects or benefits associated with designation of the Byway, and the respondent's recommendations for "treatment" of the Byway: how the person would personally protect, improve, enhance, or promote the resource base within the corridor.
- Distribution of progress reports and sections of the draft Resource Inventory to Regional Committee representatives to allow for continuous review and dynamic revision.
- Facilitation of a full day Regional Byway Committee "retreat" and work session, held to discuss establishment and structure of a management entity, identify an interpretive theme, and set a tone for narrative sections of the Corridor Management Plan.

### **Resource Analysis**

The resource analysis builds on data documented in the Transportation, Land Use, and Intrinsic Resource Inventories (Appendices A, B, and C respectively), and reviews this data within the context of the issues and concerns established in the public participation process (Appendix D), to determine where adequate protection measures are already in place, where changes to the existing condition are most likely to occur, and where resource enhancement or additional levels of protection may be desirable.

Appendix E of the CMP contains the resultant analysis, as well as recommendations for resource protection, improvements in public safety and communications, or enhancement of the overall quality of the Byway experience.

## **2008 Amended Introduction**

### **Plan Preparation**

#### **Establishment of Goals and Objectives**

From the input provided by the public, and the understanding of the specific resources, land uses and transportation elements of the Byway provided in Appendices A, B, C, D and E of this plan, the goals and objectives of the CMP were formulated.

Goals describe the end points or targets for the ultimate character of the Byway and its management, such as "improving the safety of the Byway for all users", or "protecting the historic resources along the Byway". Goals represent the broad, idealistic, long term desires of the community and are intended to translate the vision statement into a specific end result. Goals were established through coordination with the Regional Byway Committee, community meetings and the attitudinal survey.

Objectives are more specific and realistic as to how the overall goals will be accomplished. For example, the goal of "improving the safety of the Byway for all users" would be followed by a series of objectives such as, "increase shoulder widths to accommodate safe emergency egress from the road surface", "create and provide adequate warning for safe pullouts and overlooks", or "provide separated bicycle paths and striped bike lanes". Objectives were established through coordination with the Regional Byway Committee, focus group meetings and the target survey.

Goals and objectives of the CMP are summarized in Section 2 of this plan.

#### **Development of Strategies**

The distinctive physical and political characteristics of each byway and the time dependent nature of long term planning defy the standardization of "cookbook" solutions for managing, funding, or marketing a byway. Solutions often require a broad range of planning tools from which to select a technique or combination of techniques tailored to the resolution of a specific issue. Flexibility, creativity and innovation are critical elements of planning in a dynamic environment.

Strategic planning establishes the menu of tools and techniques from which a Byway Management Entity can choose in order to implement its goals and objectives, resolve conflicts and reach solutions. Section 3 of this CMP identifies strategies that may be employed for management, operations, funding, resource protection, marketing, interpretation, sign control, monitoring and evaluation of the Byway.

#### **Creation of the Action Plan**

The Action Plan prioritizes options to focus available resources on the completion of achievable objectives. The Action Plan is the key to successful implementation of the Corridor Management Plan. It incorporates the information and effort of the proceeding steps and sets a clear course of action for the first year of the Corridor Management Plan's implementation. It summarizes the objective, strategies to be employed, who is responsible for implementation, sources of funding, time lines and schedules, and products to be delivered.

Action Plans provide short term direction, and are updated on an annual basis to reflect the changing needs and goals of the Byway. The Action Plan for the first year of the implementation of the CMP is located in Section 4 of this CMP.

## **2008 Amended Introduction**

### **Stage 3 Implementation of the Plan**

Actual implementation of the CMP will be the responsibility of the Byway Management Entity, once it has been formed, and is therefore beyond the scope of this plan. Strategies for implementation are included in Section 3, and provide guidance as to the range of tools available to the Management Entity.

#### **Establish Management Entity**

The first priority of the Action Plan (Section 4) is to establish the Management Entity responsible for perpetuating the goals and objectives set forth in this Corridor Management Plan. The Management Entity model selected by the Regional Byway Committee is described in Section 3: *Management Strategies*.

#### **Implement Action Plan**

The Action Plan for the first year of implementation of the CMP is identified in Section 4: *Action Plan*. Beyond the first year's action plan, it will be the responsibility of the Byway Management Entity to evaluate the previous year's performance and set priorities for subsequent action plans based on identified needs at that time.

#### **Monitor, evaluate and update CMP**

The recommended strategy for monitoring, evaluating and updating the CMP is described in Section 3: *Monitoring and Evaluation Strategies*. Monitoring, evaluating and updating the plan will be the responsibility of the Management Entity, once formed.

## 2008 Amended Introduction

### Definitions

Technical terms associated with Corridor Management Planning are not always self explanatory. Within the context of this CMP the following definitions apply:

Byway:

Within the context of this plan, the **Top of the Rockies Scenic and Historic Byway** is referred to simply as the "Byway", the use of the upper case indicating the proper noun associated with this *specific* byway. The generic term byway is indicated in the lower case.

Corridor:

Refers to the road or highway right-of way and the adjacent area that is visible from and extends along the highway. The distance the corridor extends from the centerline of the highway can vary with the different intrinsic qualities. In some areas, topographic obstructions limit the corridor to the immediate foreground views, while in others, views can extend for miles to include distant background viewsheds.

Corridor Management Plan (CMP):

The written document that specifies the actions, procedures, controls, operational practices and administrative strategies to balance maintenance of the scenic, historic, recreational, cultural, archeological and natural qualities of the byway with the beneficial use and enjoyment of those same resources.

Intrinsic Qualities:

Within the context of the corridor management plan, intrinsic qualities are defined as the natural, scenic, historical, cultural, recreational and archeological values that are unique, irreplaceable or distinctly characteristic of the area.

National Scenic Byway Program:

Established under the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), the Act directs the Federal Highway Administration to develop a national system of scenic byways. Funding is provided under the enhancement provisions of ISTEA. The Program emphasizes the conservation of scenic byway's intrinsic qualities in balance with tourism and other economic development activities.

Scenic Byway:

Scenic byways are special routes offering travelers access to the beautiful scenery and the historic and natural riches of our country. They provide an antidote to the monotony of linear, high speed travel; open up vistas; and introduce us to places we might otherwise pass by.

State Scenic Byway:

A road or highway under State, Federal or local ownership that has been designated by the State through legislative or some other official declaration for it's scenic, historic, cultural, recreational, archeological or natural qualities. Refers not only to the road itself, but also to the corridor through which it passes.

Viewshed:

All elements of the landscape, natural and manmade, within the range of vision from a given viewpoint.

## ***2008 Amended Introduction***

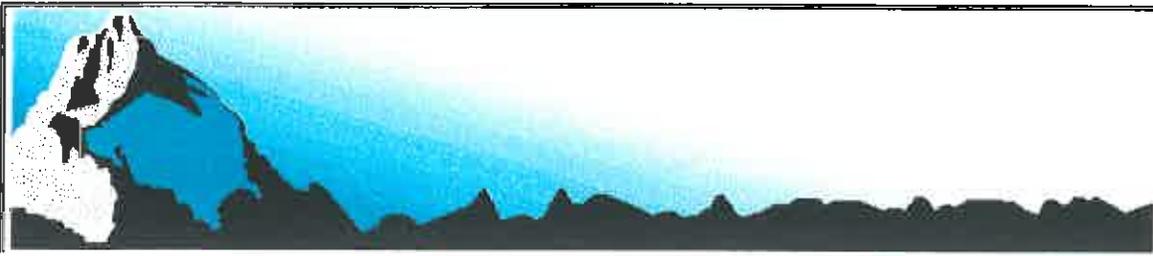
### **Definitions**

#### **Visual Impact:**

The level of contrast of a man-made structure or activity with the surrounding, natural-appearing landscape. Natural appearing landscapes are those in which historic cultural changes are accepted and which appear to have evolved to their present state through natural processes

#### **Visual Intrusion:**

Man-made or man-created structure or activity that detracts from the integrity of or enjoyment derived from viewing an otherwise natural appearing landscape.



Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 2**

**GOALS & OBJECTIVES**

### Introduction

One of the most critical stages in Corridor Management Planning is the setting of goals and objectives, as they provide guidance as to how the Byway vision will be fulfilled. The following format was used to define the goals, justification, objectives and actions for accomplishing the vision.

### Format

#### 1) Set Goals

Goals describe the end points or targets for the ultimate character of the Byway and its management, such as "improving the safety of the Byway for all users", or "preserving the intrinsic resources along the Byway". Goals represent the broad, idealistic, long term desires of the community and are intended to translate the vision statement into a specific end result. Goals for the Top of the Rockies were established through coordination with the TOR Board of Directors community and focus groups and responses to visitor surveys.

#### 2) Document Statements of Significance

Statements of significance provide insight into the existing condition and justification for setting the goal, as well as constraints that must be overcome. Statements of significance were documented from public comment into the planning process

#### 3) Formulate Objectives

Objectives are more specific and realistic as to how the overall goals will be accomplished. For example, the goal of "improving the safety of the Byway for all users" would be followed by a series of objectives such as, "increase shoulder widths", "provide safe pullouts and overlooks", or "provide separated bicycle paths". While the goals of the CMP will remain relatively constant over the life of the plan, objectives will be subject to constant flux as needs change or as conflicts are resolved. Objectives were established through coordination with the TOR Board of Directors, public meetings, focus group meetings and responses to surveys.

#### 4) Establish Actions

Actions provide specific recommendations as to steps that should be taken in order to meet the stated objectives, and act to identify partners who should be involved in accomplishing the identified task. For example, the objective of... "provide safe pullouts and overlooks" would be followed by actions such as, "work with CDOT to identify, inventory and evaluate the safety and accessibility of existing emergency pullouts..." and, "work with CDOT to review potential locations for new pullouts ...".

Due to budgetary and time constraints, not all recommended actions can be performed immediately or simultaneously. TOR will be responsible for the selection and prioritization of specific actions that focus available resources on the attainment of achievable tasks, within a specific timeline and budget. This task will be accomplished through the creation of an Action Plan, which will be updated and revised on an annual basis.

## **Goals**

Goals toward fulfilling the vision of the Byway are:

- **To improve the safety of the Byway for all users**
- **To protect and preserve the intrinsic resources and viewsheds of the Byway**
- **To ensure the continued beneficial use and enjoyment of the Byway's resource base**
- **To enhance existing resources and user facilities along the Byway**
- **To provide interpretation of the Byway's resources**
- **To market the Byway and its resources to the benefit of local economies**
- **To incorporate the goals of the Byway into long range planning decisions within the Byway communities**
- **To form beneficial partnerships within the public and private sectors**

### Objectives

**Goal: To improve the safety of the Byway for all users.**

**Statements of Significance:**

1) *The most commonly expressed concern heard during the public input stage of the planning process was for the safety of all Byway users (See Appendix D). Issues and concerns were principally related to:*

- *the diversity of speed between "gawking tourists" and "kamikaze commuters";*
- *limited passing opportunities;*
- *lack of adequate shoulder and lane widths;*
- *lack of turn-around areas for large emergency vehicles;*
- *deteriorating road surface conditions;*
- *limited, poorly signed or unsafe pullouts;*
- *conflicts between motorists and bicyclists;*
- *lack of facilities to promote safe bicycle / pedestrian travel;*
- *travel in excess of posted speed limits;*
- *insufficient enforcement presence;*
- *inadequate emergency communications (call boxes etc.);*
- *lack of a common emergency frequency for EMS coordination;*
- *high occurrence of single occupancy vehicles;*
- *seasonal maintenance and safety issues (winter white outs etc.).*

2) *Respondents to the attitudinal survey rated safety as either the first or second CMP priority in all three Byway communities. Participants in the Aspen Byway extension community assessment in 2006 ranked safety the first CMP priority.*

3) *Respondents to the Target Survey listed the number one benefit derived from the Byway as being... "More traffic will encourage needed improvements to be made to the road". (See Appendix D).*

3) *The target survey also asked respondents to expend an imaginary budget on improvements to the Byway. The top two items were safety related: 1) Eliminate unsafe pullouts and add safe ones (21% of total budget) and, 2) Improve safety for bicyclists (17% of total budget).*

4) *Well designed pullouts, with adequate forewarning of their location were seen as an incentive for visitors to travel at the posted speed limit while in the traffic flow, and to leave the road surface to take photographs, view wayside exhibits or access recreational opportunities (as opposed to slowing down or stopping in the middle of the road to take a picture, as is sometimes the case). Decreasing the disparity between the travel speed of tourists and commuters was viewed as a critical step in increasing public safety.*

5) *The Colorado Department of Transportation (CDOT) lists the geometric deficiency ratings of Highways 24 and 91 at 10 to 12 feet (See Tables 4 - 11, Appendix A). The deficiency rating quantifies the difference between the existing lane and shoulder width and the CDOT minimum design standard. The high ratings assigned to the Top of the Rockies Scenic and Historic Byway are indicative of inadequate shoulder and/or lane widths.*

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Improve Safety

6) Based on a 1991 analysis of regional transportation capacities, the Colorado Department of Transportation identified sections of Highways 91 and 24 as being "moderately to severely" congested in their current condition. By the year 2015, CDOT predicts as many as 400,000 to 500,000 persons may be competing for the already limited space on the transportation system during peak periods

7) Both Highway 24 and Highway 91 are designated as Hazardous Material Transportation Routes.

#### Objectives:

##### 1. Widen lanes and shoulders, add passing lanes.

###### Actions

Continue to support local county efforts to implement geometric safety improvements, reconstruction projects and passing lane additions along the Byway. In 2002, CDOT extended the shoulders one to two feet along Highway 24 south of Leadville. The 2020 State Transportation Improvement Plan (STIP) has funded a project to extend the shoulders from 12<sup>th</sup> Street in Leadville to the base of Tennessee Pass on Highway 24. The project will begin in 2005 and will be completed in three phases on alternate years to be completed in 2009. The 2030 STIP includes a project to extend the shoulders and construct a passing lane from the base to the top of Tennessee Pass. Final funding for the 2030 has not been determined.

##### 2. Increase the number of safe pullouts and vehicle turn-arounds

###### Actions

Work with CDOT to identify, inventory and evaluate the safety and accessibility of existing emergency pullouts along the Byway. Identify those that would provide safe access and attractive views for use as scenic overlooks or interpretive areas.

Work with CDOT to ensure that scenic pullouts are clearly marked and signed well in advance to channel tourists to safe overlooks rather than emergency pullouts which may not be safe for their use.

Work with CDOT, landowners and jurisdictional agencies to review potential locations for new pullouts and overlooks that highlight and showcase the intrinsic resources of the Byway and which can be accessed and utilized safely.

Work with CDOT and state and local emergency medical and enforcement groups to determine where large vehicle turn-around areas are needed, and actively pursue funding for their creation.

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Improve Safety

#### 3. Increase Emergency Communications Capabilities

##### Actions

Work with CDOT, local Counties and utility carriers to increase the number of Emergency Call Boxes as well as signage indicating their location along the Byway.

Create and distribute Byway mapping identifying the location of emergency phones, hospitals, police departments, fire departments and other emergency services. Provide phone numbers for any calls not accessed through the existing 911 system.

Work with local and State law enforcement, CDOT, local fire departments, rescue teams and ambulance crews to promote the institution of a common frequency for emergency response services coordination within the three Byway Counties.

Work with local cellular phone providers to seek to eliminate cellular "dead spots" along the corridor.

Work with CDOT to provide information boards at both intersections with Interstate 70 to inform travelers of road conditions on Highways 24 and 91 during those times when Vail Pass is closed due to adverse weather. Conditions can sometimes be worse on the Byway than on the Interstate, even though it remains open when Vail Pass has been closed.

Work with local counties, CDOT and private industry to establish an AM Radio Station which can broadcast standard Byway message and/or emergency information to the traveler en route.

#### 4. Increase Bicycle / Pedestrian Safety

##### Actions

Work with the US Forest Service and trail planners in Lake, Summit and Eagle Counties to promote the funding and completion of a Tri-County, separated bicycle trail interconnect over Fremont Pass, Battle Mountain and Tennessee Pass.

Monitor the efforts of the State Parks Department and the Heart of the Rockies Historic Corridor Committee in their attempt to rail bank the Southern Pacific "Tennessee Pass" rail corridor for possible conversion to a rail/trail in the event of abandonment. The corridor closely parallels US Highway 24 from its intersection with Highway 82 east of Twin Lakes to its intersection with Interstate - 70 at Dowd Junction, providing a separate corridor for non-vehicular travel.

Coordinate with CDOT to ensure that any planned improvements or reconstruction of highways on the Byway include adequate paved shoulder width, striping and signage to safely accommodate use by bicyclists and pedestrians

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Improve Safety

##### 5. Increase Transit opportunities to reduce congestion

###### Actions

Work with employers and transit providers to seek incentives to get more people to ride in fewer vehicles to reduce the number of vehicles on the roadway, especially during the morning and evening commuter rush hours.

Monitor efforts by the Colorado Department of Transportation to establish commuter rail service between Leadville and Minturn, paralleling US Highway 24.

Encourage the expansion of existing Inter-County Public Transit

##### 6. Improve traffic flow and reduce congestion during peak periods.

###### Actions

Encourage local truckers and commercial haulers to avoid peak commuter transit times.

Utilize Byway brochures, presentations, audio tours, mapping etc. to encourage tourists to travel during non-peak traffic periods, or to travel in a direction counter to the heaviest commuter traffic flow.

##### 7. Increase the Law Enforcement Presence

###### Actions

Support State and local law enforcement Agencies in seeking an increase in personnel and equipment to adequately patrol the roads of the Byway.

##### 8. Increase the knowledge base on Byway usage

###### Actions

Work with CDOT to install permanent traffic counters at strategic locations along the Byway to monitor changes in utilization, peak utilization periods and baseline conditions for evaluation and future planning.

##### 9. Improve intersections with the Byway

###### Actions

Work with CDOT to inventory and initiate the improvement of dangerous intersections with the Byway to include but not limited to: the installation of acceleration / deceleration lanes; increasing of line of sight distances; and improving the angle entrance to the Byway as appropriate.

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Improve Safety

##### 10. Improve road surface conditions on Highways 24 and 91.

###### Actions

Actively petition CDOT, in partnership with local counties, to continue to regrade road sections in the vicinity of the Hornsilver Campground between Redcliff and the Homestake S-bend and on Highway 91 south of Copper Mountain to eliminate dips and heaves: widen to accommodate shoulders and a passing lane. CDOT has resurfaced Highway 24 from West Tennessee to Minturn.

Actively continue to petition CDOT, in partnership with local counties, to eliminate frost heaves on U.S. 24 below Mitchell Creek in Eagle County and in the vicinity of the West Tennessee Creek Crossing south of Sylvan Lakes in Lake County, as well as at the base of the Storke Curve on Highway 91 below Climax.

##### 11. Increase the presence of Guard Rails where appropriate

###### Actions

Work with CDOT to implement the installation of guard rails on Highway 91 along Tenmile Creek .

#### Goal: To protect and preserve the intrinsic resources and viewsheds of the Byway

##### Statements of Significance:

1) *Protection of the Byway's resources was listed as the number one or number two priority on the attitude survey at all three public meetings. Participants in the Aspen community assessment identified protection of the Byway's resources as the number two priority.*

2) *Some level of resource protection already exists on all segments of the Byway.*

*County zoning and other land use controls are currently in place for all incorporated and unincorporated private lands adjacent to the Byway. In addition to general zoning designations, Lake County has a collateral layer of land use control in the form of a Scenic Conservation Overlay District, and Pitkin County has a Scenic View Protection Area, which provide an additional level of aesthetic control for specified sensitive viewsheds along the Byway.*

*Majority federal land ownership within the Byway corridor offers tangible protection of Byway resources. All U.S. Forest Service and Bureau of Land Management land is subject to applicable agency management plans and visual quality standards.*

*The balance of public lands along the Byway are under the administration and protection of the State of Colorado, the Bureau of Reclamation and the US Fish and Wildlife Service.*

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Resource Protection

3) *The efforts and focus on protection activities in the creation of the CMP are strategic in nature. A thorough undertaking to acquire or otherwise secure real properties and to implement the protection and preservation objectives and strategies set forth within this document will require prioritization by TOR in the form of Action Plans, and would necessitate, at a minimum:*

a) *a site specific analysis of lands along the Byway, assessing the protection needs and appropriate protection methodologies with respect to all lands proximate to the byway, and;*

b) *extensive public involvement, including an educational component and an opportunity for input into decisions regarding protection priorities and methodologies.*

4) *Once a site specific protection plan has been created, funds may be required for implementation of the plan. This is particularly true with respect to any plans that involve the direct acquisition of lands or conservation easements.*

5) *A critical element of any land protection undertaking is to assure that the public is fully aware of the area's resources and their need for protection. In the case of a byway, this is true not only for the visiting public, but for those who live along the byway. The byway will be adopting an interpretive plan for the education/information of those who travel the Byway.*

6) *A significant element in the protection of the Byway is seeking to assure that development that takes place along the Byway does not detract from the intrinsic values of the Byway. Virtually anyone developing land along the Byway would, all things being equal, desire to have their development appear harmonious with the Byway. When this does not occur, it is frequently because the developing party either did not know what could be done to promote such harmony, or could not justify the expense of designing and building in a harmonious fashion. One way to resolve this issue is to create design guidelines that set forth principals of development that are consistent with protection of Byway resources.*

7) *There are numerous private and governmental agencies that are conducting activities in the vicinity of the byway. These include, without limitation, the Environmental Protection Agency, U.S. Forest Service, the Bureau of Land Management, the Bureau of Reclamation, Utility Companies, and the Colorado Department of Transportation. The activities of these and other agencies can affect the integrity of the Byway.*

8) *The Corridor Management Plan is not a government enactment, and therefore does not have the force of law. Coordination with other governmental planning efforts is critical to assure that the goals and objectives of the CMP are reflected in jurisdictional plans and land use enactments.*

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Resource Protection

#### Objectives

- 1) **To ensure that the resource protection goals of the Byway are considered in all Byway related land use decisions.**

##### Actions

Coordinate with the land management agencies as to the plans and needs of the Byway, and become actively involved in the periodic updates and amendments of the various management plans.

Coordinate with jurisdictional entities to ensure that their activities are consistent with the protection of Byway values.

Coordinate with comprehensive planning efforts, including but not limited to: the Tenmile Basin Comprehensive Plan; the Eagle River Watershed Plan; Aspen, Eagle, Lake and Summit County's Comprehensive Plans; Minturn and Leadville's Comprehensive Plans; Forest Service and BLM Resource Management Plan revisions; the Upper Arkansas Watershed Council; the Upper Arkansas Headwaters Corridor Management Plan; Independence Pass Foundation; and with the Lake County Open Space Initiative, Pitkin County Open Space and Trail Program, and the Summit County's Open Space Program .

- 2) **To preserve the visual integrity of the Byway**

##### Actions

Recommend the incorporation of Scenic Conservation Overlay Districts along the Byway as part of future County open space and comprehensive land use planning efforts.

Recommend the Forest Service create a special scenic byway management area pursuant to Category 4.21 of the amended Forest Management Plan.

Recommend the BLM create a special scenic Byway management area on their lands adjacent or proximal to the Byway.

- 3) **To preserve the historic structures and features of the Byway**

##### Actions

Work with State, Federal and local historical groups to identify and inventory historically significant structures or features along the Byway that are deserving of protection on the National Historic Register, and seek the appropriate designation.

Partner with private landowners to help them preserve structures or features on private lands.

Inform the public of the historic significance and need for protection of selected sites through such media as brochures, audio and video tours, plaques, interpretive signage and wayside exhibits.

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Resource Protection

#### 4) To perpetuate site specific Protection Planning and Implementation

##### Actions

Work with local planning and zoning boards, open space groups and federal land administrators to perform a site specific analysis of lands along the Byway, assessing the protection needs and appropriate protection methodologies with respect to all lands proximal to the Byway.

Provide the opportunity for public involvement, including an educational component and an opportunity for input into decisions regarding protection priorities and methodologies on a case by case basis.

Prioritize the application of specific protection/preservation responses as Action Plans, determine who will be responsible for implementing the action, how it will be funded, who is responsible for long term operations, maintenance, and administration etc.

Attempt to obtain such funding through Federal Highway funds Great Outdoors Colorado, and other sources as necessary to fund planning, procurement of easements and leases or implementation of other methods of protection.

Work with landowners to seek mutually beneficial means of protecting Byway resources.

#### 5) To Increase public knowledge and awareness of the need to protect the Byway's resources.

##### Actions

Work with jurisdictional agencies; the Colorado State Historical Society; local Chambers of Commerce, historic societies and organizations; private landowners; and the interested public to provide wayside exhibits, interpretive signage, maps and informational booklets that describe the significance of natural, cultural, scenic and historic resources of the Byway, and the need to respect and protect them.

Provide instruction on the need and methods of protecting the Byway's resources to Chambers of Commerce and visitor center staff, campground hosts, interpreters and local business owners who will be in direct contact with Byway users.

Include the "protection message" in all audio and video tours and public presentations.

Work with CDOT to design and post a Byway wide symbol for identifying sensitive habitats or environments (e.g. wetlands), delicate historical structures and features or other resources in need of protection.

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Resource Protection

- 6) **Work with existing land trusts. Where appropriate, the Board may support conveyance of land or portions of the associated bundle of rights.**

#### Actions

Work with open space councils, landowners, jurisdictional agencies and the public to identify or modify land, tenure adjustment of parcels of land deemed critical to protecting and preserving the resources of the Byway or enhancing the Byway users' safety, access to recreational opportunities, convenience and quality of experience.

#### Goal: To ensure the continued beneficial use and enjoyment of the Byway's natural resource base

#### Statements of Significance

1) *The communities along the Top of the Rockies Byway depend heavily on their ability to make beneficial use of the areas rich natural resources in order to sustain their economies and employ their populations. The use of the National Forest lands to support Ski Area operations, for example, provides direct, indirect, and service oriented employment to a large segment of the surrounding population. Mining and other extractive industries, while not the driving economic force they were as little as two decades ago, still provide raw materials for the nation, and employment, tax base and spin-off benefits to the local economies.*

2) *The Byway's interpretive theme... "where the history of the west and its natural resources are showcased within a living, working landscape", was selected to reflect the fact that the Byway passes through a dynamic, "working landscape", where the natural resource base has been utilized and put to work for the benefit of man. Much of the character of the existing Byway communities was forged through this working relationship with the land. Preservation and protection of the Byway's resources were considered to be important issues to the public, but not if they come at the expense of their ability to derive enjoyment and beneficial use from the resource base. Balance is considered to be the critical element of the CMP.*

3) *In many locations along the Byway, access to recreation and other resources and amenities rests on lands where changes in ownership or land use could preclude future access. Protection of access to public lands was a clear priority.*

4) *It was suggested that the Corridor Management Plan should not create an additional layer of bureaucracy and permitting that stands in the way of development, but rather, be a consideration of existing land use regulations.*

## 2008 Amended Goals and Objectives

### Goals and Objectives

Goal: Ensure continued beneficial use

#### Objectives

- 1) **To coordinate activities with federal land agencies to secure access to public lands and recreation.**

##### Actions

Work with the U.S. Forest Service, BLM or other federal land agencies to critical access to public lands and recreational opportunities, such as trailheads to Mayflower, Clinton and Searle Gulches, where changes in ownership or land use could limit future access.

Work with federal, state and local jurisdictional agencies to actively pursue and promote recreational easements and land tenure adjustments that reconfigure public lands along the Byway in a manner that helps preserve access to Byway resources and recreation.

2. **To create partnerships with private industry and landowners to reach balanced solutions.**

##### Actions

Seek to identify and promote innovative, non-regulatory solutions to Byway resource issues where applicable. Involve private industry and landowners in discussions and negotiations in an attempt to resolve issues early in the decision making process.

Provide private industry with notice of any activities affecting the Byway, and invite them to participate in such activities.

- 3) **To avoid the creation of an additional layer of bureaucracy.**

##### Actions

Work with the local municipalities, Counties and federal agencies to incorporate the goals and objectives of the Byway into existing and future comprehensive land use planning rather than adding a new layer of bureaucracy.

**Goal: To enhance existing resources and user facilities along the Byway**

#### **Statements of Significance**

1) *Target survey responses indicated that the public placed a high priority on adding more amenities, including picnic tables, restrooms, emergency phones, landscaping and interpretive signage along the Byway. (Appendix D, Target Survey, question #7).*

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Resource Enhancement

- 2) *One of the most commonly heard concerns during the public participation segment of the planning effort was the lack of adequate forewarning of upcoming services, attractions, pullouts or rest areas along the Byway.*
- 3) *The lack of litter barrels or the identification of an entity responsible for litter control and maintenance of existing pullouts was of public concern.*
- 4) *Traveler information is available within the boundaries of the individual communities and counties along the Byway, but there is no single document that provides a directory of attractions, sights and services over the entire length of the corridor.*
- 5) *Minimal protection exists for historic resources outside of the four designated historic areas.*
- 6) *The significance of the headwaters of the Arkansas River and the Continental Divide is not reflected in signage or information available along the Byway.*
- 7) *Unsightly accumulations of trash and abandoned vehicles, utility towers, and other man created visual intrusions were considered an eyesore and a detraction from the otherwise natural appearance of the Byway.*
- 8) *The Preferred Transportation Plan for the Inter-Mountain Transportation Planning Region identifies the Leadville area as needing a roadside rest area.*

#### Objectives

1) **To increase informational and directional signage**

Actions

Work with the individual communities and federal land owners along the Byway to identify those attractions, pullouts, resources or viewsheds that they would like to showcase.

Work with CDOT to design, create, fund and install tourist oriented directional signage in compliance with State and Byway sign ordinances.

2) **To improve and expand roadside rest facilities.**

Actions

Work with CDOT to identify existing roadside rest stops and determine the feasibility of improving services to include such amenities as; picnic tables, restrooms or portable toilets, and call boxes. - actively pursue funding for identified improvements to existing rest areas.

Work with CDOT and local communities to determine the most appropriate locations for new roadside rest facilities along the Byway. Identify potential public and private sector partners along the corridor who control lands necessary for the construction of rest area facilities outside

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Resource Enhancement

of the highway right-of-way - solicit donation or negotiate purchase of necessary lands.

Design infrastructure and landscape elements to support the desired end use - seek funding through the existing Federal Highway funds budget or from outside sources to implement planning, materials acquisition and construction.

#### 3) To create partnerships to construct and maintain Byway facilities.

##### Actions

Identify and solicit the participation of partners from both the public and private sectors to help construct and maintain roadside rest facilities.

#### 4) To clean up visual intrusions along the Byway

##### Actions

Seek enforcement of existing community trash ordinances along the Byway where applicable.

Organize local cleanup efforts, "Adopt a Byway" programs or provide support (funding assistance, reduced dump fees, volunteer labor etc.) for landowners in need of assistance in the voluntary cleanup of their properties along the Byway.

Work with local jurisdictional agencies to control the placement and appearance of new above ground utilities, power poles, transmission towers or other man built intrusions on the natural landscape. Encourage underground placement or topographic screening from the viewsheds of the Byway wherever possible.

Encourage enforcement of existing health, safety and welfare ordinances along the Byway corridor.

#### Goal: To provide interpretation of the Byway's resources

##### Statements of Significance

1) *The corridor surrounding the Byway has a great number of historical and natural features that would be of interest to the visitor and local user alike, but which may not be obvious or may require interpretation to fully understand and appreciate.*

2) *Many elements of the "living, working landscape" that define this particular Byway seem in sharp contrast to the natural setting in which they occur. Areas in which mining occurred or still occurs, for example, may appear as random destruction of the physical environment, with little or no redeeming value. For many people, an understanding of the process by which the minerals were*

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Resource Interpretation

*located, mined and processed, helps to soften the impact and create an appreciation of the massive human effort that goes into the creation of the simplest paper clip, or the complex technologies that allow the space shuttle to fly.*

*3) Interpretation of the full cycle of the mining process, from initial discovery to reclamation, helps to explain that the mining practices of the past are no longer acceptable, and that reclamation efforts currently underway will eventually soften the visual impacts left behind.*

*4) Interpretive planning within the context of this Corridor Management Plan is strategic in nature, and is not intended to provide specific details on the acquisition, funding or construction of any one interpretive display or exhibit. Creation of a site specific interpretive plan could be a future action plan if prioritized by the TOR Board of Directors.*

#### Objectives

- 1) **To perpetuate the interpretive planning effort.**

##### Actions

Utilize the Interpretive Management Plan to prioritize sites for interpretation, select strategic interpretive tools to be used, estimate associated costs, and identify potential participants in the funding, construction, operation and maintenance of the project.

- 2) **Cooperate with local organizations and entities that provide visitor information regarding interpretive sites.**

##### Actions

Work with public and private entities in all four counties that provide visitor information to display and distribute Byway material and paraphernalia.

- 3) **To provide interpretive signage and wayside exhibits at specified points along the Byway.**

##### Actions

Work with the Byway Counties, BLM, US Forest Service, State Historical Society and CDOT to establish a standard format for signage and/or wayside exhibits placed along the Byway, in order to promote continuity of appearance, theme and predictability, regardless of jurisdiction.

Review existing BLM, Bureau of Reclamation (BOR) and USFS interpretive plans to determine where public / private partnerships can be formed and where redundancy of effort can be eliminated.

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Resource Interpretation

Identify private sector partners, such as Freeport McMoran, who share the desire to "tell the story" of the presence and historical use of the vast natural resource base along the living, working landscape of the Byway.

Utilize the Top of the Rockies Interpretive Management Plan (See objective 1) to prioritize selected projects as *Action Plans* within the CMP; seek funding for implementation.

- 4) **To develop additional interpretive booklets, maps, brochures, and video tours for distribution and/or sale**

#### Actions

Identify the desired media for telling the Byway's story, prioritize as an *Action Plan* and seek funding and partners in the development and distribution of the product.

- 5) **To provide information and training on Byway resources to local businesses, employees, campground hosts, Chamber of Commerce staff and others who have direct contact with the traveling public.**

#### Actions

Work with local Chambers of Commerce, US Forest Service staff, local Colleges and other educational facilities, the State Historical Society and local historic preservation groups to establish workshops for the purpose of educating the local populace as to the natural and historic resources that exist along the Byway, and the most effective tools and techniques for passing that knowledge on to visitors.

Work with local Chambers of Commerce and businesses to provide training on the Byway utilizing the State of Colorado training program.

- 6) **To provide the traveling public with audio interpretive information en-route.**

#### Actions

Produce an audio tour, mapped and keyed to safe visitor overlooks and pullouts, that informs the traveler of the natural or historical significance of the visual landscape that spreads before them.

Work with private venture partners to establish an AM radio transmitter capable of broadcasting Byway interpretive messages along specific sections of the Byway.

#### Goal: **To market the Byway and its resources to the benefit of local economies**

#### Statements of Significance

- 1) *Marketing is the tool by which awareness of the resources and attributes of the Byway is disseminated in an effort to encourage public use of the roadway and increase the*

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Byway Marketing

*utilization of businesses along the route. While many of the techniques for marketing and interpreting the Byway tend to overlap, marketing efforts are primarily aimed at attracting the visitor to the corridor, whereas interpretive techniques are typically employed on site, once the visitor is here.*

2) *Where interpretive topics tend to center around translating natural and historic elements of the Byway into experiences that everyone can understand and enjoy, marketing themes are far broader, and appeal more to the travelers emotions and sense of exploration. Examples of marketing attributes of the Top of the Rockies National Scenic and Historic Byway include, but are not limited to:*

- *Access to a wide array of high quality, year-round recreational opportunities;*
- *Abundant snowfall: world renown skiing and winter sports activities;*
- *Clean mountain air, abundant sunshine and temperate summer climate - relief from the summer heat;*
- *Unique features, such as the highest peaks in the American Rockies, two crossings over the Continental Divide, the highest incorporated City in the US, the highest airport in North America, headwaters of two of the Nations mightiest rivers etc.;*
- *Historical significance, including six national historic areas, the National Mining Hall of Fame and Museum, Wheeler/Stallard Museum, numerous National Register of Historic Places buildings and sites, ghost towns, and numerous opportunities for "hands on" exploration of the historic landscape;*
- *Numerous lakes, streams and rivers and water based recreational opportunities;*
- *Abundant watchable wildlife, hunting and fishing opportunities;*
- *High altitude, rugged mountain backdrops and spectacular high country vistas;*
- *Roadways that lend themselves to the sense of exploration and adventure;*

3) *As each community along the Byway has different needs for marketing and de-marketing their segment of the roadway, the marketing segment of the CMP is strategic in nature, providing a common set of tools and techniques that can be applied to each community's specific needs within the overall goal statements and objectives of the plan.*

### Objectives

- 1) **To gain a better understanding of who is using the Byway, and whether their needs are being met.**

#### Actions

Work with local Chambers of Commerce, U.S. Forest Service, museums and others who track visitor numbers and comments along the Byway, to establish a local data base of existing uses and observations.

Gather state and regional tourism data from CDOT, tourism offices, travel or mountaineering clubs, universities, automobile clubs etc.

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Byway Marketing

Update Byway visitor surveys by distributing surveys, conducting interviews, and establish comment logs at locations frequented by travelers to determine visitor perceptions of the Byway and its level and quality of services. Facilitate focus group meetings to identify local perceptions of the benefits and drawbacks of the Byway.

- 2) **To identify, in partnership with public and private businesses and organizations, "target markets", where limited marketing dollars can be most effectively spent.**

#### Actions

From the data generated in the market research effort, identify those market segments or gateways to markets, such as travel writers, travel

agents, transportation providers or travel associations that are most likely to respond to the Byway message and accept the invitation to explore the Top of the Rockies National Scenic and Historic Byway.

- 3) **To create the necessary tools to effectively market the Byway**

#### Actions

Continue to apply for grant funding to produce and reproduce the educational materials, lure brochures, tracking devices, identifying logo etc. that carry the Byway message and the invitation to come and explore the resources and pleasures of the Byway.

Partner with existing marketing efforts where possible to include the Byway message in their current and future brochures, press releases, flyers, fact sheets, advertisements, Internet home pages, telephone information lines, information packets etc.

Generate Byway specific marketing tools, such as audio and video tours, self guided tour booklets, information packets, brochures, signage, events, service directories and sale products, such as T-shirts, hats, posters, maps etc.

- 4) **To provide the vehicle through which the Byway message can be delivered to potential visitors and Byway users**

#### Actions

Work with state, regional and local visitor centers to display and distribute Byway brochures and other promotional materials.

Work with private industry and CDOT on coordinated efforts that jointly advertise all of the byways of Colorado, such as the Colorado State Highway map, the *Discover Colorado* brochure, Total Petroleum's "*Best of Summer*" marketing piece, Rand McNally, AAA, Fodors, or video's produced for television showcasing all of the State's Scenic and Historic Byways.

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Byway Marketing

Work with local Chambers of Commerce and educational institutions to provide training sessions for businesses and employees, to disseminate the Byway message and gather user input.

Prepare displays and promotional information for exhibition at trade shows, travel conventions, and at high profile locations where travelers tend to congregate, such as the Copper Mountain Resort, Wheeler/Stallard Museum or the National Mining Hall of Fame.

Develop a listing of travel and feature writers, media contacts and publications through which articles, event calendars, press releases, pitch letters etc. can be channeled to reach the interested public.

- 5) **To track and evaluate the effectiveness of the marketing tools and vehicles for distribution, and revise and refine as necessary.**

#### Actions

Periodically evaluate and update the marketing program based on responses from user surveys, focus group meetings, interviews, comment logs, number of "hits" on the Internet page, changes to the level of utilization or activity along the corridor or other indices of the effectiveness of the current message and method of delivery.

#### Goal: **To incorporate the goals of the Byway into long range planning decisions within the Byway communities**

#### Statements of Significance

1) *The Corridor Management Plan is not a government enactment, and as such does not have the force of law. Only by coordinating with governmental planning efforts can the Byway Management Entity ensure that the goals and objectives expressed in the Corridor Management Plan are reflected in government plans, and, if applicable in government land use enactments.*

2) *Current and future planning efforts that could impact the resources of the Byway include, but are not limited to:*

- *Periodic revisions of the White River, Arapaho and Pike / San Isabel National Forest Land Management Plans.*
- *Periodic Revision of the BLM's Royal Gorge Resource Area, Resource Management Plan.*
- *The current effort to produce a comprehensive plan for the Tenmile Basin along Highway 91 in Summit County.*
- *The Eagle River Watershed Plan along Highway 24 in Eagle County*
- *Current revisions to The Land Use Plan for the Town of Minturn,.*
- *The Leadville and Lake County Comprehensive Plans.*
- *Current efforts of the Summit County Open Space Program*
- *Current efforts of the Lake County Open Space Initiative*
- *Current efforts of the Eagle County Open Space Program*

## 2008 Amended Goals and Objectives

### Goals and Objectives

#### Goal: Incorporation of Byway Goals

- *Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) reclamation work under the EPA in both Eagle and Lake Counties.*
- *Periodic updates of the Bureau of Reclamation's operating plan for the Twin Lakes Dam and Mount Elbert Power Plant*
- *State Transportation Improvement Plans under CDOT direction.*
- *Operations and reclamation planning at the Climax Mine.*
- *Resort planning for expansion of the Vail and Copper Mountain Ski Areas.*

#### Objectives

- 1) **To foster coordination between the Byway, State, local, and Federal planning efforts in order to ensure that the goals of the Byway are considered in land use policies and decisions.**

##### Actions

Provide all local, state and federal agencies that have jurisdiction along the Byway with a copy of the draft CMP for their review and comment, as well as a revised final document for their records.

Update the land management agencies on the plans and needs of the Byway, and become actively involved in the periodic updates and amendments of the various management plans.

Coordinate with jurisdictional entities to ensure that their activities are consistent with the protection of Byway values.

Coordinate with local planning efforts: Tenmile Basin Comprehensive Plan; Eagle River Watershed; Leadville and Lake County's Comprehensive Plan update; Eagle County; and with Summit County's Open Space Program.

#### Goal: **To form beneficial partnerships within the public and private sectors**

##### Statements of Significance

1) *The Corridor Management Plan is not a government enactment, and as such, does not have the force of law. Only through coordination with and the cooperation of governmental entities and political subdivisions can the goals of the CMP become enforceable.*

2) *Reaching all of the goals of the CMP is too great a financial burden for the TOR Board of Directors to accomplish alone. Successful implementation will require the cooperation and the pooling of resources of stakeholders along the Byway, including land owners, private industry and jurisdictional agencies.*

3) *The public has indicated the desire to seek innovative, non-regulatory land use solutions wherever possible, that involve landowners, private industry, public agencies and the general public as partners rather than adversaries in the decision making process.*

## 2008 Amended Goals and Objectives

### Goals and Objectives

Goal: Form Partnerships

#### Objectives

- 1) **To seek out partners within the private sector for whom the protection and enhancement of the Byway is mutually beneficial.**

##### Actions

Seek the formation of partnerships with landowners, private industry, conservation and preservation organizations, Chambers of Commerce, businesses and other private sector stakeholders along the Byway for the purpose of pooling available resources for mutually beneficial protection or enhancement projects along the corridor.

Institute a "Friends of the Byway" program to strengthen local ownership of the Byway and the goals of the CMP.

Seek out businesses and other private organizations for whom the Byway represents a marketing asset and institute joint marketing and promotional efforts.

Seek to couple Byway related promotional events with existing industry or community events to allow for the pooling of resources and joint advertising as well as community awareness and pride in the Byway.

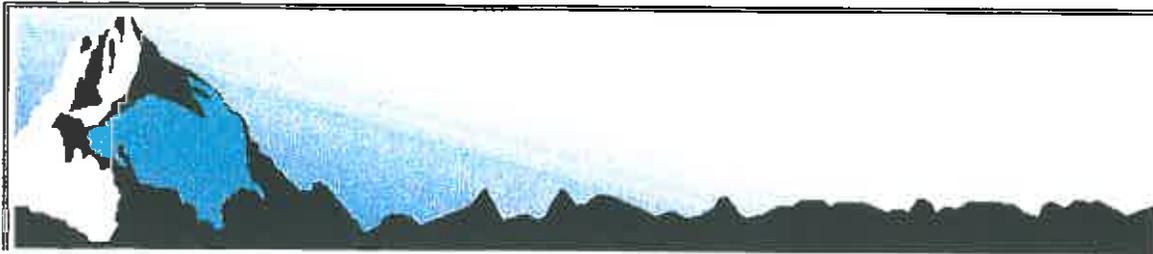
- 2) **To seek out partners among those agencies and political subdivisions with jurisdiction along the Byway corridor, for whom the protection and enhancement of Byway resources is of mutual benefit.**

##### Actions

Seek the formation of public/private ventures (PPV's) with the US Forest Service, Bureau of Land Management, Upper Arkansas Headwaters Recreation Area, Bureau of Reclamation and other federal agencies for the purpose of funding action plans involving or affecting federally owned lands.

Seek the formation of partnerships with the State Land Board, Colorado Department of Transportation, Colorado Division of Parks and Recreation, State Historical Society and other State agencies for the purpose of funding action plans involving State owned lands.

Seek the formation of partnerships with participating Byway Counties and municipalities for the purpose of funding action plans involving or affecting locally owned lands, and to provide a source of matching funds or in-kind services to facilitate the acquisition of mutually beneficial grant funding.



Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 3**

**STRATEGIES**

## Introduction

Corridor Management Planning is dynamic and iterative in nature. Innovation and flexibility are critical to meeting the constantly changing needs, political realities and desires of the Byway communities. As such, there are no "cookbook" solutions that apply to all circumstances or work for all byways. The development of strategies to implement the goals and objectives of the Corridor Management Plan is a continuing process, that builds on the experiences, successes and failures of the past, refines and updates techniques, and responds to changes over time.

Strategies form the toolbox from which individual tools and planning techniques can be extracted, in various combinations, to fit the challenges of a specific issue or conflict. There are several distinct reasons for addressing such strategic tools in the context of a Corridor Management Plan. The first is to assure that those involved in the process are aware of the full range of possibilities, and are thus in a position to make informed decisions. A second is to allow the public and others involved in the process to express opinions regarding which tools and approaches may be effective and acceptable for dealing with Byway issues. Finally, drawing from the same "tool box" allows for a level of continuity in problem solving techniques over the length and jurisdictional boundaries of the Byway.

The Byway Management Entity will review implementation of strategies regularly to gauge their effectiveness and determine if changes are needed.

Presented within this section of the Corridor Management Plan are strategies for managing, protecting, preserving, funding, interpreting, marketing, controlling signage, monitoring and evaluating the Byway.

### Background

The Top of the Rockies National Scenic and Historic Byway (TOR) was formed under an Intergovernmental Agreement (IGA) between Lake, Summit and Eagle Counties, effective from March 29, 1995 until such time as it is terminated by written notice of any of the Counties. Forest Service representation by the White River and Arapaho National Forests was consolidated to a single representative through correspondence from Holy Cross District Ranger dated January 6, 1995. Lake County agreed, by resolution, to act as the lead local agency and enter into a contract with the State of Colorado, Department of Transportation to receive and administer Federal funds administered by the State, for the purpose of developing a Corridor Management Plan, on August 21, 1995. (Appendix F: Documentation)

At that time, the IGA defined the role of the Committee as follows:

1. **COMMITTEE.** The Counties will work together and participate in connection with a committee to be known as the Top of the Rockies Scenic Byway Committee (the "Committee"). It is agreed and understood that the Committee is merely an informal association of parties, and is not a separately existing legal entity with any powers or authorities unto itself. To the extent that the Counties later decide to do so, they may choose to create an entity, such as a nonprofit corporation, to replace the Committee.
2. **PURPOSE.** The purpose of the Committee is to facilitate the planning and management of the Byway, and to pursue such further and additional goals as the Counties may mutually agree upon. Specifically, but without limitation, it is agreed that the Committee will pursue that acquisition of grants for the Byway, and the application of the proceeds of any such grants to the betterment of the Byway.
3. **COMPOSITION OF COMMITTEE.** It is acknowledged that in order for the Committee to function effectively, it must encourage and accept the participation of other individuals and entities located in the area of the Byway. Therefore, the Counties agree that the composition of the Committee, unless otherwise agreed upon, shall be as follows:

The Committee shall be composed of 15 members; four representatives appointed by each of the Counties with at least two representatives from each County coming from local byway groups; three representatives from the US Forest Service - one from the Leadville Ranger District (San Isabel National Forest), one from the Holy Cross Ranger District (White River National Forest), and one from the Dillon Ranger District (Arapaho National Forest). By Mutual agreement of the US Forest Service and the Bureau of Land Management, the US Forest Service will represent the Bureau of Land Management on the Committee.

Since the Committee is not an independent legal entity, it is not able to enter into third party agreements, incur financial obligations, accept or administer land trusts or easements, independently apply for grants, or hold or dispose of funds. The Committee currently has no Bylaws or operating guidelines governing the administration of such issues as voting rights, selection of new or replacement Committee members, payment of Committee expenses, authorization for payment of change orders, or notice / scheduling of meetings.

On June 20, 1996, the Top of the Rockies Scenic Byway Committee met to discuss the strengths and weaknesses of the current Committee structure, and to determine the form of Byway management entity that would best meet the long term needs of the Byway. The meeting was facilitated by Conlin Associates, the consultant group contracted to prepare the Corridor Management Plan. The range of options presented ran from the formation of a Regional Byway Commission, with regulatory authority, to the establishment a Friends of the Byway Association whose principle mandate would be limited to the acquisition and distribution of funds for marketing the Byway.

Consensus was reached that the current IGA structure was well suited to the task at hand: that being the preparation of the Corridor Management Plan, but that the Committee's ability to ensure perpetuation of a Byway management entity, implement the goals of the plan, independently acquire and dispose of public and private funding, enter third party agreements with private sector partners, and pursue and administer preservation measures such as conservation land trusts, recreation easements etc. was limited by the absence of a formal, independent legal entity.

By consensus, the group agreed to recommend to the participating IGA partners, that a management entity based on the following model be formed, and further, they agreed to make the establishment of the management entity the first action plan of the CMP.

TOR was incorporated in the State of Colorado on August 10, 2001. On April 25, 2003, TOR was recognized as a 501(c)(3) organization by the Internal Revenue Service. The organization is structured with a Board that consists of eight (8) to ten (10) voting members from the communities and counties along the Byway as well as one member from the USFS. All governmental representatives of local, state and federal agencies or governments adjacent to the byway will be ex-officio members.

According to its mission statement the Top of the Rockies Scenic and Historic Byway will work with individuals, area businesses, local agencies and governments to preserve the byway through the development of responsible tourism, historic preservation and interpretation of historic, natural, scenic and cultural resources along the byway.

The goals of the Top of the Rockies Scenic and Historic Byway are

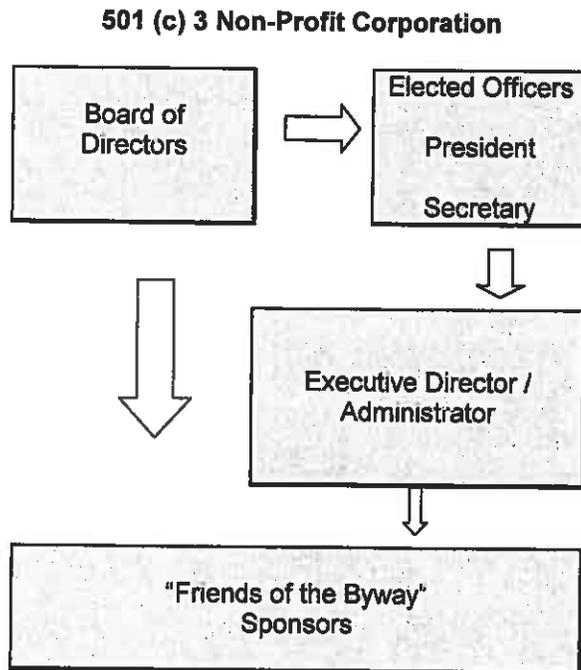
- To promote the preservation of the byway through the development of responsible tourism and in doing so provide an economic development tool for the byway communities.
- To protect, preserve and interpret the historic, natural, scenic and cultural resources along the scenic byway.

Membership of the Board of directors shall consist of volunteers, which will be from the communities and counties along the byway and USFS. Consideration will be given to all ages, genders, cultures, creeds, and races. Governmental representatives of the local, state and federal agencies or governments adjacent to the byway will be ex-officio members. Ex-officio members shall include one (1) USFS representative and one (1) representative from each county. No monetary compensation is received by any member of the Board of Directors. The Top of the Rockies Scenic and Historic Byway Board will consist of 8 to 10 voting members and will encourage participation, in a non-voting capacity of any and all interested parties. The full TOR Articles of Incorporation and Bylaws are attached as Appendix F-12.

TOR continues to pursue the following organizational roles that were originally defined under the Management Entity Model in the original CMP:

1. Act as a grass-roots advocacy group to encourage public awareness and intergovernmental support for implementation of the Corridor Management Plan;
2. Establish and coordinate public / private partnerships to ensure that protection and enhancement of the Byway's resources are considered in all local, state and federal land use decisions;
3. Actively pursue and administer public and private sources of funding for Byway protection, interpretation and enhancement;
4. Initiate and coordinate Byway enhancements and improvements as prioritized in the CMP action plans;
5. Work with existing Land Trusts to identify potential land acquisitions, exchanges or donations; recreational or conservation easements; sanctuaries or conservation areas etc. to the benefit of the Byway;
6. Monitor, evaluate and update action plans on an annual basis.

Table III - A Top of the Rockies Scenic & Historic Byway Structure



#### Roles and Responsibilities

The first level of the organization is a sponsorship tier group referred to as the "Friends of the Top of the Rockies Byway". The Friends of the Byway would consist of members of the general public, corporate sponsors and partners, and other interested parties who share the concern for protecting and enhancing the resources of the Byway and who are also interested in sponsoring the byway. Regular opportunities to comment and advise the board and elected officers would be provided.

Sponsorship benefits could include: recognition as a Byway supporter, inclusion in Byway promotions and marketing, discounts on the purchase of Byway specific sales items (video and audio tours, interpretive booklets etc.), reduced price to attend special events, participation in an "Adopt a Byway" program, and newsletters.

Sponsorship fees, donations, and sale of Byway products could be used to help defray the cost of hiring staff and offsetting the daily operations and overhead of the corporation.

The second level of the organization would consist of the Board of Directors organized under the articles of incorporation and bylaws of the Top of the Rockies Scenic & Historic Byway. Roles and responsibilities of the Board of Directors include:

- Oversee and coordinate fundraising activities;
- Authorize the distribution of funds;
- Establish, prioritize and update the annual plan of action;
- Initiate long range planning efforts;
- Monitor and evaluate the performance of action plans;
- Develop long term funding goals and objectives.
- Monitor and develop policies guiding the policies related to the Friends of the Byway.
- Oversee development of interpretive associated with the Byway.

## INTRODUCTION

At the heart of any scenic byway are the intrinsic qualities that forge its character. From a federal regulatory standpoint, these scenic, historic, natural, recreational, archeological and cultural qualities must be present in some measure to allow its designation as a byway. More fundamentally, however, it is these qualities that give local people the pride and sense of place that moves them to seek the byway designation, to preserve and showcase the corridor's unique resources and viewsheds.

The Top of the Rockies National Scenic & Historic Byway is blessed with an abundance of resources in each of the six areas of intrinsic qualities. The challenge in creating this CMP was to balance the protection of these intrinsic qualities with the beneficial use and enjoyment of the same resources as well as the accommodation and promotion of tourism and economic development, which are also fundamental elements of a scenic byway. Meeting that challenge was made easier by the fact that all communities and groups along the Byway shared a deep appreciation and respect for the area's natural grandeur, and shared a desire to preserve those qualities for future generations.

### Background:

#### General

The Byway covers a large physical area, encompassing a majority of the developable land in Lake County, and in the unincorporated sections of southeastern Eagle and southwestern Summit Counties as well as a large section of Pitkin County over Independence Pass to Aspen. Many counties and communities in Colorado have created open space/land protection plans. The process of creating such plans tends to involve a great deal of time and public involvement, and typically includes a site-specific analysis of discrete parcels of land and strategies for their protection. Such an extensive undertaking is not feasible or appropriate in the context of a corridor management plan. What is feasible, however, is a general examination of the types of resources that are in need of protection, and the general strategies that can be used to accomplish that protection. This is the approach that was utilized in creating the protection portion of this CMP.

#### Public Participation.

Public input regarding protection/preservation issues was obtained as part of the general public meetings held in connection with the overall corridor management and interpretive management planning process. With the extension of the Byway from just west of Twin Lakes to Aspen, additional public input was gathered from Pitkin County. The protection/preservation information obtained from the public meetings was informative and indicative of the level of concern over such issues. With respect to the surveys taken at some of these public meetings, the participants rated preservation of existing view sheds and Byway resources as the most important area of focus in the corridor management planning process. Preservation was rated as the second most important area of focus.

In the corridor management plan public meetings and breakout sessions there were two general goals regarding protection/preservation. First was to provide a brief educational overview of the various techniques that could be utilized in connection with protection

efforts. The second goal was to encourage discussion regarding protection needs, and the planning techniques that may be most appropriate to achieve those ends. During such discussions there was not sufficient time to prioritize specific protection opportunities or to determine which techniques would be appropriate for individual applications. Participants did, however, express general views regarding protection needs and preferences. One recurring view was that future additional efforts and greater public involvement would be required in the continuing effort to protect corridor resources.

#### **Identification of Resources.**

As part of the public process the Regional Byway Committee and members of the general public physically toured the Byway and identified 25 specific resources that reflected the intrinsic qualities of the corridor (See Map17, Appendix B). In identifying these resources the participants utilized a resource inventory form, and one of the questions addressed on the form was whether there was a "need for protection" with respect to the resource. Out of the 25 identified resources, eight had comments regarding protection needs. Most of the comments simply reflected the fact that the land involved could be subject to development pressure and/or could be divided into homesites. As part of the State extension of the Byway, public meetings were held in Pitkin County and the public was asked to identify resources that reflected the intrinsic qualities on the Independence Pass Corridor and if any were in "need of protection".

It should be noted that the resource identification process described above was not intended to identify the full range of protection needs along the byway, but was rather intended to identify discrete and separately identifiable resource highlights along the Byway. The fact that a particular area was not identified as a specific resource does not imply that the area lacks intrinsic values or does not need to be protected. As noted above and reflected in the Strategies and Recommendations, there may be a need for more site specific identification of Byway resources that are in need of special protection.

#### **Identification of Existing Protection Mechanisms.**

##### **Land Use Regulations.**

The Byway passes through four counties and six individually identified communities. Each of those jurisdictions has in place zoning and other land use controls affecting land proximal or adjacent to the Byway. Information showing the zoning designations applicable to each portion of the Byway, as well as describing the types of activities permitted within each area of designation, is set forth in Appendix B of this CMP. In addition to the general zoning designations mentioned above, Lake County has an additional layer of land use control in the form of a Scenic Conservation Overlay District (SCO), as is also discussed in Appendix B of this CMP. This SCO applies to a specified portion of the Byway within Lake County. The SCO places an additional level (i.e., beyond the otherwise applicable zoning) of primarily aesthetic control on development that occurs in areas subject to the overlay.

The Byway and areas adjacent to it include the majority of the private land within the communities along the Byway. Consequently, land use control along the Byway is virtually tantamount to overall land use planning of the Byway communities. For that reason, no effort was made within the CMP process to analyze the appropriateness of

existing land use controls, or to suggest specific changes to existing land use structures. However, it is a goal of the byway organization to remain actively involved in future community-based land use planning efforts, and to assure that land use controls arising out of that process are consistent with the preservation and protection of Byway resources.

**Public Ownership Status.**

As is depicted in the land ownership matrix illustrated on Planning Map 16 in Appendix B of the CMP, a substantial amount of the land adjacent or proximal to the Byway is managed by public agencies, including the US Forest Service, and the Bureau of Land Management (BLM). Within a corridor extending approximately one mile either side of the Byway, approximately 49% of the Byway passes through lands managed by the San Isabel, Arapaho and White River National Forests (See Appendix B; *Table 17*). Approximately 14% of this corridor passes through land that is a part of the Royal Gorge Resource Area of the BLM. Additional land along the Byway is also managed by the Bureau of Reclamation, the State of Colorado, and the U.S. Fish and Wildlife Service.

All of the US Forest Service and BLM land along the Byway is subject to applicable agency management plans. As shown on Map 12 in Appendix B, U.S. Forest Service land is divided into areas with specific management prescriptions that describe the principal purposes for which the area will be managed. Each of these management prescriptions has, among other things, a visual quality standard associated with it which describes how the visual quality of the area will be managed and maintained. The visual quality standards associated with each of the management areas are set forth in Appendix B of the CMP.

Additionally, the formation of the Lake County Open Space Initiative (LCOSI) and projects associated with the acre area in southern Lake County have greatly enhanced the future protection of land along the southern end of the Byway. LCOSI is currently developing a master plan that will be a guide for all public land owners for protecting and preserving the assets of the open space area.

In large measure, it appears that the management prescriptions and visual quality standards along the Byway are generally consistent with the preservation of Byway resources. There are several areas, however, such as management prescription 7D (Roundwood Production) and 9B (Increased Water Yield) which encourage tree cutting and other management activities which may be "visually dominant," and thus may be inconsistent with Byway values.

One thing that is certain regarding the public lands along the Byway is that their use and management are not static, but are subject to change. The fact that a particular area is subject to a management prescription that allows visually dominant management activities such as timber clear cutting does not mean that such clear cutting will occur. Similarly, the fact that an area is currently designated in a manner that affords complete protection of Byway resources does not assure that such will continue to be the case in the future. Moreover, public lands can become private through land exchanges or sales, and land that is currently private can be added to the public domain through similar processes.

For the stated reasons, dealing with the public lands adjacent to the Byway is not a single activity, but is rather a continuing process. The land management agencies must be

made continually aware of the plans and needs of the Byway, and the Byway organization must be actively involved in the periodic updates and amendments of the various management plans. Such activities are discussed further below.

#### **Additional Mechanisms for Protection**

Several mechanisms for expanded protection of the Byway's resources currently exist along the Top of the Rockies corridor, including the Scenic Conservation Overlay Districts established in Lake County to increase the level of protection afforded to sensitive viewsheds along the roadway, and Summit County's Open Space Program.

In November of 1993 the voters of Summit County approved the creation of an open space program to be funded by a dedicated property tax. This program raises and applies approximately \$740,000 per year to the protection of open space within Summit County. As part of the program Summit County is creating an open space plan which, among other things, identifies specific areas as being priorities for open space protection. The program seeks to use a combination of techniques (e.g., fee acquisition, conservation easements, coordination with land use controls) to accomplish such protection. To the extent that the program focuses its efforts and applies its resources to the portion of Summit County through which the Byway passes, the program may constitute an effective means for protecting the corridor's resources.

Any new mechanisms in Minturn/Eagle County or Summit County still need to be identified. Eagle County Open Space Initiative will collect a maximum of \$2,989,525 and annually thereafter up to a maximum amount of \$7,000,000 annually through 2025 through a 1.5 mill increase in property taxes. These taxes are to be used for the purpose of acquiring, maintaining, or permanently preserving open space in Eagle County such as: preserving wildlife habitat, protecting working farms and ranches, conserving scenic landscapes and vistas, protecting wetlands and floodplains, providing public access points to rivers and streams.

## **STRATEGIES AND RECOMMENDATIONS**

Attached as *Exhibit III-1* is a listing and description of various techniques that have been utilized elsewhere in connection with efforts to preserve and protect scenic and other resources. These techniques were presented in connection with the public meetings referenced previously. As discussed in the recommendations listed below, it will be useful to further explore these techniques and their possible application to specific undertakings in connection with future Byway protection efforts.

#### **Coordination With Local Planning.**

In any land use undertaking it is important to coordinate efforts with local planning efforts. With respect to a Corridor Management Plan, this is particularly true for several reasons. First, the Byway planning effort spans numerous jurisdictions, and thus coordination between the Byway and local planning efforts also fosters coordination between the various jurisdictions. Additionally, because a byway plan is not a governmental enactment, it does not have the force of law. By coordinating with governmental planning efforts, the Byway can assure that its goals and values are reflected in governmental plans and, if applicable, in governmental land use enactments.

In the case of the Top of the Rockies Byway, there is another important reason for coordination with land use planning efforts, and that reason arises out of the magnitude of the Byway itself. As noted elsewhere in this CMP, the three counties that are home to the Byway are comprised in large part of public lands, and are therefore subject to federal Land and Resource Management planning. In the case of Lake County, a vast majority of the land proximal to the Byway is privately owned, making land use planning for the Byway tantamount to planning for all future development in Lake County. As important as the Byway is, it is only one component of a comprehensive land use plan.

Because of the central importance of the Byway to the communities through which it passes, its planning process must be integrally related, both now and in the future, to local land use and other planning activities. This was accomplished by the Regional Byway Committee (RBC) working closely with, county planning staffs, local Chambers of Commerce, state and federal agencies, and special interest groups in the creation of corridor management plan. In the future, this effort toward integration will be accomplished by the TOR's continuing involvement in the creation and amendment of master plans of the counties and municipalities along the Byway. In doing so, the TOR will attempt to assure that applicable plans are responsive to the goals and values of the Corridor Management Plan, and that the various intrinsic values associated with the corridor continue to be appropriately protected.

#### **Coordination With Plans Regarding Private Lands**

Stakeholders along the course of the Byway include private entities with the power to significantly alter the character, viewsheds and resources of the corridor. Included within this group are Phelps Dodge, Copper Mountain Resort, and Vail Associates. Since the Byway Organization has no legal authority over these entities, it is important to establish a close working relationship with them to encourage voluntary cooperation in achieving the goals of the CMP. As an example:

#### **Freeport McMoran (Climax Mine)**

The Climax Mine is owned and operated by the Freeport McMoran Corporation, and is located within a capsule of private lands encompassing approximately 14,750 acres in Lake, Eagle and Summit Counties. It is the largest private land holding along the State Highway 91 section of the corridor. At the current time, properties associated with the Mine are dedicated to mining related uses or are being reclaimed. Climax Mine has become an integral part of interpretation along the Byway. Because of the large size and prominent location of the Mine and associated lands, the ultimate disposition of the property will be of significant consequence to the Byway. Because of this, the TOR will continue to maintain close contacts with the Mine.

#### **Recommendations**

- Provide the Mine with notice of any activities affecting the Byway, and inviting the Mine to participate in such activities.
- Participate in existing and future planning processes related to the interpretive sites at Kokomo and at the top of Fremont Pass.
- Work with the Summit County Open Space Program to the extent that the program addresses issues related to the Mine.

### **Coordination with Public Land Management Agencies.**

As discussed previously, significant amounts of land proximal to the Byway are under federal and state jurisdiction, with the U.S. Forest Service, and Arkansas Headwaters Recreation Area through BLM and Colorado State Parks, through Arkansas Headwaters Recreation Area, being the largest land managers along the corridor. A positive aspect of this situation is that federal ownership currently provides a significant degree of protection for the scenic and other values of the Byway. A troubling aspect of public lands, however, is that their future can never be fully known. With private lands, the purchase or placement of a perpetual conservation easement on the land can provide a degree of certainty regarding future protection of resources. In the case of public lands, however, the agencies are typically not permitted to make permanent commitments. Rather, the land undergoes a perpetual series of periodic planning updates and amendments. During any one of these processes it is possible that changes in policies with respect to the public lands could affect the integrity of the Byway. Additionally, public land can, under various circumstances, be sold or exchanged into private ownership; a situation which could also affect the Byway.

In order to deal with this ever-changing nature of public lands, the Byway organization must commit to having a continuing presence in activities relating to public lands along the Byway. This presence will include the critically important step of assuring that present and future public lands managers are familiar with the CMP and the needs of the Byway. This is particularly true in connection with the ongoing BLM and Forest Management Plan Amendment processes that are presently occurring in the Royal Gorge Resource Area and the San Isabel, Arapaho and White River National Forests. As part of LCOSI, the Byway has input in the management of the lands associated with LCOSI through the LCOSI master plan which will provide a coordinated management plan and philosophy for the southern end of Lake County

### **Recommendations**

- Seek to assure that visual quality standards are maintained, or in some cases altered, so as to protect Byway values.
- Identify land tenure adjustments that reconfigure public lands along the Byway in manners that help protect corridor resources.
- Encourage Public Land Agencies to create special scenic byway management areas, which areas will afford additional protection of Byway values.

**Exhibit III-1****Tools and Techniques for Byway Protection****Identification of Techniques for Resource Protection.**

There are a great number of tools and techniques that can be utilized for the protection of byway assets. They range from approaches as unobtrusive as increasing education and awareness, to those as powerful as land use controls and land purchase. The selection and application of these techniques may vary along the course of the Byway in response to community needs. There are at least two distinct reasons for addressing such strategic tools within the context of a Corridor Management Plan. The first is to assure that those involved in the process are aware of the full range of possibilities, and are thus in a position to make informed decisions regarding protection strategies. The second is to involve the public as partners in the process, to solicit their opinions regarding which techniques and approaches lead to land use decisions that achieve mutual benefit and are consistent with the goals and objectives of the Corridor Management Plan.

**Non-Regulatory Approaches****Complete Acquisition Options****a. Fee Simple Acquisition**

Fee simple acquisition is the ownership of all rights to the land. There are numerous organizations and land trusts, as discussed below, that acquire land in fee simple and then either hold the land in perpetuity, or transfer it to a governmental entity or community. Additionally, more and more communities are directly acquiring land for open space protection or other purposes, and are utilizing dedicated funding sources, such as from a special sales or property tax.

Because most byways include a great deal of private land, a community should carefully prioritize which land, if any, should be purchased in fee simple. For this reason, a detailed inventory of properties and their scenic qualities should be completed in connection with an acquisition program. Communities commonly choose fee simple acquisition when a property is in immediate danger of being developed, when no other protection strategies are adequate or in place, or when there are other public benefits to owning the property.

**b. Land Trusts**

Land Trusts are becoming increasingly popular vehicles for the protection of byways. Land trusts are local, regional, or national nonprofit organizations directly involved in protecting important land resources for the public benefit. Land trusts are non adversarial and work cooperatively with landowners and government agencies. Colorado currently has approximately 29 land trusts operating within the state. Land trusts protect land permanently and directly. They accept donations of properties, buy land, or help landowners establish legal restrictions that limit use.

Many communities are recognizing that land trusts are often working toward the same goals as are the communities, and can be excellent sources of funding and expertise. Government entities can enter into partnerships with land trusts by which both parties pursue mutually beneficial goals. Frequently land trusts will act as a broker in putting

together land acquisitions for a governmental entity. Additionally, land trusts and governmental entities may pool their funds to accomplish that which neither could do alone.

**c. Time Buyers**

In the event that a jurisdiction is not able to acquire an interest in land due to a lack of funds or other resources, the following strategies may create enough time for the jurisdiction to act.

**(i) Options.** Purchasing an option to buy property or an easement at some future date may offer a jurisdiction the time to raise the necessary funds. Purchasing an option prevents others from purchasing the property in the interim.

**(ii) Rights of Refusal.** Acquiring the rights of the first refusal allows an entity first opportunity to accept or refuse to purchase a property when it comes up for sale. A jurisdiction may want to use this strategy in a "wait and see" situation, or to delay purchasing a property until absolutely necessary.

**(iii) Lease/Management Agreements.** A jurisdiction may be able to lease the property until funds can be raised for its purchase.

**d. Landbanking**

At times communities will buy land prior to formulating a specific intention as to the use of the land, and hold the land in a so called "bank" pending a decision on the land use. Typically a community will follow such an approach when land is currently available, but may not be so in the future. When a decision is ultimately reached as to the use of the land, the community can either commit it to a specific public purpose or sell the land.

**Partial Acquisition Options**

**a. Easements/PDRs**

Easements involve the acquisition of limited rights to, or interests in, property. A conservation and/or scenic easement is probably the form of easement a community can best use to protect its byway. These easements limit the manner in which the property can be used in order to preserve certain qualities and features. Each easement's restrictions are tailored to the particular property and to the interests of the individual owner. Easements can be purchased or donated. In the case of donations, the property owner will frequently be able to take advantage of tax benefits that stem from making the donation. Easements can be permanent or temporary, and are binding on the subsequent owners of the property.

After a conservation easement is placed into effect, the land owner retains responsibility for managing and paying taxes on the land. The easement merely provides that the land owner cannot further develop the land in a manner inconsistent with the conservation easement. The easement may be held by a government entity or a private land trust. Easements are similar in function to Purchase of Development Rights (PDR), by which a jurisdiction provides compensation to landowners who effectively voluntarily sell the unused

development rights of their land.

**b. Purchase and Sellback/Leaseback Agreements**

A jurisdiction may purchase property in fee simple, place development restrictions on the land, and then resell or lease the property back to private owners. The sellback/leaseback would typically be at a lower price, since the use of the land is restricted. Sellback/leasebacks avoid the loss of tax revenue and reduce management costs for the jurisdiction while still protecting the property. A jurisdiction may choose this option to protect a scenic byway when property is in immediate danger of being developed and the owner is not interested in granting a conservation easement.

**c. Deed Restriction/Covenants**

Owners of land can voluntarily place a restriction on the future use of the land by way of a covenant or a notation on the deed. These restrictions can best be thought of as a contract between the owners of related tracts of land. When recorded in the real property records, these restrictions continue to affect the land, even when ownership changes. The restrictions can only be enforced by the owner of the benefited land (e.g. other land in the same subdivision), and they will lapse if they are not continually enforced.

**OTHER NON REGULATORY OPPORTUNITIES**

**a. Land Exchanges**

Both the Bureau of Land Management ("BLM") and the Forest Service ("USFS") own huge tracts of land in Colorado. Both agencies have exchange programs by which they trade federal lands for non-federal lands of equal value. Communities can use the exchange programs in several ways. First, they can work with the federal agency involved to attempt to cause the agency to acquire land that the community wishes to have protected (e.g., land along a byway). Second, they can attempt to convince the agency not to trade away land that the community wishes to keep undeveloped.

**b. Work With USFS/BLM**

The BLM and USFS have programs by which they can designate certain roads as having scenic or historic qualities. In Colorado there has been a fair amount of cooperation between the agencies and the state byway program, and consequently all of the BLM/USFS byways are also state designated byways. When a byway passes through agency land, the community can make efforts to work closely with the agency involved to assure that the agencies' activities and visual quality standards are consistent with Byway values. The agency may agree to create a special area along the byway, which may offer a higher degree of visual protection. Additionally, the community and the agency may choose to enter into a memorandum of understanding which sets forth their respective responsibilities with respect to byway protection.

**c. Recommended Design Guidelines**

Design guidelines can offer assistance in the sensitive treatment of development with regard to historic resources, landscapes and commercial areas. Recommended guidelines

promote awareness of the details that make such resources special. They can recommend appropriate signage, landscape material, and site plan design. Such guidelines are voluntary and are most effective when developed through community consensus by a qualified professional. In order to assist a developer in meeting design guidelines, a community may provide technical assistance in a variety of ways including opportunities for free consultation and/or providing guidebooks.

**d. Interpretive Information**

Education of the community and the public at large is a very important component for the protection of special landscapes. In order to encourage ownership and an understanding of the value of these landscapes some communities have created educational materials for those enjoying the scenic byway. Opportunities for interpretive materials include signs at pullouts, brochures, and driving tours.

**e. Notification Program**

Owners who are made aware of important scenic/historic resources on their properties may be willing to protect them once they have learned of their existence and significance. Notification generally consists of a brief letter describing why the property is significant and a follow-up-visit to answer questions. Although entailing no actual agreement, notification can be an important first step in establishing a good relationship with a property owner.

**f. Historic Landscapes/Heritage Areas**

The Colorado Historical Society takes a broad view of historic preservation that includes historic landscapes, which include "cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or aesthetic values." Additionally, Colorado is currently developing a state Cultural Heritage Area Program that will provide technical assistance to areas with cultural resources. By combining a byway with programs involving historic landscapes and cultural heritage, additional tools may be available for protection, including funding through the Colorado Historical Society Gaming Fund.

**g. Inventory/Protection Plan.**

A byway organization cannot make thoughtful decisions regarding the protection of the byway's resources unless and until it knows what those resources are. Toward that end, byway organizations may conduct an inventory of their resources. Such inventories can be extensive and expensive, such as conducting a full biological study of all wetlands within a certain area. At the other end of the spectrum, the inventory can be as simple as polling the public as to which resources are most important to them. To the extent that the byway wishes to conduct a protection program, the inventory can include the application of specific criteria to the resources, so as to prioritize the resources most in need of protection. A protection plan can then utilize that information to decide upon action items directed toward protecting specific resources.

**h. Limited Development**

Sometimes a byway's resources can be protected by simply developing them in a way that does not damage the intrinsic value involved. Housing can be placed in the trees at the edge of a meadow so as to protect the open views. Development can be placed outside of

wildlife corridors so as to allow wildlife migration. Frequently these ends are achieved by land use regulations, discussed below. In other situations, however, property owners will develop their land in a protective manner if the community communicates the need and recognizes the contribution of the developer, even without the need for regulation.

## REGULATORY APPROACHES

### ZONING ORDINANCES

#### a. General

Zoning is a set of rules enacted by local jurisdictions to guide land use and development. It is a legal and enforceable mechanism for achieving orderly land-use relationships. Zoning identifies acceptable uses (commercial, agricultural, residential) that may occur in a given district or zone. Within zones, various construction and development restrictions are specified, such as minimum lot size, set-backs from property lines, building heights, floor-area ratios, slope restrictions, and access. Zoning is one of the most commonly used tools for the protection of byways. (It should be noted that federal agencies may not recognize local zoning.)

#### b. Overlay Zones

Overlay zones are often applied to protect special resources such as geographic or cultural features. An overlay zone does not affect the density or use regulations present under existing zoning; rather it is superimposed over a community's existing zones, creating an additional set of requirements to be met when the special resources protected by the overlay would be affected by a proposed change.

The ability of a zoning overlay to protect a byway depends upon the strength of the ordinance and dedication to implement it. Some overlays are general in their application, and provide little guidance as to what is, or is not, acceptable development. Other overlays layout specific acceptable criteria and include special review committees to ensure that the proposed development meets the criteria. Some communities have created special review boards or commissions to review site plans for development along byways to ensure compliance and make recommendations.

#### c. Performance Zoning

Performance zoning utilizes "targets" for permissible impacts, rather than densities or similar measures. This method effectively puts the burden of mitigating impacts on the developer. A developer creative enough to mitigate impacts has more freedom in the design and development. For example, a jurisdiction might specify maximum levels of pollution or cars per highway mile as targets. A developer must create a development plan that will keep those pollution or traffic levels within permissible levels.

#### d. Large Lot/Agricultural Zoning

Often communities will use large-lot zoning (80 acre lots for example) with the goal of

slowing development and preserving agriculture and open space. Large-lot zoning however, often disperses development and increases demand for services so that, in the end, it may actually increase, rather than mitigate, the effects of development. This zoning may also come into conflict with the cluster zoning protection technique discussed below.

**e. Cluster Zoning**

Zoning ordinances may make provisions for development clustering. For example, instead of placing one house in the middle of a large 10 acre lot, several houses might be clustered on three acres away from the road or buffered from the road by trees or topography, while the remaining acres are kept as open space to preserve the scenic quality of the corridor.

**f. Planned Unit Development (PUD)**

A PUD is essentially a "free zone" in which a developer has the flexibility to design developments without the structure of existing zoning regulations. In exchange, the developer must submit to stringent site plan review from the local government. Unlike traditional zoning which separates uses (residential from commercial for example) a PUD may contain a variety of appropriate mixed uses, such as residential with retail or light industrial. When approving a PUD, a jurisdiction may identify natural resources it wishes to protect and require a developer to integrate those resources into the site plan. For example, a jurisdiction could allow smaller lot sizes in exchange for areas of open space. In regard to byway protection, a jurisdiction may apply development criteria similar to those laid out in zoning overlays. A community might also apply something like the "density bonus" technique used by Austin Texas, where the developer has the option to increase density by meeting extra scenic conservation criteria.

**OTHER LAND USE CONTROL OPTIONS**

**a. Subdivision Regulations**

Subdivision ordinances generally set forth engineering requirements for a subdivision, such as setbacks, sidewalks, sewer lines, signs, drainage systems and street widths. In Colorado, subdivision ordinances apply to any subdivision less than 35 acres. These ordinances can be expanded to require a developer to protect outdoor resources such as scenic vistas, watershed areas, or open space. Subdivision regulations may also call for cluster development, which is described above.

**b. Environmental Ordinances & Conservation Areas**

Some communities designate conservation areas and create additional protective measures for environmentally sensitive areas. Federal environmental regulations require the cooperation of local governments in implementing programs such as under the Clean Air Act. Communities can use federal regulations as the impetus, as well as a guideline, to implement local protective ordinances that go beyond federal requirements. In Colorado, communities have followed this approach in adopting their own wetland protection ordinances that supplement existing federal standards.

**c. Transfer of Development Rights (TDR)**

A TDR program allows the unused density from certain "sending" parcels to be transferred to "receiving parcels." The receiving properties will then be permitted a maximum density over and above the otherwise applicable zoning maximum-usually in the range of 25%. A

developer, for example, may purchase the development rights of a property located in a designated no-growth zone and transfer the development rights to a designated receiving zone for credits such as an increase in allowable density, increase in height, or a special use not ordinarily allowed. Although set up by a jurisdiction, a TDR program typically relies on free market exchange. Therefore, a property in the receiving area must have a relatively high value and enough demand to make purchasing additional development rights profitable. A TDR program is highly complex and requires an experienced staff to create and maintain. Generally it is suggested that a community pursue this option only if there is a sophisticated planning process already in place.

## **OTHER REGULATORY APPROACHES**

### **a. Sanctuaries for Existing Land Uses**

New development, attracted to the lower prices of open lands, frequently has the effect of pushing out existing uses that generate noise or unpleasant odors. In the case of agriculture, noise from heavy equipment and odors from fertilizer have promoted restrictive ordinances or nuisance litigation from newcomers. One way to protect existing uses is to establish a "right to operate" ordinance that protects them against rezoning or nuisance suits. Right to operate ordinances will put developers on notice that existing uses cannot be forced out by new development. Sanctuaries can also encourage industrial or other uses to remain where they are instead of relocating to pristine areas.

### **b. Capital Improvement Policies/Adequate Public Facilities Ordinances**

In order to realize a profit, most developers depend on some publicly provided capital improvements. Capital improvements include sewage systems, water lines, roads, sanitation facilities, and schools. A jurisdiction can often control the direction of development by setting up a schedule detailing when and where capital improvements will be made. For example, some jurisdictions have simply designated a boundary around an urban area beyond which no public facilities will be extended. A capital improvement policy does not prohibit development beyond the boundary, but any development would be required to provide water and sewer services. In order to reinforce a capital improvements policy, a jurisdiction could also require a developer to provide assurance that any new development would be served by adequate public facilities. Public facilities include, but are not limited to, any of the capital improvements mentioned above as well as fire and police services, parks, and an adequate water supply.

### **c. Exactions Or Dedications**

Many jurisdictions currently require either the dedication of land or exactions (fees) from developers to help relieve the strain put on existing public and recreational facilities by new development. This is often referred to as having new development "pay its own way." It is possible to require a developer to dedicate land, or pay funds to the jurisdiction for preservation of byway resources. It is imperative that the jurisdiction that collects exactions uses the funds solely to relieve impacts substantially related to the new development.

### **d. Comprehensive Planning**

Planning provides an organized approach to using land and protecting scenic resources. Zoning ordinances are often prepared as enactments of a comprehensive plan, which,

where faithfully carried out, sets goals and priorities for community development. A comprehensive plan, also known as a master plan, is a community's blueprint for the future, specifying actions that make the community a good place to live, work, and visit. Because byways often cut across jurisdictional lines and include many complex land use issues, the planning process is an integral tool to creating scenic protection mechanisms. A comprehensive plan is often the foundation for any of the land protection and development regulations a community may enact.

It is important to realize however, that the comprehensive plan is a conceptual tool for organizing and prioritizing, not the mechanism to enforcement. Comprehensive plans, therefore, rely upon ordinances and other regulatory techniques to ensure protection. Many communities' scenic protection choices are generated when a community takes a comprehensive look at its resources and creates short and long term goals and objectives for these lands.

**e. Intergovernmental Agreements**

Because scenic byways often cross jurisdictional boundaries, intergovernmental agreements may be critical to ensuring that protection techniques are uniformly adopted and enforced. The use of a design review commission (or board) with representatives from each jurisdiction, is one way in which communities can work together to design and implement protection strategies.

### Introduction

From its inception, the Top of the Rockies Scenic and Historic Byway project has been largely a volunteer effort on the part of the general public and the Regional Byway Committee, supported by planning staff working under the existing budgets of each of the participating counties and agencies. No line item on any county or agency budget was ever dedicated solely to perpetuation of the goals and objectives of the Byway. With the formation of the Top of the Rockies Scenic and Historic Byway organization, new funding strategies are being examined.

The Top of the Rockies National Scenic and Historic Byway has been the grateful recipient of several Federal Highway and a Colorado State Historical Society grants that have supported: the preparation of the Top of the Rockies Corridor Management Plan; Matching funds for these grant dollars have come from volunteer in-kind labor as well as other projects.

These volunteer efforts and capital infusions, while critical to the initial designation and planning of the Byway, were time dependent and limited in scope and application. As such, they cannot be counted on to perpetuate the long term goals of the Corridor Management Plan or to carry out the administration, marketing, monitoring, evaluation and annual revision of CMP action plans.

Funding needs are seen as falling into two distinct categories:

- 1) *Project Administration*, and;
- 2) *Action Plan Implementation*.

Sources of State and Federal aid as well as foundation grant funding, while well suited to the implementation of discrete, fixed term, well defined projects or action plans, will typically not cover costs associated with the long term administration of a project. Should TOR elect to expand beyond a purely volunteer base and hire an Executive Director or staff to handle the day to day administration of the project, initiate and facilitate training programs, manage construction projects, administer and distribute grant funding, implement and track marketing and promotional efforts, act as a contact person / liaison for the organization, prepare and submit grant proposals etc., a dedicated source of revenue to pay all or a portion of associated costs will be required.

TOR will be responsible for securing the funding necessary to ensure a self sustaining organization, and implement specific action plans within the context of the CMP. The following strategies are recommended:

### Recommendations

#### Project Administration

A limited number of dedicated revenue sources are available for the administration of the Corridor Management Plan. These sources include, but are not limited to:

##### **Sale of Byway Logo Merchandise.**

In order to create a financially viable organization, TOR needs to develop Byway logo merchandise. The sale of logo merchandise will help to offset the general operating costs of TOR and salary for an executive director. After researching merchandise options, it is recommended that TOR focuses on hats, t-shirts and mugs for initial development of

merchandise. Partnerships and sponsors will need to be developed to allow for sales of merchandise through local community retail establishments. TOR must identify available funding and invest in an initial amount of merchandise to begin the program.

The TOR marketing video will also be available for sale at visitor centers/chambers along the Byway.

#### **Friends of the Byway Sponsorship Program.**

A sponsorship program will allow interested individuals, business and organizations to assist with ongoing operational costs of TOR. Levels of sponsors and associated rewards must be identified. Current Federal Highway funding will assist with the organization, development and recruitment of the Friends of the Byway Sponsorship Program.

The Friends of the Byway Sponsorship program must offer a variety of levels to allow all interested supporters to donate to the Byway. These levels were named after the visible peaks along the Byway.

Level 1 – The Jacques Peak, for donations of \$25 to \$100. Sponsors will have their names listed on the Byway web site.

Level 2 – The Mt. Holy Cross, for donations of \$101 to \$500. Sponsors will be listed as donors on the Byway website in bold and will receive a Byway hat or T-shirt.

Level 3 – The Mt. Massive, for donations of \$500 to \$1,000. Sponsors will receive a listing on the Byway website in bold and underlined with a slightly larger font and a Byway hat or T-shirt.

Level 4 – The Mt. Elbert, for donations of \$1,000 and up. Sponsors will receive a listing on the Byway web site in bold and underlined with a slightly larger font than the Mt. Massive sponsors, listed at all Byway events, receive a Byway hat and T-shirt.

Final determination of exact type and font characteristics will be determined after discussions with the web designer.

#### **Project Implementation**

A number of funding sources are available for the implementation of CMP Action Plans, including but not limited to:

##### **Exactions / Impact Fees**

New development along the Byway can result in detrimental changes to the scenic landscape and place a burden on its existing public and recreational facilities. Many jurisdictions require either the dedication of land or exactions (fees) from developers as a means of mitigating negative impacts. The dedication of land for: the creation of visual buffers and open space; the preservation of viewsheds; the creation of parks; or the preservation of traditional recreational access points can be required. In lieu of dedicating land, the developer may also pay into a separate fund dedicated solely to relieving impacts related to new development. In cooperation with the jurisdictional agency, these funds could be channeled to protect and enhance the resources of the Byway that are directly jeopardized by the development.

#### **Government Grant / Assistance Sources**

There are a number of sources of funding and technical assistance available at the state and federal level that may be applicable to the implementation of CMP Action Plans. These programs range from US Forest Service and Bureau of Land Management Challenge Grants, to programs supporting the arts or the planting of trees along visually sensitive areas of the corridor. A partial listing of state and federal programs that might be put to use along the Top of the Rockies Scenic and Historic Byway is illustrated in *Exhibits III-4 A - D*

#### **Private Foundations**

An inventory of private foundations that may provide financial support for specific action plans along the Byway is listed in *Exhibits III-5 A and B*.

#### **Corporate Support**

Financial support may be garnered from local corporations with direct ties to the Byway, such as Phelps Dodge (Climax Mine), or Copper Mountain, who share the desire to protect, enhance and utilize the resources of the Byway. Other Colorado based corporations have special grant programs for application within the state. A partial inventory of these programs is listed in *Exhibit III-6*.

#### **Private Donations**

Tax deductible private donations of land or cash could be received by a 501 (c) (3) non-profit corporation if such provisions were provided for in its charter.

#### **Fund-raisers**

Fundraising events, such as music, craft or cultural events along the Byway could be sponsored or partnered by the Management Entity for the purpose of funding specific action plans.

#### **Partnerships**

Partnerships with private sector partners along the Byway, such as the proposed Byway / Climax AM radio message atop Fremont Pass can be used to leverage limited funds.

### Exhibit III - 5 A Funding Sources: Private Foundation<sup>2</sup>

#### El Pomar Foundation

Eligible Activities:

Activities that take place in the state of Colorado

Eligible Applicants:

Tax exempt Colorado organizations

#### Frost Foundation Ltd.

Purpose:

Long range development of social service and humanitarian needs, the environment and educational programs

Eligible Activities:

Seed money / start up funds, matching funds, pioneering model programs which have potential for wider service or educational exposure than an individual community

Eligible Applicants:

Within the US; 501 (c) (3) designation which provide social service, humanitarian, environmental or educational needs

#### Gates Foundation

Purpose:

Activities that will promote the health, welfare and broad education of mankind by means of research, grants, publication.

Eligible Activities:

Include, but are not limited to: Community arts, cultural activities and historic preservation; conservation and outdoor recreation; urban and mountain parks and USFS trail systems; economic development

Eligible Applicants:

Only Colorado Organizations with properly documented tax exempt status. Expect strong support from the community.

#### Helen K. and Arthur E. Johnson Foundation

Purpose:

To assist organizations that sponsor worthy projects in an attempt to solve community problems and enrich the quality of life for Colorado citizens.

Eligible Activities:

Projects benefiting education, community and social services, civic and cultural, health, youth and senior citizens

Eligible Applicants:

Colorado 501 (c) (3) and 509 (a) non-profit organizations

#### The Kresge Foundation

Purpose:

The Foundation awards challenge grants intended to stimulate new, private gifts in the midst of an organized fund raising effort

Eligible Activities:

Challenge grants for capital projects, most often for construction or renovation of buildings, but also for the purchase of major equipment and real estate

Eligible Applicants:

Tax exempt, charitable organizations in the fields of higher education, health care, human services, science and the environment, arts and humanities and public affairs

<sup>2</sup> Northwest Council of Governments

### **Exhibit III - 5B**

#### **The Nature Conservancy (TNC)**

Purpose:

To purchase and protect lands important to native plant and animal species and ecosystems. Preserves are generally available for public use though some restrictions may apply

Eligible Activities:

Acquisition of land or easements to protect native species. Promulgation of management plans to protect native species and ecosystems

#### **Quick Foundation, Inc., The Edmund T. and Eleanor**

Purpose:

Aid to religious, education, conservation, public recreation and/or historic preservation purposes

Eligible Activities:

Capitol and equipment purchase, program and project support

Eligible Applicants:

501 (c) (3) tax exempt organizations

#### **Stream Improvement**

Colorado Trout Unlimited

Purpose:

To improve stream habitat on public lands

Eligible Activities:

Restructuring streams, bank stabilization, erosion control and revegetation on public lands

Funding Structure:

Applicant often supplies materials, volunteers or money

#### **Trust for Public Land**

Purpose:

Technical assistance in open space negotiations and transactions, land acquisition for parks, wildlife refuges and nature preserves.

Eligible Activities:

Acquisition of land for open space and other resource protection purposes. Support for citizen based land trusts.

Eligible Applicants:

Partners with public agencies, land trusts or 501 (c) (3) corporations capable of receiving gifts of land or interests in land

#### **Volunteers for Outdoor Colorado**

Purpose:

Provide opportunity for Coloradans to actively participate in resource management projects thus enabling individuals to preserve and enhance our outdoor environment

Eligible Activities:

Statewide projects including: trail construction and maintenance; wildlife habitat improvement; tree planting; riverway and riparian habitat restoration; boardwalk construction.

### Exhibit III - 6

### Funding Sources: Corporate

#### Coors Pure Water 2000

Purpose

National water quality and conservation program geared toward increasing public awareness and grassroots action. Provides grants to organizations conducting local efforts to clean-up, preserve or conserve water.

Eligible Projects

Projects that generate awareness about problem of water quality or quantity and involve the public in the solution, encourage a thoughtful and innovative approach to problem solving, receive non-partisan support.

Funding Structure

Projects that have access to matching funds from a local source

#### US WEST Foundation

Purpose:

Leadership and Professional Development Program provides support for professional and management skill development, particularly in rural locations, and to volunteers and employees of small non-profit organizations. The Foundation will consider not more than half the startup costs for rural organizations that are creating a local leadership development program.

Eligible Applicants

501 (c) (3) non-profit organizations

Eligible Activities:

Must show how the development opportunity will enhance the ability to lead or manage an organization or to bring

together coalitions that can identify and address needs of a community educational exposure than an individual community

Eligible Applicants:

Within the US; 501 (c) (3) designation which provide social service, humanitarian, environmental or educational needs

Funding Structure

Availability of at least 30% local matching funds

#### Norwest

Purpose:

Community Development programs

Eligible Activities:

Based on local need and the discretion of the branch president

Eligible Applicants:

501 (c) (3) non-profit organizations

#### Banks

Purpose:

The Community Reinvestment Act requires, through bank licensing, that banks reinvest money in communities. Some of these funds can be used to produce brochures, and small cash grants can be distributed.

**Exhibit III- 4 A**

Funding Sources: Government Grant / Assistance Sources

**Arts in the Community**

Colorado Council of the Arts (CCA)  
State of Colorado

Purpose:

Expression of unique culture, history and architecture - foster awareness and respect for diverse cultures

Eligible Activities:

Imaginative projects involving as broad a public as possible - artists and non-artists working together in the process of community building

Eligible Applicants:

Non-profit, tax exempt Colorado Corporations or government agencies

Funding Structure:

Award contracts up to \$10,000 as part of a total budget, balance in whole or part may be contributed goods and services

**The Colorado Enhancement Program**

State of Colorado  
Department of Transportation

Purpose:

Emphasize transportation improvements on alternative modes of travel and create exciting new opportunities for multi-modal, environmentally responsive transportation

Eligible Activities:

Facilities for:

- 1) Pedestrians and bicycles
- 2) Acquisition of scenic easements and scenic or historic sites
- 3) Scenic or Historic Highway programs
- 4) Landscaping or other scenic beautification
- 5) Historic Preservation
- 6) Rehab and operation of historic transportation buildings, structures or facilities
- 7) Preservation of abandoned railway corridors - rail to trail conversions
- 8) Control and removal of outdoor advertising
- 9) Archeological planning and research

10) Mitigation of water pollution due to highway runoff

Eligible Applicants:

Federal, tribal, state and municipal government agencies - private non-profit and civic organizations are encouraged to partner with government agencies.

Funding Structure:

Qualifying projects may receive up to 80% federal funding depending upon availability of funding

**Colorado Greenway Project**

Colorado Department of Parks & Outdoor Recreation  
State of Colorado

Purpose:

Funding for construction of motorized and non-motorized recreational trails

Eligible Activities:

Construction of motorized and non-motorized recreational trails consistent with state statutes and trails program policies. Trails must be located within designated first or second priority recreation trails corridor

Eligible Applicants:

Cities, towns, counties or other political subdivisions of the state with commitment to and resources for administration of a parks / recreation program

Funding Structure:

Sponsors will be reimbursed 50% of all eligible expenses up to the approved grant amount

**Exhibit III - 4 B**

**Fishing is Fun**

Colorado Division of Wildlife  
State of Colorado

Purpose:

Provide funding for projects that benefit Colorado fisheries or fishermen

Eligible Activities:

Construction activities such as fisherman parking, vegetation clearing for access, path building, boat ramps, interpretive signing, piers, leases and easements, habitat improvement, riparian land acquisition requiring agreement for long term fisherman access, and restrooms that are an integral part of the fishing access project.

Eligible Applicants:

Local governments, educational institutions, conservation organizations and other non-profit groups

Funding Structure:

Minimum 25% match required - cannot be federal funds. Cash or in-kind appropriate

**Colorado Open Lands (COL)**

Non-Profit Land Trust

Purpose:

Preserve lands high on the public agenda for parks, recreation or buffers between communities

Eligible Activities:

Work out ways for local people to achieve their open land objectives: Transfer of development rights; tax incentives; conservation easements and other voluntary techniques; tax free interest payments to lower sales prices etc.

Eligible Applicants:

Local governments, recreation districts or other local interest groups

**Grants for Public Works & Development Facilities**

Economic Development Administration  
US Department of Commerce

Purpose:

Construction of public facilities to initiate and encourage creation of permanent private sector jobs in geographic areas where economic growth is lagging behind the rest of the nation - must be compatible with Overall Economic Development Programs (OEDP)

Eligible Activities:

Public facilities such as:  
Water and sewer systems; access roads to industrial parks; railroad sidings; public tourism facilities

Eligible Applicants:

Towns, counties, states and other political subdivisions and private or public non-profit organizations representing a redevelopment area or a designated economic development center

Funding Structure:

50% minimum, 40% in areas included in economic development districts. Less in areas of very high unemployment

**Land and Water Conservation Fund (LWCF)**

Division of Parks and Outdoor Recreation  
State of Colorado

Purpose:

All projects must be in the public interest for parks and outdoor recreation

Eligible Activities:

Projects may include: acquisition of land, waters or development of outdoor recreation facilities for individual active participation

**Exhibit III-4 C**

Eligible Applicants:

Counties, towns, recreation districts, school districts, state agencies or Indian Tribes

Funding Structure:

Up to 50% reimbursement of eligible expenses after final inspection, contract compliance and audit of expenditures

**Off Highway Vehicle Recreation Fund**  
Colorado State Parks

Purpose:

Enhance motorized trail recreation opportunities across Colorado

Eligible Activities:

Trail repair, construction, re-routing, motorized brochures, signs, maps, and video's

Eligible Applicants:

Non-profits or government agencies

Funding Structure:

No match for non-profits; 50% match for government agencies

**Resource Conservation and Development**  
US Soil Conservation Service (SCS)

Purpose:

Assist local people in initiating and carrying out long range programs of resource conservation and development, rural and economic development

Eligible Activities:

Economic development; safeguard the environment; water quality; recreation; and improving the standard of living

Eligible Applicants:

Local government, special districts or SCS

Funding Structure:

75% local match required.

**Rivers Trails and Conservation Assistance Program (RTCA)**

Department of the Interior  
National Park Service

Purpose:

To advocate and assist community-based conservation action

Eligible Activities:

Creation of systems of greenways, trails and river corridors as tools for protecting large landscapes and providing recreation close to home - protect ecosystems and enhance communities of which national parks are a part

Eligible Applicants:

Local Governments and agencies and citizen groups

Funding Structure:

In kind match; technical assistance only

**State Historical Fund**

Colorado Historical Society  
State of Colorado

Purpose:

To foster heritage preservation through tangible and highly visible projects for direct and demonstrable public benefit

Eligible Activities:

Acquisition of designated property; preservation of information to public regarding designated buildings, properties or sites; survey and planning that lead directly to designation or protection of significant historic buildings, sites or districts

Funding Structure:

Applicants are expected to share in the cost of the project.

**Exhibit III - 4 D**

**Tree Planting Program**

Colorado Parks and Recreation Association  
Foundation  
Colorado State Forest Service

Purpose:

In partnership with Colorado RELEAF and Global RELEAF - tree planting program to help promote and preserve the beauty of Colorado

Eligible Activities:

Tree planting in public parks or other public areas maintained by a public agency

Eligible Applicants:

Towns, counties, recreation districts, park and recreation departments and community groups

Funding Structure:

Program provides up to 50% (up to \$500 per project) and must be matched equally by new funds (not currently budgeted) raised in the community

**Watershed Protection and Flood Prevention Loans**

Rural Development Administration (RDA)  
Farmers Home Administration (FmHA)

Purpose:

To provide loan assistance to sponsoring local organizations in authorized watershed areas

Eligible Activities:

Provide a share of watershed projects for flood prevention, irrigation drainage, water quality management, sediment control, fish and wildlife development etc. Total amount of loans outstanding in any one watershed cannot exceed \$10,000,000

Eligible Applicants:

Municipal corporations, soil and water conservation districts, not for profit groups with authority under state law to obtain, give

security for and raise revenues to repay the loan and to operate the facility

### Introduction

Interpretation has been described as "*the art of translating the language of nature and the voices of history into stories and experiences that everyone can understand and enjoy.*"<sup>1</sup>

The story that unfolds before the visitor traveling the Top of the Rockies National Scenic and Historic Byway is that of a living, working landscape, where the vast natural resource's found along the spine of America's Continental Divide have been both appreciated for their natural beauty, and utilized to the benefit of man.

From the earliest presence of man on this rugged landscape, the corridors and mountain passes that today underlie the Byway provided migratory pathways linking seasonal hunting grounds, trading sites and communal gathering points for America's native people. With the discovery of the vast mineral deposits that lie just below the craggy surface, the corridors became the conduits of commerce and transportation, first for horse drawn wagons, and later for the "Iron Horse" that opened the west to settlement. In more recent times, the rutted wagon roads and abandoned rail lines have been improved to accommodate the automobile, providing safe and convenient access to the scenic, natural, historic, cultural and recreational treasures unique to the region.

The Byway is the common thread that weaves its way amidst the spectacular topography of the alpine environment, as well as the monuments to man's quest for the raw materials that fueled the growth and prosperity of an emerging nation. Some of the remnants of the past are hauntingly beautiful: a weathered headframe against the ragged skyline; a precariously perched ghost town, seemingly carved out of the harsh landscape. Others are in stark contrast to the natural beauty of the high country, and beg the question of their origin and purpose. Interpretation can be a tool to increase awareness of the natural processes by which the landform was created, and the methods and technologies by which it was altered to meet man's needs.

The Top of the Rockies Byway has adopted as its interpretive theme:

*The Top of the Rockies Scenic and Historic Byway, where the history of the west and its natural resources are showcased within a living, working landscape.*

### Interpretation: Existing Condition

Generalized information and site specific interpretation are currently available to the Byway traveler at various points along the route. Sites along the corridor that were identified as being representative of the significant resources of the Byway are identified in Appendix C: Intrinsic Quality Inventory, and illustrated on Planning Map 04,

### Forms of available information

Principal sources of information currently available along the Byway include:

- 1) Interpretive Signage, Exhibits or Displays  
Signage exhibits or displays that: provide visitors the opportunity to orient themselves within the surrounding environment; commemorate significant events or places in history; impart an understanding of the cultural heritage of the area;

<sup>1</sup> Interpretive Management Associates

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provide educational information on the origins of the natural landscape; and instill a greater appreciation of the human effort required to provide the nation with its raw materials.

- 2) **Museums**  
Public or private facilities that act as a repository for the preservation, display and interpretation of artifacts of historic significance.
- 3) **Interpretive materials**  
Brochures, interpretive handouts, tour booklets, activity listings, multi-media presentations and service directories that orient the visitor to the history, opportunities, activities and services available along the Byway.
- 4) **Verbal Communication**  
Visitor access to informed individuals, such as; Chamber of Commerce staff, campground hosts, Forest Service personnel, business people, information center staff etc. who can relate the story of the Byway through personal communication.

#### Inventory of Interpretive / Informational Sites

##### Interpretive Signage, Exhibits or Displays

Various forms of interpretive media can be found at the following locations:

- 1) **Holy Cross Ranger District - Visitor Center**  
Various educational materials and displays, including a three dimensional model of the surrounding mountain ranges highlighting the route of the Top of the Rockies Scenic and Historic Byway, recreational sites, four wheel drive roads and trails, water bodies etc. US Forest Service maintained.
- 3) **Notch Mountain Overlook**  
Signed, gravel pullout providing excellent view of Notch Mountain and the abandoned townsite of Gilman. State Transportation Department sign orients viewer to the location and elevation of the peak.
- 4) **Camp Hale National Historic Landmark**  
Historic training site of the Tenth Mountain Division during World War II. Un-staffed interpretive displays and signage on a paved pullout with limited visitor services. Maintained by the US Forest Service.
- 5) **Summit of Tennessee Pass**  
Signed, paved pullout providing access to the granite memorials honoring those troops who had trained at Ski Cooper and Camp Hale and lost their lives during World War II. Sign indicating your location at the crest of the Continental Divide.
- 6) **Holy Cross/Kokomo Overlook**  
Signed, gravel pullout, seasonally maintained by Phelps Dodge mining company. Provides interpretive displays describing the historic towns of Kokomo and Racine, now buried beneath the mine tailings pond, reclamation work, a monument to local members of the Masonic Lodge, and a display featuring a narrative description and an historic photograph of the Mount of the Holy Cross, which is visible in the distance behind the sign.

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- 7) **Summit of Fremont Pass**  
Gravel pullout, seasonally maintained by the Freeport McMoran mining company. Provides views of the Climax mine with interpretive displays describing the history of the Climax site, utilization of metals from the mining districts, water resources and reclamation as well as examples of the equipment historically used to extract ore from the nearby mine. Located on the crest of the Continental Divide.
- 8) **Arkansas Headwaters Recreation Area**  
Paved and signed pullout with interpretive exhibits orienting the traveler to their location within the topography and geology of the Upper Arkansas Valley. Maintained by the Bureau of Land Management.
- 9) **Leadville National Fish Hatchery**  
Oldest National Fish Hatchery west of the Mississippi. Displays and exhibits, including nature trail and access to trout rearing facilities. Maintained by the US Fish and Wildlife Service.
- 10) **Hayden Meadows Recreation Area**  
Site is the southern portal for the Byway. Includes interpretive trail detailing natural, scenic, wildlife and environmental restoration efforts on the 60 acre site. Site will also include handicapped accessible lake and river fishing, restroom facilities and picnic area.
- 11) **Mount Elbert Power Plant**  
Bureau of Reclamation visitor center providing interpretive information and displays explaining the Frying Pan Arkansas water project and the history of the Twin Lakes Region.
- 12) **Interlaken Resort**  
Interpretive exhibits explaining the history and architecture of the turn of the century Interlaken Resort. Forest Service maintained.
- 13) **Mount Bump**  
Exhibits, visitor services and interpretive walkway in the Twin Lakes National Historic District, focused on the discovery of a prehistoric Indian camp dating back approximately 1200 years. Forest Service maintained.
- 14) **City of Leadville**  
Self guided walking tour of the National Historic District, as well as a self guided vehicular tour of the "Route of the Silver Kings" through the historic Leadville mining district. Interpretive signage and displays of historic mining equipment adjacent to the Heritage Museum and at the south end of Harrison Avenue.
- 15) **Summit of Independence Pass**  
Paved pullout, seasonally maintained, with a scenic overlook trail and interpretive information regarding the Continental Divide, elevation of 12,095 feet above sea level.
- 16) **Upper Lost Man Trail Head**  
Gravel pullout with interpretive exhibits explaining the Highway 82 road cut reclamation work near the summit of the pass.

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- 17) Independence Ghost Town  
Gravel pullout and self guided interpretive trail and exhibits detailing the history of the pass and the townsite.
- 18) Braille & Discovery Trail  
Day-use area providing access to the Braille Trail, designed specifically to provide a natural experience for the sight-impaired, and the Discovery Trail, designed for wheelchair and handicapped access. Picnic, fishing and parking areas.

#### Inventory of Museums

The following Museums provide an insight into the history of life along the Byway:

- 1) Redcliff  
The community of Redcliff was founded in 1879, when gold and silver were discovered on Homestake Mountain on the east side of town. As the first town in Eagle County, Redcliff served as the County seat until the 1940's, when the courthouse burned down. A small museum located in the town acts as the repository for artifacts of the community's mining and cultural heritage.
- 2) Leadville  
Leadville is one of the largest National Historic Landmark Districts in Colorado. In all, some 70 square blocks of Victorian architecture and the adjoining twenty square miles of mining district attest to the historical significance of Leadville in the settlement of Colorado and the Rocky Mountain west. The history of Leadville is chronicled through the multi-media presentation entitled *The Earth Runs Silver*, which is made available for public viewing on a daily basis by the Greater Leadville Area Chamber of Commerce.

More than just repositories of historical artifacts, the museum buildings themselves are a part of Leadville's past. Museums located in Leadville include:

#### National Mining Hall of Fame and Museum

Called the "Smithsonian of the Rockies", the National Mining Museum is housed in a 70,000 square foot Victorian schoolhouse, and houses minerals and mining hardware from collections as prestigious as; the Harvard Mineralogical Museum, Smithsonian Museum, the Bowman Collection, and the Perschel Collection. The museum also features walk through recreations of hardrock and coal mines, and chronicles mining's impact on American lifestyles, the economy, wealth and defense, as well as scientific, technological and medical advances.

#### Healy House and Dexter Cabin

One of Leadville's first framed houses, the Healy House was built by August Meyer in 1878. In 1881 it was converted to a parsonage, and eventually to a boarding house. Visitors today enter the atmosphere of a turn of the century boarding house, complete with furnishings and accents of the period.

The Dexter Cabin was built in 1879 for mining and railroad investor James Dexter. Although rough hewn in external appearance, the interior is of the finest of materials, and contains many objects testifying to Dexter's discriminating taste. Both structures are administered by the Colorado Historical Society.

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#### Heritage Museum

The Heritage Museum was built in 1902 to house the Carnegie Library, and is dedicated to Leadville's heritage. Featured exhibits include dioramas of mining history, Victorian furniture, the Leadville Ice Palace, Tenth Mountain Division displays, and various other mining and boom town artifacts. The Museum is operated by the Lake County Civic Center Association.

#### Matchless Mine

The Matchless Mine symbolizes the almost unbelievable wealth and good fortune of Leadville's early mining days, and the lonely seclusion of those who waited for the good times to return. The mine, purchased and operated by H.A.W. Tabor in 1879, paid as much as \$1,000,000 annually during the peak years of its operation. Tabor's wife, Baby Doe, held onto the mine after his death and the great silver crash, waiting for the mine to once again pour forth wealth. She was found frozen to death in the tiny cabin beside the mine in 1935, dressed in the rags of a pauper. The museum is privately owned and operated.

#### Tabor Opera House

H.A.W. Tabor built his famous Opera House in 1878. Billed as the best Opera House between St. Louis and San Francisco, the building was lavishly furnished with the best the Victorian era had to offer, and attracted the likes of Oscar Wilde and the John Phillip Sousa Marine Band. The Opera House still offers tours, and hosts various performances. The museum is privately owned and operated.

#### Western Hardware

The historic Western Hardware building provides a glimpse into the everyday life of the Leadville miner around the turn of the century, through displays of the tools and necessities of existence. The facility is privately owned and operated.

2)

#### Aspen

Founded as a silver mining camp in 1879, by 1890 Aspen was the single largest silver producer in the US. With a population of over 13,000, Aspen was the third largest city in Colorado. Only Denver and Leadville were larger. The City of Aspen has been a recreational and cultural mecca for nearly 60 years. It is the home of four world-class ski mountains and cultural attractions such as the Aspen Music Festival and the Aspen/Santa Fe Ballet. The City of Aspen is also the location of many important historic sites, buildings and homes including the Jerome Hotel, the Wheeler Opera House, the Pitkin County Courthouse, the Wheeler-Stallard House and the Aspen City Hall, all of which are on the National Historic Register. Most of the City's historic resources are protected by local ordinances or through management agreements with the Aspen Historical Society.

#### Wheeler / Stallard Museum

Silver baron Jerome B. Wheeler built this Queen Anne-style brick home in 1888. The home's steeply pitched roofs, dormers, and gables have made it a landmark in Aspen's West End neighborhood. Displays depict the Victorian high life at the Queen Anne-style Wheeler-Stallard House Museum, which displays memorabilia collected by the Aspen Historical Society.

#### Holden / Marolt Mining and Ranching Museum

In 1891, the Holden Lixiviation Mill sprawled over 22 acres at the edge of Aspen, boasting state-of-the-art technology and industrial design. Just 14 months after

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the new plant opened, Congress demonetized silver and the mill went bankrupt. Mike Marolt purchased the property for a dollar in 1940 as a family ranch. This site is unique. It tells the stories of both Aspen's mining and ranching heritage.

#### Printed Materials

The Top of the Rockies Byway brochure detailing the communities and interpretive sites along the byway are available at local Chambers of Commerce, Visitor Centers and individual businesses along the Byway.

The Leadville Historic Walking Tour brochure identifying historic sites in the Leadville National Historic District

Printed materials, including service directories, visitors guides, cultural event schedules, brochures, maps, self guided tour booklets and promotional literature are available at Forest Service offices, Chambers of Commerce, Visitor Centers and individual businesses along the Byway.

#### Verbal Communication

One of the best means of "telling one's story" is through one-on-one verbal communication. Along the Top of the Rockies corridor, this form of communication is currently facilitated through such vehicles as: Chamber of Commerce workshops to educate local employees on the history of the region, so that they may in turn pass that information on to visitors; elder and youth hostels; step on local guides on bus tours; campfire talks and nature walks; slide presentations; an educated visitor center staff; and local cultural events.

#### Interpretive Strategies

Strategies for providing interpretive services and opportunities to the local and visiting public are broken out into two primary categories:

- 1) *Personal*, indicating that direct one-on-one contact with another individual is an element of the presentation, and;
- 2) *Non-personal*, indicating that the display or exhibit is understandable without verbal assistance and it can stand alone without being manned.

#### Personal Services

##### Interpretive Center

An effective strategy for telling the story of the Byway is through development of a Byway Interpretive Center. Staff trained in interpretation techniques would man the facility in order to provide individualized responses to the questions and queries of visitors to the region, while utilizing the tools housed within or adjacent to the facility, such as historical artifacts, dioramas, maps and photographs, hands-on exhibits, nature trails, live specimens of flora and fauna of the region, and slide or video presentations.

The facility should provide for the consolidation of all Byway related information under one roof, so that the flow of information does not stop at county lines or jurisdictional boundaries. The facility should allow for "one stop Byway information shopping", eliminating the need to stop at three separate ranger districts or chamber offices.

Other visitor amenities, including listings of available services, activities and accommodations, restrooms, showers, picnic tables, dog walking areas, maps and displays should also be incorporated into the design of the structure to make the facility more user-friendly to the traveling public.

#### Roving Interpreters

In those areas where visitors tend to congregate, such as campgrounds, scenic pullouts, historical sites, or recreational facilities, an effective means of "telling the story" can be through the use of roving interpreters, individuals trained in the natural and human history of the region, who go where the visitors are rather than expecting the visitors to come to them. Approximately fifteen government or privately operated campgrounds are accessible from the Top of the Rockies Scenic and Historic Byway, to serve the needs of visitors to the region. Many of these maintained facilities already have campground hosts who could be trained to perform this service.

Examples could include campfire talks, nature walks, cross country skiing trips, or historic tours, where the tools used to translate the language of nature or the voices of history might include binoculars, hand lenses, field guides, mineral specimens or hand nets. This form of one-on-one communication remains one of the best tools for instilling the sense of wonder and appreciation for the resources of the Byway region.

#### **Non-Personal Services**

Non-personal services have the advantage of "telling the story" without requiring capital intensive staffing and administration, or the fixed overhead costs of maintaining the structure to house staff and interpretive media. Non-personal techniques can include:

#### AM Radio Broadcast

A low wattage, AM radio broadcast within a specific region of the Byway, that could provide site and time specific information to the traveler regarding: the sights and physical features of the section of the corridor through which they are traveling, important safety messages and mountain driving tips, advance warning of upcoming pull-outs or points of interest, current weather or road conditions.

Freeport McMoran currently offers an AM radio broadcast service over the summit of Fremont Pass which provides information on the history of the Climax Mine and current reclamation efforts. Other locations conducive to this media would include Ski Cooper at the summit of Tennessee Pass, to serve both Eagle and Lake County; and Redcliff, Colorado, to provide information on Battle Mountain Pass. Coverage on the three major passes would help increase safety as well as awareness of the resources of the Byway.

#### Audio Tour

Sound can play a significant role in conveying the excitement of the message or the ambiance of a setting. People tend to remember more of what they hear than what they read, and the use of sound allows the traveler to concentrate on the subject of interpretation rather than the interpretive medium. Sound effects, inflection, or voices in

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character with the message can heighten the sense of appreciation for the unique resources along the Top of the Rockies Byway.

An MP3 or Ipod download could be purchased on the TOR website prior to visiting the Byway. The download would be sequentially keyed to the selected route direction, and direct travelers to safe, easily identifiable stops along the route.

Promotional information on places to stay, eat or shop could also be included on the download as both a visitor service and an advertising vehicle for local businesses. Sale of advertising space and sale or rental of the tape itself can offset the cost of production, and if profitable, help to fund other byway projects.

The download should act as a traveler's companion, relating an oral history and conveying a sense of wonder for Colorado's high country in an entertaining and educational format. Messages should be evocative and attention getting, furnish direction and information, and challenge the traveler to further explore the vast resources of the Top of the Rockies Byway.

#### CD/Video

TOR has developed a marketing cd/video that provides the visitor with a souvenir of their trip, and acts as a marketing tool for the area, encouraging extended stays in the area, return trips and sharing of the excitement of the trip with others. The CD/video displays the changing of seasons, wildlife along the byway, historic information and recreational opportunities, and emphasizes the very best that the region has to offer throughout the year.

The CD/video captures the excitement of local cultural events, the solitude of a hike to a high mountain lake, the haunting beauty of a ghost town, and the exhilaration of sweeping down a ski run in a foot of fresh powder. As a tool for interpretation, a video visually tells the story of the region's origins and history, and conveys the importance of conserving the Byway's natural resources and preserving its historic and cultural heritage.

#### Wayside Exhibits

Wayside exhibits can vary, from commemorative plaques or monuments to free standing information kiosks. Typically they are a combination of clear graphics and concise narrative that provide a description of physical elements of the landscape, orient the viewer to the geographical area, or provide information on significant events that occurred within the viewshed. The most common exhibits currently found along the byway consist of low profile, elevated panels, mounted and oriented to allow for easy reading, and constructed of materials designed to endure the harsh climate and effects of vandalism.

The Interpretive Management Plan identifies sites along the Byway that are appropriate to interpretive based on safety, land ownership, partnership potential, site assets and local community's desire to protect and demarket some sites. See Interpretive Management Plan for specific information regarding wayside and other interpretive exhibits.

#### Lure Brochure

A lure brochure is designed as a marketing tool to entice people to venture off of the interstate - to experience the "road less traveled", to become acquainted with a section of the country they might otherwise pass by. It acts as a tease, and provides only enough information to spur the imagination and provoke the desire to explore further. The message must be concise, eye catching and evocative. It should be provided to the traveler well in advance of the point of decision to select the Byway, such as at welcome centers at the portals to the State, or through mailings by the local Chambers of

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### Interpretation

Commerce. Local distribution is not necessary, as the purpose of the lure has been accomplished once the visitor is on the Byway.

The Lure Brochure simply makes the traveler aware of the alternative route, and as such is not an interpretive piece in and of itself. If it is effective, however, it brings the traveler into contact with the Byway, where other techniques can be utilized to "tell the story".

#### Self Guided Byway Tour

An informative booklet can act as a guide to the Byway, its visitor services, points of interest, historic and interpretive sites. Black and white Byway mapping, graphics and narrative descriptions can be produced at low cost and passed on to the traveler at a profit, helping to fund additional Byway projects. The booklet can provide a guide to many of the resources not readily apparent from the roadway, such as hiking trails, 4WD roads, recreation sites and ghost towns that encourage further exploration of the region, extended stays, and return visits.

#### Activity Booklet

A significant proportion of Byway visitors travel with children. The level of enjoyment experienced by adult travelers is oft times in inverse proportion to the level of boredom experienced by the younger traveler, upon whom the historic significance of an abandoned mine or the scenic grandeur of a mountain peak is often lost. For the younger visitor, distractions such as puzzles, Byway specific ABC's and coloring books, scavenger hunts that interact with the resources found along the route etc. can be both entertaining and educational, freeing up the adults to enjoy the more subtle pleasures of the trip.

#### Byway Cards & Posters

Posters, post cards or collectors cards with scenes and/or interpretive stories from the Byway can help tell the story of the region. As souvenirs, they also act as marketing tools that instill the desire to explore the region further and act as graphic aids to transfer the excitement of the trip to friends.

Posters or series of cards could feature such topics as: famous individuals in Colorado's history; wildlife of the region; landmarks and historic structures along the Byway; humorous scenes; 14,000 foot peaks; or recreational opportunities. Sales of the cards could help support other Byway related projects.

## Recommendations

- Continue to interpret sites along the Byway utilizing the Interpretive Management Plan as a guide for establishing the framework that ensures continuity of theme, design, construction and appearance of exhibits, displays, and directional signage, and establishes responsibilities for funding, constructing, and maintaining each site;
- Develop an audio tour that tells the story of the natural and human history of the Byway, keyed to specific stops along the corridor;
- Construct information kiosks at the summits of both Tennessee Pass (6) and Independence Pass;
- Work with the Colorado Department of Transportation to determine the best locations for safe pullouts to house new wayside exhibits at:
  - \* Sawatch Range overlooks at Crane Park and Escondido Flats (14);
  - \* Smelter sites south of Leadville (15);
  - \* Malta Schoolhouse (16);
  - \* Hayden Ranch (21);

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### **Interpretation**

- \* The Old Stagecoach Road to Leadville (22)
- \* Lovers Leap and the Steel Arch Bridge at Redcliff (4);
- Expand existing pullouts to include wayside exhibits at:
  - \* Notch Mountain Overlook (Gilman Townsite, Belden Mill) (3);
  - \* Continental Divide at Tennessee (6), Fremont Pass (11), and Independence Pass summits;
  - \* Mayflower (8) and Clinton Gulches (9);
- Work with the Independence Pass Foundation and the USFS in the development of an interpretive plan for Independence Pass and a state of the art interpretive site at the Top of Independence Pass.
- Provide directional signage for the interpretive pullouts far enough in advance to allow a safe departure from the roadway that meets CDOT regulations.
- Install Byway logo signs at all interpretive sites along the Byway to assist in the easy identification of Byway sites.
- Continue building private sector partnerships to aid in the construction of interpretive sites along the Byway.
- Pursue the production of Byway specific sales items, such as activity books, collector and post cards, self guided tour books, posters, hats, T-Shirts etc. that draw attention to the Byway and help put people in contact with the personal and non-personal interpretive services available along its length.

#### Marketing Plan: Theme, Goals, and Objectives

The interpretive theme for the "Top of the Rockies" Scenic Byway is "... where the history of the west and its natural resources are showcased in a living, working, landscape". This theme was chosen by the TOR Board of Directors to reflect the unique attributes of this Byway.

The Byway logo envelops the feel of the Byway's interpretive theme and the tag line reflects the unique attributes of this byway with "360 Degrees of Spectacular Scenery and Recreation 365 Days a Year." This theme along with the logo and tag line will be the focus of marketing the Byway.

The goal of the Scenic Byway Marketing Plan is to provide a selection of marketing tools that may be used by the communities along the Byway to meet their needs to market or demarket sections of the highway. As each community has a different need for marketing, this plan does not require or delineate any specific objectives. Instead, general objectives to attain this goal are provided. The objectives selected include:

- To increase travel media awareness of the Byway,
- To encourage the public to use the Byway, and
- To increase the utilization of businesses along the Byway.
- To obtain education and training for Byway members

#### Target Markets

There are many potential markets for the "Top of the Rockies" Scenic Byway. However, it will be easier to become established and to gain recognition if only a few markets are selected. This idea will also allow the community to better serve the needs of those markets. The target markets can include:

- Travel writers,
- Travel agents, Travel associations, Transportation providers
- Front range tourists, Western Slope tourists,

Other markets, in addition to the target markets, may also be contacted. TOR is committed to working with the local organizations and businesses to identify additional target markets.

#### Marketing Plan Elements

The marketing plan elements for the Byway are included in this section. When a special area of concern arises, additional marketing tools or techniques may be used to further enhance the strategic marketing program. These elements and techniques can be chosen to provide a balance between protection for the natural environment and promotion of the Byway.

There are many different marketing tools or techniques. These tools work best when integrated together into a program tailored to a specific need such as promoting the

businesses in downtown Minturn, promoting the historic mining sites in the Leadville area, or preserving the environment around Mayflower Gulch. Using an effective media outreach program, and marketing tools and techniques, creates the most effective strategic marketing program. The elements listed below can be tailored to each community in developing a marketing program.

### Marketing Research

An effective marketing program starts with market research. Market research is conducted to choose the most appropriate tools and techniques to use in a marketing program. Market research will make these tools and techniques more effective. Types of market research include:

- *Communications Audit* - A communications audit consists of gathering information from existing data already available. Existing tourism data is available from many sources, such as state and regional tourism offices, travel or mountaineering clubs, automotive associations, and universities. There is also a wealth of information available from travel magazines and newspapers. Once this information is obtained, the needs for additional research are well defined.
- *Surveys* - Surveys are a more quantitative method for obtaining information about potential users of the Byway. Surveys may be written or conducted by telephone. Surveys can be conducted periodically and compared to each other to gauge market changes. By providing quantitative data, surveys are useful tools in obtaining grants and in making management decisions. TOR has performed both summer and winter visitor surveys along the Byway, which clearly identified scenery as the top reason people visit the Byway.
- *Interviews* – Interviews are designed to gather in-depth information from users. They can provide information on the attitudes and beliefs of users which is often harder to obtain through a survey or audit. Interviews can be formal conducted door-to-door or at a specific location, following an established format. This ensures that bias is kept to a minimum. Or, interviews can be informal which can lead to more descriptive feedback. Interviews can be good indicators of changes in public perception and trends.
- *Comment Forms/Logs* – Comment forms will provide each community with the opportunity to receive comments from the public at presentations, by telephone, and in writing. This form can be easily printed on a laser printer or photocopied. Initially, a set of copies can be produced with additional copies made according to demand. In addition to comment forms, a comment log can be kept by visitor centers and businesses in the area. These logs can be used to record comments that are not recorded on a form. This saves the visitor time and energy. However, this method does not provide a true representation of visitor beliefs as the information is filtered through an additional person. However, employees can also provide observations on this log that might not otherwise be obtained.

- *Focus Groups* – Focus groups conducted by an impartial or neutral facilitator can provide an additional interactive method for obtaining meaningful input on Byway marketing, decisions, and development. The objective of the focus groups would be to test marketing messages, determine the effectiveness of marketing tools, and to provide recommendations for marketing alternatives. Members for these groups can be solicited from target groups or the general public.

### Marketing Tools

Marketing tools can be used to provide information and to increase awareness of the "Top of the Rockies" Scenic Byway. These tools include educational materials, tracking devices (i.e., mailing list/database), and feedback forms. TOR has developed a Byway logo that will be used on materials produced in order to provide a consistent visual image that will foster public identification of the Byway. Ongoing communication program elements are listed below.

- *Updated Mailing List* – To reach interested visitors, each community can develop and maintain a mailing list/database of potential individuals, organizations, and associations to reach. It may be more cost effective for the communities to work together to maintain a master mailing list that can be further subdivided by visitor interest and location. The list should include those groups and communities currently using the Byway. The list can be updated to add interested parties upon request. Every year the list should be revised to ensure that addresses are current, to delete those who request it, and to focus the list to reach the targeted audiences.
- *General Brochure* – A succinct overview of the entire "Top of the Rockies" Scenic Byway and what visitors can do along the Byway is included in the current brochure. The brochure addresses the scenic areas of the Byway, the businesses along the Byway, suggested tours, and contact names and telephone numbers for further information. This brochure could be mailed to the travel media, included in information packets/mailings, placed in local businesses and local chambers of commerce, and generally distributed to the public.
- *Fact Sheets* - Fact sheets can be developed to focus on different areas of the Byway, seasonal events, tours along the Byway, the history of the area, or other topics of interest. An advantage of using fact sheets is that they can be produced as needed and packaged together into tailored information packages or included in media kits.
- *Road signage* - Scenic byway signs along the route may be used to inform transportation users of the "Top of the Rockies" Scenic Byway. Other signs that are permitted according to state regulations include on-premise advertising devices, directional advertising devices, tourist oriented directional signs, specific information and business signs, and official advertising devices authorized by law. These signs must meet the state and federal regulations.
- *Flyers/Direct Mail* - One-page flyers or smaller direct mail pieces may be used to announce special events along the Byway and to outline walking tours. Flyers

can be distributed through schools, included in church bulletins, posted/distributed at community centers, libraries, and grocery stores, used as newspaper inserts, and distributed to the mailing list and neighborhood organizations. Direct mail pieces can be delivered directly to the target audience or packaged with other direct mail pieces reaching specific target markets.

- *Informational Video* - An information video providing an overview of the "Top of the Rockies" Scenic Byway has been produced. This video will be used in conjunction with a speakers bureau, media kit, or information kit for travel associations such as the American Automobile Association.
- *Interpretive Audio Tape Series* - A series of interpretive audio tapes may be produced that would provide visitors with the history, scenic highlights, seasonal events, and other topics of interest. These tapes could be checked out from the visitor center(s) for use by residents or visitors to the area.
- *Information Packets* - Information packets may be developed to use for media briefings, elected official briefings, speaker's bureau presentations and general public use. These packets may include copies of the general brochure, press releases, newsletters, fact sheets and other materials developed for a particular event. A basic packet can be assembled to have on hand for informational purposes and should contain the general brochure, a contact name and telephone number, fact sheet(s), and a comment form.
- *Advertisements* - Advertisements are an effective tool to increase awareness about the "Top of the Rockies" Scenic Byway. Advertisements for the Byway can be placed in travel magazines, newspapers, regional or state promotional materials, and on radio and television stations that reach the target market. These advertisements can be tailored to fit each target audience. This method is usually more cost effective with print or radio advertisements.
- *Internet Homepage/Link* - The "Top of the Rockies" Scenic & Historic Byway has created a web page that provides general Byway information and links to and from other sites such as local chamber of commerces, the state or tourism organization homepages.
- *Telephone Information Line* - The "Top of the Rockies" Scenic Byway Committee can provide a dedicated telephone information line to allow callers in the Region another avenue for obtaining information about the byway. Visitor center staff or volunteers can update the information on a regular basis.

### Marketing Techniques

Marketing techniques provide a forum through which information can be delivered to potential visitors or highway users. They also can provide the interested public with an opportunity to interact with community representatives. These techniques can provide outreach to various target audiences.

- *Visitor Centers* - Each community can provide a location that contains copies of Byway materials for the public. These libraries can be located at local libraries,

chambers of commerce, or city council chambers. If the communities prefer, one visitor center could be provided along the Byway that would contain information for all the communities. However, it would be beneficial for the travelers to have additional information available at any entrance to the Byway.

- *Speakers Bureau* - The Speakers Bureau is a proactive outreach effort to heighten awareness of the byway among residents and business owners along the Byway; as well as to increase awareness among tourism associations. The speaker can maximize audience input by providing comment forms to attendees after the presentation. Targeted groups will include, but are not limited to, chambers of commerce, automotive associations, and travel magazines. Volunteers will be needed to form a core group of speakers to educate these groups.
- *Customer Service Training* - Training programs can be established for employees of businesses and tourism organizations along the byway. These training programs can provide increased awareness of the recreation, history, and scenic qualities of the area, as well as provide training on gathering Byway user/market research information.
- *Conferences/Displays* - Appropriate tourism trade shows, conferences, shopping malls, and/or local schools throughout the region can be selected to set up displays on the "Top of the Rockies" Scenic Byway. These displays may contain display boards with eye-catching signage as well as materials such as brochures, newsletters, fact sheets, comment forms, and any reports available on the Byway. Display boards should be standardized for ease in set-up whenever possible. Interactive computer displays of the Byway that highlight areas of interest could also be included. These displays may be staffed by volunteers or may stand alone.
- *Government/Chamber Meetings* - City council, regional government, and Chamber of Commerce meetings provide an opportunity to gain perspective and to the extent possible represent public views to the "Top of the Rockies" Scenic Byway Committee. These groups may be kept apprised of the progress and afforded input on the Byway and the ongoing marketing efforts. Such briefings can offer education and updates on the status of the Byway so that officials may be able to answer questions from their constituency. The same information as presented through the Speakers Bureau and other general outreach will be used.

### Media Outreach

Media outreach for the "Top of the Rockies" Scenic Byway should be coordinated through the Byway. This outreach should include a contact/spokesperson chosen by the Byway Board of Directors. Media outreach can be used to inform the public of the events, to encourage the media to highlight Byway issues, and to increase awareness of the location and existence of the Byway. One drawback to media outreach is that there is no guarantee that the information will be used; and, if the information is used, how it will be used. This outreach may include:

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### Marketing

- *Media Listing* - Develop a listing of interested travel and features writers. This listing will make it easier to quickly send information to interested media, and to track information sent and the publication/broadcast success rate.
- *Media Contact* - A media contact should be chosen to allow the media to have a single point of contact for all requests for further information. This person can act as an information clearing house and/or a spokesperson.
- *Article Placement* - Articles can be written for placement in tourism magazines, travel club newsletters, and for the travel section of newspapers. Articles with a focus on one particular target audience may be used through numerous publications.
- *Pitch Letters* - Pitch letters are sent to the media to "pitch" an idea for a story. If the media likes the idea, they will then write an article on that topic. The idea contained in the pitch letter must be newsworthy to receive consideration. It is advisable to discuss ideas for pitch letters with a few reporters first to see if the story has merit.
- *Briefings* - Media briefings can be conducted to educate the media about the Byway, to answer questions, and to provide a contact for further information. These briefings may be coordinated in conjunction with special events.
- *Media Interviews/Talk Shows* - Local media interviews, including print, television and radio talk shows are important means of conveying information about the Byway. These interviews will provide the opportunity to discuss the Byway in further detail and to address questions. Media interviews may be coordinated with press releases to increase public interest. Opportunities for media interviews should be sought at key points in the marketing program.
- *Press Releases* - Press releases may be used to inform the media about upcoming activities or events. Draft press releases should receive committee review. All releases should be dated and double spaced to allow editors to easily make notes or changes. They should not exceed two pages in length. After approval, press releases should be delivered to the news media at least one week prior to the event if possible.
- *Calendar of Events Listings* - Local media calendar of events and computer databases may be used to notify the public about the byway and special events. This notification will be at least one week prior to the event if possible.
- *Tours* - Media tours may be conducted to provide the media the opportunity to observe and describe the Byway, areas of interest, and the history of the area. This tour may be coordinated with local transit authorities.
- *Press Kit* - Press kits may be developed to use for media briefings, media tours, interviews, and pitch letters. These kits may include copies of the general brochure, press releases, newsletters, fact sheets and other materials developed for a particular event; or, contain general information to familiarize travel writers with the Byway. A basic kit can be assembled to have on hand for informational

purposes which contains the general brochure, a contact name and telephone number, fact sheet(s), and a comment form.

### Evaluation

The "Top of the Rockies" Scenic Byway Marketing Program should be periodically evaluated to ensure effectiveness and a focus on the designated target audiences. Evaluation methods are the same as those listed in the market research section of this marketing plan.

### Strategies

Strategies are the tools that can be used to meet the goals and objectives of the marketing plan. Tactics are used to implement the strategy. Within each strategy there are key messages that need to be communicated with the target audience. The purpose of the strategy is to communicate these key messages.

Examples of strategies, tactics, and key messages for developing work in the target markets are listed below. The Scenic Byway Committee and each community should develop their own strategies, tactics, and key messages, and pursue partnerships where appropriate to reduce redundancy and to pool limited available resources for effective marketing. Some possible strategies, are listed below.

Strategy:

Conduct customer service training workshops to increase visitor satisfaction.

- Tactics:*
- Develop training curriculum.
  - Develop and mail flyer to inform local businesses.
  - Conduct training.

*Key Messages:* The visitor is important to the Byway and our area. It is important to be aware of the attractions and other businesses along the Byway. Continuous market research is needed.

Strategy: Contact tourism offices and travel writers to increase awareness of the Byway.

- Tactics:*
- Develop Byway brochure.
  - Prepare a press/information kit on the byway.
  - Obtain list of tourism offices and travel writers.
  - Send information or meet in person with writers and agents.
  - Provide briefings, interviews, and additional information as needed.
  - Follow up with offices and writers periodically.

*Key Messages:* The "Top of the Rockies" Scenic Byway provides unique educational, cultural, scenic, historic, natural and recreational opportunities.

### Schedule

The schedule for these programs will be determined by each community and/or the TOR Board of Directors as needed.

#### Introduction

Prior to its designation as a State Scenic Byway in September of 1993, signage along the primary State highways that make up the Top of the Rockies Scenic Byway was regulated by the State of Colorado and the various land use ordinances and sign codes of the counties and municipalities through which the byway passed. Passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) on December 18, 1991 brought with it additional federal regulations for outdoor advertising along the nation's scenic byways under the jurisdiction of the Federal Highway Administration (FHWA).

Under Section 1046 (c) of ISTEA, no new off-premise signs may be erected along scenic byways on Interstate and primary highways after December 18, 1991. Existing outdoor advertising signs that were lawfully erected under state law could remain in place as long as they are maintained properly. The Federal Highway Administration is not requiring the purchase and removal of existing legal signs. The only signs that would be allowed in scenic byways, as defined in the Roadside Advertising Rules and Regulations are:

#### Legal Signs

- Official Advertising Devices  
Advertising devices erected for a public purpose authorized by law, but the term shall not include devices advertising any private business. Authorized by law means a duly enacted statute, rule, regulation, ordinance, declaration or resolution by a governmental entity specifically authorizing the erection of such device by a governmental entity.
- On Premise Advertising Device  
Advertising devices advertising the sale or lease of the property on which it is located or advertising activities conducted on the property on which the sign is located.
- Directional Advertising Devices  
Advertising devices containing directional information about public places owned or operated by federal, state, or local governments or their agencies; publicly or privately owned natural phenomena, historical, cultural, scientific, educational and religious sites; and areas of natural scenic beauty or naturally suited for outdoor recreation, deemed to be in the interest of the traveling public. Such devices will conform to the standards promulgated by CDOT pursuant to C.R.S. 1973, 43-1-415 (1981 Colo. Sess. Laws, Chapter 512) which standards conform to the National Policy.
- Tourist Oriented Directional Signs  
Tourist Oriented Directional Signs (TODS) would be allowed for tourist business within scenic byways if the business met the criteria and the City or County would allow them in their jurisdiction. These TODS signs are placed in the Department's right-of-way at the intersection nearest the tourist business or primary and secondary highways, excluding freeways and interstates. These signs are paid for by the business and erected by the Department.
- Specific Information and Business Signs (LOGOS)

LOGOS would be allowed on interstate highways within scenic byways. These signs advertise businesses for gas, food lodging, and camping. These signs are placed in the interstate highway right-of-way at rural interchanges.

### Illegal Signs

Section 1046 (b) of ISTEA requires the removal of any sign along the interstate system or federal aid primary system which was not legally erected under state law. The sign owner must remove such signs within 90 days of enactment of ISTEA at owner expense, or if not removed by the sign owner, the State must remove the sign and the sign owner will be liable to the State for the removal cost

### Conflict Identification

State Highways that make up the Top of the Rockies Scenic Byway form the main street through the retail cores of Minturn, Leadville and Twin Lakes, where sign codes were typically enforced under local or county land use ordinances. While the advertising of most "main street" businesses is adjacent to or attached to their structure and would qualify as being "on-premise", those businesses located even one block off of the main street depend on "off-premise" signage to direct travelers to their place of business. Elimination of "off-premise" signs could severely limit the opportunity to successfully market and advertise these businesses and services to the passing traveler.

### Recommendations

- Individual County and Municipal sign codes should be updated to reflect the federal mandates imposed by Federal Highway Administration as they regard signage along or visible from the Byway;
- Municipal codes should reflect the need and conditions for off-premise advertising devices within the retail cores of their respective communities, and explore a legal vehicle for exempting them within their jurisdiction;
- Kiosks or centralized signage should be explored to provide advertising space for businesses that are adversely affected by the elimination of off-premise signage under Byway regulations.
- Uniform directional signage should be designed per CDOT standards and installed along the length of the Byway.
- Update existing signage to International standards in the event of the Byway's designation as an *All American Road*.

#### Introduction

The task of monitoring and evaluating the effectiveness of the Corridor Management Plan, and of revising and updating the plan to meet the changing needs of the corridor will be the responsibility of the Top of the Rockies Scenic & Historic Byway Board of Directors. (See Section 3 - Management Strategies).

#### Purpose

The purpose of monitoring and evaluation is to:

- Determine whether the vision, goals and objectives of the CMP are being met;
- Track and document the accomplishments for the year;
- Prioritize annual action plans for implementation;
- Evaluate the effectiveness of completed action plans;
- Evaluate the work of contractors hired to construct or place Byway infrastructure;
- Monitor and evaluate the condition of Byway infrastructure, such as signage, wayside exhibits, trash receptacles etc.;
- Monitor the level of visitor use and satisfaction with the conditions, services and facilities of the Byway;
- Survey local perceptions, acceptance and level of satisfaction with the Byway;
- Ensure that the goals and objectives of the CMP are being considered in land use decisions on the local, state and federal levels;
- Monitor accident reporting and identify safety "hot spots" along the Byway where improvements or additional maintenance are needed;
- Track the costs of administering, maintaining and marketing the Byway, as well as the revenue sources required to sustain the effort;
- Provide the basis for revising and updating the plan as necessary to adapt to the ever changing needs of the corridor.

#### Recommendations

It is recommended that the Board of Directors monitor and review of actions and developments along the Byway, and act as the liaison between the Board and jurisdictional agencies in matters concerning implementation of goals and objectives of the CMP.

It is further recommended that a principal output would be the preparation of an annual report to the Byway stakeholders, outlining:

- Accomplishments of the past year;
- Action plans, inventories, surveys, programs or studies planned for the coming year;
- Addendums, revisions or amendments to this CMP;
- Financial status, goals and budgets;
- Maintenance and operational needs and requirements.



Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

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# **Strategies**

## **Introduction**

### **Introduction**

Corridor Management Planning is dynamic and iterative in nature. Innovation and flexibility are critical to meeting the constantly changing needs, political realities and desires of the Byway communities. As such, there are no "cookbook" solutions that apply to all circumstances or work for all byways. The development of strategies to implement the goals and objectives of the Corridor Management Plan is a continuing process, that builds on the experiences, successes and failures of the past, refines and updates techniques, and responds to changes over time.

Strategies form the toolbox from which individual tools and planning techniques can be extracted, in various combinations, to fit the challenges of a specific issue or conflict. There are several distinct reasons for addressing such strategic tools in the context of a Corridor Management Plan. The first is to assure that those involved in the process are aware of the full range of possibilities, and are thus in a position to make informed decisions. A second is to allow the public and others involved in the process to express opinions regarding which tools and approaches may be effective and acceptable for dealing with Byway issues. Finally, drawing from the same "tool box" allows for a level of continuity in problem solving techniques over the length and jurisdictional boundaries of the Byway.

The Byway Management Entity will review implementation of strategies regularly to gauge their effectiveness and determine if changes are needed.

Presented within this section of the Corridor Management Plan are strategies for managing, protecting, preserving, funding, interpreting, marketing, controlling signage, monitoring and evaluating the Byway.

# Strategies

## Management

### Background

The Top of the Rockies Scenic Byway Committee (Committee) was formed under an Intergovernmental Agreement (IGA) between Lake, Summit and Eagle Counties, effective from March 29, 1995 until such time as it is terminated by written notice of any of the Counties. Forest Service representation by the White River and Arapaho National Forests was consolidated to a single representative through correspondence from Holy Cross District Ranger dated January 6, 1995. Lake County agreed, by resolution, to act as the lead local agency and enter into a contract with the State of Colorado, Department of Transportation to receive and administer Federal funds administered by the State, for the purpose of developing a Corridor Management Plan, on August 21, 1995. (Appendix F: Documentation)

The IGA defines the role of the Committee as follows:

1. **COMMITTEE.** The Counties will work together and participate in connection with a committee to be known as the Top of the Rockies Scenic Byway Committee (the "Committee"). It is agreed and understood that the Committee is merely an informal association of parties, and is not a separately existing legal entity with any powers or authorities unto itself. To the extent that the Counties later decide to do so, they may choose to create an entity, such as a nonprofit corporation, to replace the Committee.
2. **PURPOSE.** The purpose of the Committee is to facilitate the planning and management of the Byway, and to pursue such further and additional goals as the Counties may mutually agree upon. Specifically, but without limitation, it is agreed that the Committee will pursue that acquisition of grants for the Byway, and the application of the proceeds of any such grants to the betterment of the Byway.
3. **COMPOSITION OF COMMITTEE.** It is acknowledged that in order for the Committee to function effectively, it must encourage and accept the participation of other individuals and entities located in the area of the Byway. Therefore, the Counties agree that the composition of the Committee, unless otherwise agreed upon, shall be as follows:

The Committee shall be composed of 15 members; four representatives appointed by each of the Counties with at least two representatives from each County coming from local byway groups; three representatives from the US Forest Service - one from the Leadville Ranger District (San Isabel National Forest), one from the Holy Cross Ranger District (White River National Forest), and one from the Dillon Ranger District (Arapaho National Forest). By Mutual agreement of the US Forest Service and the Bureau of Land Management, the US Forest Service will represent the Bureau of Land Management on the Committee.

Since the Committee is not an independent legal entity, it is not able to enter into third party agreements, incur financial obligations, accept or administer land trusts or easements, independently apply for grants, or hold or dispose of funds. The Committee currently has no Bylaws or operating guidelines governing the administration of such issues as voting rights, selection of new or replacement Committee members, payment of Committee expenses, authorization for payment of change orders, or notice / scheduling of meetings.

## Strategies

### Management

On June 20, 1996, the Top of the Rockies Scenic Byway Committee met to discuss the strengths and weaknesses of the current Committee structure, and to determine the form of Byway management entity that would best meet the long term needs of the Byway. The meeting was facilitated by Conlin Associates, the consultant group contracted to prepare the Corridor Management Plan. The range of options presented ran from the formation of a Regional Byway Commission, with regulatory authority, to the establishment a Friends of the Byway Association whose principle mandate would be limited to the acquisition and distribution of funds for marketing the Byway.

Consensus was reached that the current IGA structure was well suited to the task at hand: that being the preparation of the Corridor Management Plan, but that the Committee's ability to ensure perpetuation of a Byway management entity, implement the goals of the plan, independently acquire and dispose of public and private funding, enter third party agreements with private sector partners, and pursue and administer preservation measures such as conservation land trusts, recreation easements etc. was limited by the absence of a formal, independent legal entity.

By consensus, the group agreed to recommend to the participating IGA partners, that a management entity based on the following model be formed, and further, they agreed to make the establishment of the management entity the first action plan of the CMP.

### Management Entity Model

The model for the proposed management entity is illustrated on *Table III-A*, and depicts a three tiered organization with the following mission:

1. Act as a grass-roots advocacy group to encourage public awareness and intergovernmental support for implementation of the Corridor Management Plan;
2. Establish and coordinate public / private partnerships to ensure that protection and enhancement of the Byway's resources are considered in all local, state and federal land use decisions;
3. Actively pursue and administer public and private sources of funding for Byway protection, interpretation and enhancement;
4. Initiate and coordinate Byway enhancements and improvements as prioritized in the CMP action plans;
5. Act as a Land Trust to initiate and administer: land acquisitions, exchanges or donations; recreational or conservation easements; sanctuaries or conservation areas etc. to the benefit of the Byway;
6. Monitor, evaluate and update action plans on an annual basis.

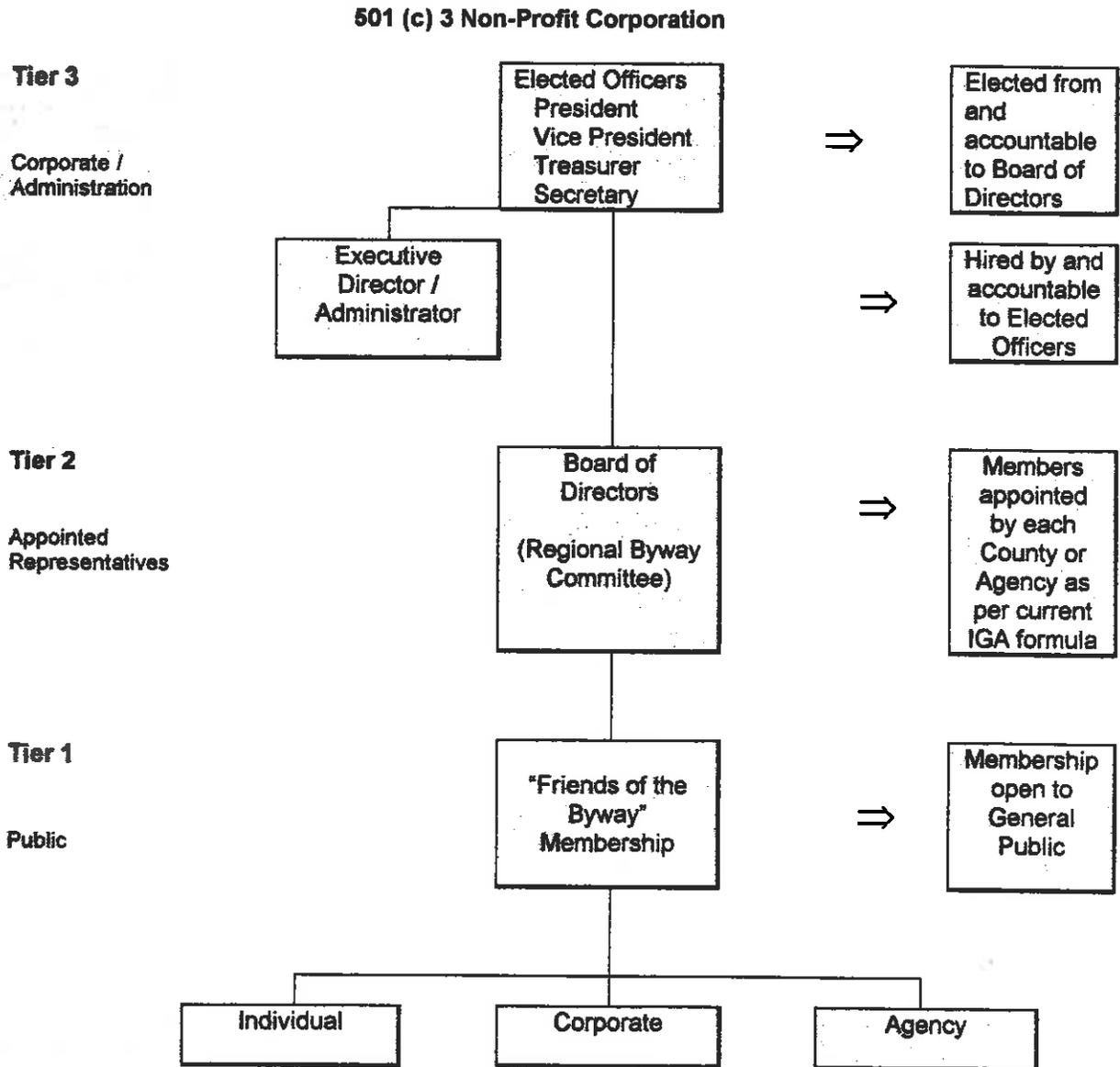
The structure of the management entity anticipates the formation of a 501(c)3 non-profit corporation, to ensure:

- A legal vehicle for perpetuating and sustaining the management entity;
- A clear mission and sense of purpose;
- Assignment of specified roles and responsibilities;
- Bylaws governing the administration of voting rights, selection of new or replacement board members, payment of corporate expenses etc.

# Strategies

## Management

Table III - A Management Entity Model



# **Strategies**

## **Management**

- Exercise of the democratic process through the election of officers;
- Eligibility for public and private sources of funding;

## **Roles and Responsibilities**

### **Tier 1**

The first tier of the organization would consist of the "Friends of the Top of the Rockies Byway", made up of members of the general public, corporate sponsors and partners, agency personnel and other interested parties who share the concern for protecting and enhancing the resources of the Byway. This tier would act as a grassroots advocacy group, providing input and support to the Board of Directors and elected officers. Regular opportunities to comment and advise the board and elected officers would be provided. Membership would be open to any interested party, but would not include voting privileges.

Membership benefits could include: recognition as a Byway supporter, inclusion in Byway promotions and marketing, discounts on the purchase of Byway specific sales items (video and audio tours, interpretive booklets etc.), reduced price to attend special events, participation in an "Adopt a Byway" program, newsletters and other standard membership incentives.

Membership fees, donations, and sale of Byway products could be used to help defray the cost of hiring staff and offsetting the daily operations and overhead of the corporation.

### **Tier 2**

The second tier of the organization would consist of the Board of Directors (formerly the Top of the Rockies Scenic Byway Committee), appointed under authority granted by the current Intergovernmental Agreement (as amended). As dictated in the IGA, each County would appoint four members to the Board, while the Forest Service and BLM would appoint three, for a total of fifteen members.

Recommended roles and responsibilities of the Board of Directors would include:

- Establish the provisions of the organization's charter;
- Establish a corporate mission statement;
- Elect the officers of the 501(c)3 corporation from within the Board of Directors;
- Establish committees from within the Board (Executive, Finance, Land Trust, Nominating, Planning, Marketing etc.) to direct specific tasks;
- Establish an administrative plan which delineates fiscal policy, budgets, financial control, hiring policies etc. ;
- Oversee and coordinate fundraising activities;
- Authorize the distribution of funds;
- Establish, prioritize and update the annual plan of action;

## **Strategies**

### **Management**

- Initiate long range planning efforts;
- Monitor and evaluate the performance of action plans;
- Update the general membership and solicit input on a regular basis.

### **Tier 3**

The third tier of the organization would consist of the elected corporate officers and the executive director, should the officers choose to hire one. The elected officers and staff are the "workhorses" of the organization, and would be directly accountable to the Board of Directors. The officers would be charged with the day to day operations of the organization, and as such, would perform the corporate duties and transactions generally associated with the operation of a non-profit corporation, disperse funding, act as a clearinghouse for Byway information, coordinate activities and events, act as the liaison with jurisdictional agencies as well as the communications link with the public, and act as contact individuals within the organization.

## *Strategies*

### **Protection / Preservation**

#### **INTRODUCTION**

At the heart of any scenic byway are the intrinsic qualities that forge its character. From a federal regulatory standpoint, these scenic, historic, natural, recreational, archeological and cultural qualities must be present in some measure to allow its designation as a byway. More fundamentally, however, it is these qualities that give local people the pride and sense of place that moves them to seek the byway designation, to preserve and showcase the corridor's unique resources and viewsheds.

The Top of the Rockies Byway is blessed with an abundance of resources in each of the six areas of intrinsic qualities. The challenge in creating this CMP was to balance the protection of these intrinsic qualities with the beneficial use and enjoyment of the same resources as well as the accommodation and promotion of tourism and economic development, which are also fundamental elements of a scenic byway. Meeting that challenge was made easier by the fact that all communities and groups along the Byway shared a deep appreciation and respect for the area's natural grandeur, and shared a desire to preserve those qualities for future generations.

#### **Background:**

##### **General**

The Byway covers a large physical area, encompassing a majority of the developable land in Lake County, and in the unincorporated sections of southeastern Eagle and southwestern Summit Counties. Many counties and communities in Colorado have created open space/land protection plans. The process of creating such plans tends to involve a great deal of time and public involvement, and typically includes a site-specific analysis of discrete parcels of land and strategies for their protection. Such an extensive undertaking is not feasible or appropriate in the context of a corridor management plan. What is feasible, however, is a general examination of the types of resources that are in need of protection, and the general strategies that can be used to accomplish that protection. This is the approach that was utilized in creating the protection portion of this CMP.

##### **Public Participation.**

Public input regarding protection/preservation issues was obtained as part of the three general public meetings held in connection with the overall corridor management planning process, as well as the public participation techniques delineated in Appendix D of this CMP. At each of the public meetings the participants were given a survey containing questions related to protection and preservation. Additionally, at each of the meetings a breakout session was held at which participants discussed protection/preservation issues.

The protection/preservation information obtained from the public meetings was informative and indicative of the level of concern over such issues. With respect to the surveys, the participants at two of the three meetings rated preservation of existing view sheds and Byway resources as the most important area of focus in the corridor

## *Strategies*

### **Protection / Preservation**

management planning process. In the third meeting, preservation was rated as the second most important area of focus.

In the public meetings and breakout sessions there were two general goals regarding protection/preservation. First was to provide a brief educational overview of the various techniques that could be utilized in connection with protection efforts. The second goal was to encourage discussion regarding protection needs, and the planning techniques that may be most appropriate to achieve those ends. During such discussions there was not sufficient time to prioritize specific protection opportunities or to determine which techniques would be appropriate for individual applications. Participants did, however, express general views regarding protection needs and preferences. One recurring view was that future additional efforts and greater public involvement would be required in the continuing effort to protect corridor resources.

#### **Identification of Resources.**

As part of the public process the Regional Byway Committee and members of the general public physically toured the Byway and identified 25 specific resources that reflected the intrinsic qualities of the corridor (See Map17, Appendix B). In identifying these resources the participants utilized a resource inventory form, and one of the questions addressed on the form was whether there was a "need for protection" with respect to the resource. Out of the 25 identified resources, eight had comments regarding protection needs. Most of the comments simply reflected the fact that the land involved could be subject to development pressure and/or could be divided into homesites.

It should be noted that the resource identification process described above was not intended to identify the full range of protection needs along the byway, but was rather intended to identify discrete and separately identifiable resource highlights along the Byway. The fact that a particular area was not identified as a specific resource does not imply that the area lacks intrinsic values or does not need to be protected. As noted above and reflected in the Strategies and Recommendations, there may be a need for more site specific identification of Byway resources that are in need of special protection.

#### **Identification of Existing Protection Mechanisms.**

##### **Land Use Regulations.**

The Byway passes through three counties and five individually identified communities. Each of those jurisdictions have in place zoning and other land use controls affecting land proximal or adjacent to the Byway. Information showing the zoning designations applicable to each portion of the Byway, as well as describing the types of activities permitted within each area of designation, is set forth in Appendix B of this CMP. In addition to the general zoning designations mentioned above, Lake County has an additional layer of land use control in the form of a Scenic Conservation Overlay District (SCO), as is also discussed in Appendix B of this CMP. This SCO applies to a specified portion of the Byway within Lake County. The SCO places an additional level (i.e., beyond the otherwise applicable zoning) of primarily aesthetic control on development that occurs in areas subject to the overlay.

## Strategies

### Protection / Preservation

The Byway and areas adjacent to it include the majority of the private land within the communities along the Byway. Consequently, land use control along the Byway is virtually tantamount to overall land use planning of the Byway communities. For that reason, no effort was made within the CMP process to analyze the appropriateness of existing land use controls, or to suggest specific changes to existing land use structures. However, it is a goal of the byway organization to remain actively involved in future community-based land use planning efforts, and to assure that land use controls arising out of that process are consistent with the preservation and protection of Byway resources.

### Public Ownership Status.

As is depicted in the land ownership matrix illustrated on Planning Map 16 in Appendix B of the CMP, a substantial amount of the land adjacent or proximal to the Byway is managed by public agencies, including the US Forest Service, and the Bureau of Land Management (BLM). Within a corridor extending approximately one mile either side of the Byway, approximately 49% of the Byway passes through lands managed by the San Isabel, Arapaho and White River National Forests (See Appendix B; *Table 17*). Approximately 14% of this corridor passes through land that is a part of the Royal Gorge Resource Area of the BLM. Additional land along the Byway is also managed by the Bureau of Reclamation, the State of Colorado, and the U.S. Fish and Wildlife Service.

All of the US Forest Service and BLM land along the Byway is subject to applicable agency management plans. As shown on Map 12 in Appendix B, U.S. Forest Service land is divided into areas with specific management prescriptions that describe the principal purposes for which the area will be managed. Each of these management prescriptions has, among other things, a visual quality standard associated with it which describes how the visual quality of the area will be managed and maintained. The visual quality standards associated with each of the management areas are set forth in Appendix B of the CMP.

In large measure, it appears that the management prescriptions and visual quality standards along the Byway are generally consistent with the preservation of Byway resources. There are several areas, however, such as management prescription 7D (Roundwood Production) and 9B (Increased Water Yield) which encourage tree cutting and other management activities which may be "visually dominant," and thus may be inconsistent with Byway values.

One thing that is certain regarding the public lands along the Byway is that their use and management are not static, but are subject to change. The fact that a particular area is subject to a management prescription that allows visually dominant management activities such as timber clear cutting does not mean that such clear cutting will occur. Similarly, the fact that an area is currently designated in a manner that affords complete protection of Byway resources does not assure that such will continue to be the case in the future. Moreover, public lands can become private through land exchanges or sales, and land that is currently private can be added to the public domain through similar processes.

For the stated reasons, dealing with the public lands adjacent to the Byway is not a

## Strategies

### Protection / Preservation

single activity, but is rather a continuing process. The land management agencies must be made continually aware of the plans and needs of the Byway, and the Byway organization must be actively involved in the periodic updates and amendments of the various management plans. Such activities are discussed further below.

#### Additional Mechanisms for Protection

Several mechanisms for expanded protection of the Byway's resources currently exist along the Top of the Rockies corridor, including the Scenic Conservation Overlay Districts established in Lake County to increase the level of protection afforded to sensitive viewsheds along the roadway, and Summit County's Open Space Program.

In November of 1993 the voters of Summit County approved the creation of an open space program to be funded by a dedicated property tax. This program raises and applies approximately \$740,000 per year to the protection of open space within Summit County. As part of the program Summit County is creating an open space plan which, among other things, identifies specific areas as being priorities for open space protection. The program seeks to use a combination of techniques (e.g., fee acquisition, conservation easements, coordination with land use controls) to accomplish such protection. To the extent that the program focuses its efforts and applies its resources to the portion of Summit County through which the Byway passes, the program may constitute an effective means for protecting the corridor's resources.

### STRATEGIES AND RECOMMENDATIONS

Attached as *Exhibit III-1* is a listing and description of various techniques that have been utilized elsewhere in connection with efforts to preserve and protect scenic and other resources. These techniques were presented in connection with the public meetings referenced previously. As discussed in the recommendations listed below, it will be useful to further explore these techniques and their possible application to specific undertakings in connection with future Byway protection efforts.

#### Coordination With Local Planning.

In any land use undertaking it is important to coordinate efforts with local planning efforts. With respect to a Corridor Management Plan, this is particularly true for several reasons. First, the Byway planning effort spans numerous jurisdictions, and thus coordination between the Byway and local planning efforts also fosters coordination between the various jurisdictions. Additionally, because a byway plan is not a governmental enactment, it does not have the force of law. By coordinating with governmental planning efforts, the Byway can assure that its goals and values are reflected in governmental plans and, if applicable, in governmental land use enactments.

In the case of the Top of the Rockies Byway, there is another important reason for coordination with land use planning efforts, and that reason arises out of the magnitude of the Byway itself. As noted elsewhere in this CMP, the three counties that are home to the Byway are comprised in large part of public lands, and are therefore subject to federal Land and Resource Management planning. In the case of Lake County, a vast majority of the land proximal to the Byway is privately owned, making land use planning

## Strategies

### Protection / Preservation

for the Byway tantamount to planning for all future development in Lake County. As important as the Byway is, it is only one component of a comprehensive land use plan.

Because of the central importance of the Byway to the communities through which it passes, its planning process must be integrally related, both now and in the future, to local land use and other planning activities. Currently, this has been accomplished by the Regional Byway Committee (RBC) working closely with, county planning staffs, local Chambers of Commerce, state and federal agencies, and special interest groups in the creation of this plan. In the future, this effort toward integration will be accomplished by the RBC's continuing involvement in the creation and amendment of master plans of the counties and municipalities along the Byway. In doing so, the RBC will attempt to assure that applicable plans are responsive to the goals and values of the Corridor Management Plan, and that the various intrinsic values associated with the corridor continue to be appropriately protected.

### Coordination With Plans Regarding Private Lands

Stakeholders along the course of the Byway include private entities with the power to significantly alter the character, viewsheds and resources of the corridor. Included within this group are the Climax Mine, Copper Mountain Resort, Vail Associates, and the Twin Ark holding company. Since the Byway Organization has no legal authority over these entities, it is important to establish a close working relationship with them to encourage voluntary cooperation in achieving the goals of the CMP. As an example:

#### Climax Mine

The Climax Mine is owned and operated by the Cyprus/AMAX Corporation, and is located within a capsule of private lands encompassing approximately 14,750 acres in Lake, Eagle and Summit Counties. It is the largest private land holding along the State Highway 91 leg of the corridor. At the current time, properties associated with the Mine are dedicated to mining related uses. At some time in the future, however, the Mine can be expected to cease operations, and at that time the land associated with the mining operation may become available for other uses.

Because of the large size and prominent location of the Mine and associated lands, the ultimate disposition of the property will be of significant consequence to the Byway. Because of this, the Byway organization will maintain close contacts with the Mine.

#### Recommendations

- Provide the Mine with notice of any activities affecting the Byway, and inviting the Mine to participate in such activities.
- Participate in future planning process having to do with the Mine, including planning regarding reclamation and related activities.
- Work with the Summit County Open Space Program to the extent that the program addresses issues related to the Mine.

## *Strategies*

### **Protection / Preservation**

#### **Coordination with Public Land Management Agencies.**

As discussed previously, significant amounts of land proximal to the Byway are under federal jurisdiction, with the U.S. Forest Service and BLM being the largest land managers along the corridor. A positive aspect of this situation is that federal ownership currently provides a significant degree of protection for the scenic and other values of the Byway. A troubling aspect of public lands, however, is that their future can never be fully known. With private lands, the purchase or placement of a perpetual conservation easement on the land can provide a degree of certainty regarding future protection of resources. In the case of public lands, however, the agencies are typically not permitted to make permanent commitments. Rather, the land undergoes a perpetual series of periodic planning updates and amendments. During any one of these processes it is possible that changes in policies with respect to the public lands could affect the integrity of the Byway. Additionally, public land can, under various circumstances, be sold or exchanged into private ownership; a situation which could also affect the Byway.

In order to deal with this ever-changing nature of public lands, the Byway organization must commit to having a continuing presence in activities relating to public lands along the Byway. This presence will include the critically important step of assuring that present and future public lands managers are familiar with the CMP and the needs of the Byway. This is particularly true in connection with the ongoing BLM and Forest Management Plan Amendment processes that are presently occurring in the Royal Gorge Resource Area and the San Isabel, Arapaho and White River National Forests.

#### **Recommendations**

- Seek to assure that visual quality standards are maintained, or in some cases altered, so as to protect Byway values.
- Identify land tenure adjustments that reconfigure public lands along the Byway in manners that help protect corridor resources.
- Encourage Public Land Agencies to create a special scenic byway management areas, which areas will afford additional protection of Byway values.

### Protection / Preservation

#### **Exhibit III-1**

#### **Tools and Techniques for Byway Protection**

##### **Identification of Techniques for Resource Protection.**

There are a great number of tools and techniques that can be utilized for the protection of byway assets. They range from approaches as unobtrusive as increasing education and awareness, to those as powerful as land use controls and land purchase. The selection and application of these techniques may vary along the course of the Byway in response to community needs. There are at least two distinct reasons for addressing such strategic tools within the context of a Corridor Management Plan. The first is to assure that those involved in the process are aware of the full range of possibilities, and are thus in a position to make informed decisions regarding protection strategies. The second is to involve the public as partners in the process, to solicit their opinions regarding which techniques and approaches lead to land use decisions that achieve mutual benefit and are consistent with the goals and objectives of the Corridor Management Plan.

#### **A. NON-REGULATORY APPROACHES**

##### **1. COMPLETE ACQUISITION OPTIONS**

###### **a. Fee Simple Acquisition**

Fee simple acquisition is the ownership of all rights to the land. There are numerous organizations and land trusts, as discussed below, that acquire land in fee simple and then either hold the land in perpetuity, or transfer it to a governmental entity or community. Additionally, more and more communities are directly acquiring land for open space protection or other purposes, and are utilizing dedicated funding sources, such as from a special sales or property tax.

Because most byways include a great deal of private land, a community should carefully prioritize which land, if any, should be purchased in fee simple. For this reason, a detailed inventory of properties and their scenic qualities should be completed in connection with an acquisition program. Communities commonly choose fee simple acquisition when a property is in immediate danger of being developed, when no other protection strategies are adequate or in place, or when there are other public benefits to owning the property.

###### **b. Land Trusts**

Land Trusts are becoming increasingly popular vehicles for the protection of byways. Land trusts are local, regional, or national nonprofit organizations directly involved in protecting important land resources for the public benefit. Land trusts are non adversarial and work cooperatively with landowners and government agencies. Colorado currently has approximately 29 land trusts operating within the state. Land trusts protect land permanently and directly. They accept donations of properties, buy land, or help landowners establish legal restrictions that limit use.

## Strategies

### Protection / Preservation

Many communities are recognizing that land trusts are often working toward the same goals as are the communities, and can be excellent sources of funding and expertise. Government entities can enter into partnerships with land trusts by which both parties pursue mutually beneficial goals. Frequently land trusts will act as a broker in putting together land acquisitions for a governmental entity. Additionally, land trusts and governmental entities may pool their funds to accomplish that which neither could do alone.

#### c. Time Buyers

In the event that a jurisdiction is not able to acquire an interest in land due to a lack of funds or other resources, the following strategies may create enough time for the jurisdiction to act.

(i) **Options.** Purchasing an option to buy property or an easement at some future date may offer a jurisdiction the time to raise the necessary funds. Purchasing an option prevents others from purchasing the property in the interim.

(ii) **Rights of Refusal.** Acquiring the rights of the first refusal allows an entity first opportunity to accept or refuse to purchase a property when it comes up for sale. A jurisdiction may want to use this strategy in a "wait and see" situation, or to delay purchasing a property until absolutely necessary.

(iii) **Lease/Management Agreements.** A jurisdiction may be able to lease the property until funds can be raised for its purchase.

#### d. Landbanking

At times communities will buy land prior to formulating a specific intention as to the use of the land, and hold the land in a so called "bank" pending a decision on the land use. Typically a community will follow such an approach when land is currently available, but may not be so in the future. When a decision is ultimately reached as to the use of the land, the community can either commit it to a specific public purpose or sell the land.

## 2. PARTIAL ACQUISITION OPTIONS

### a. Easements/PDRs

Easements involve the acquisition of limited rights to, or interests in, property. A conservation and/or scenic easement is probably the form of easement a community can best use to protect its byway. These easements limit the manner in which the property can be used in order to preserve certain qualities and features. Each easement's restrictions are tailored to the particular property and to the interests of the individual owner. Easements can be purchased or donated. In the case of donations, the property owner will frequently be able to take advantage of tax benefits that stem from making the donation. Easements can be permanent or temporary, and are binding on the subsequent owners of the property.

## Strategies

### Protection / Preservation

After a conservation easement is placed into effect, the land owner retains responsibility for managing and paying taxes on the land. The easement merely provides that the land owner cannot further develop the land in a manner inconsistent with the conservation easement. The easement may be held by a government entity or a private land trust. Easements are similar in function to Purchase of Development Rights (PDR), by which a jurisdiction provides compensation to landowners who effectively voluntarily sell the unused development rights of their land.

#### **b. Purchase and Sellback/Leaseback Agreements**

A jurisdiction may purchase property in fee simple, place development restrictions on the land, and then resell or lease the property back to private owners. The sellback/leaseback would typically be at a lower price, since the use of the land is restricted. Sellback/leasebacks avoid the loss of tax revenue and reduce management costs for the jurisdiction while still protecting the property. A jurisdiction may choose this option to protect a scenic byway when property is in immediate danger of being developed and the owner is not interested in granting a conservation easement.

#### **c. Deed Restriction/Covenants**

Owners of land can voluntarily place a restriction on the future use of the land by way of a covenant or a notation on the deed. These restrictions can best be thought of as a contract between the owners of related tracts of land. When recorded in the real property records, these restrictions continue to affect the land, even when ownership changes. The restrictions can only be enforced by the owner of the benefited land (e.g. other land in the same subdivision), and they will lapse if they are not continually enforced.

### **3. OTHER NON REGULATORY OPPORTUNITIES**

#### **a. Land Exchanges**

Both the Bureau of Land Management ("BLM") and the Forest Service ("USFS") own huge tracts of land in Colorado. Both agencies have exchange programs by which they trade federal lands for non-federal lands of equal value. Communities can use the exchange programs in several ways. First, they can work with the federal agency involved to attempt to cause the agency to acquire land that the community wishes to have protected (e.g., land along a byway). Second, they can attempt to convince the agency not to trade away land that the community wishes to keep undeveloped.

#### **b. Work With USFS/BLM**

The BLM and USFS have programs by which they can designate certain roads as having scenic or historic qualities. In Colorado there has been a fair amount of cooperation between the agencies and the state byway program, and consequently all of the BLM/USFS byways are also state designated byways. When a byway passes through agency land, the community can make efforts to work closely with the agency involved to assure that the agencies' activities and visual quality standards are consistent with byway values. The agency may agree to create a special area along the byway, which may offer

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### **Protection / Preservation**

a higher degree of visual protection. Additionally, the community and the agency may choose to enter into a memorandum of understanding which sets forth their respective responsibilities with respect to byway protection.

#### **c. Recommended Design Guidelines**

Design guidelines can offer assistance in the sensitive treatment of development with regard to historic resources, landscapes and commercial areas. Recommended guidelines promote awareness of the details that make such resources special. They can recommend appropriate signage, landscape material, and site plan design. Such guidelines are voluntary and are most effective when developed through community consensus by a qualified professional. In order to assist a developer in meeting design guidelines, a community may provide technical assistance in a variety of ways including opportunities for free consultation and/or providing guidebooks.

#### **d. Interpretive Information**

Education of the community and the public at large is a very important component for the protection of special landscapes. In order to encourage ownership and an understanding of the value of these landscapes some communities have created educational materials for those enjoying the scenic byway. Opportunities for interpretive materials include signs at pullouts, brochures, and driving tours.

#### **e. Notification Program**

Owners who are made aware of important scenic/historic resources on their properties may be willing to protect them once they have learned of their existence and significance. Notification generally consists of a brief letter describing why the property is significant and a follow-up-visit to answer questions. Although entailing no actual agreement, notification can be an important first step in establishing a good relationship with a property owner.

#### **f. Historic Landscapes/Heritage Areas**

The Colorado Historical Society takes a broad view of historic preservation that includes historic landscapes, which include "cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or aesthetic values." Additionally, Colorado is currently developing a state Cultural Heritage Area Program that will provide technical assistance to areas with cultural resources. By combining a byway with programs involving historic landscapes and cultural heritage, additional tools may be available for protection, including funding through the Colorado Historical Society Gaming Fund.

#### **g. Inventory/Protection Plan.**

A byway organization cannot make thoughtful decisions regarding the protection of the byway's resources unless and until it knows what those resources are. Toward that end, byway organizations may conduct an inventory of their resources. Such inventories can be extensive and expensive, such as conducting a full biological study of all wetlands within a certain area. At the other end of the spectrum, the inventory can be as simple as polling the public as to which resources are most important to them. To the extent that the

## Strategies

### Protection / Preservation

byway wishes to conduct a protection program, the inventory can include the application of specific criteria to the resources, so as to prioritize the resources most in need of protection. A protection plan can then utilize that information to decide upon action items directed toward protecting specific resources.

#### **h. Limited Development**

Sometimes a byway's resources can be protected by simply developing them in a way that does not damage the intrinsic value involved. Housing can be placed in the trees at the edge of a meadow so as to protect the open views. Development can be placed outside of wildlife corridors so as to allow wildlife migration. Frequently these ends are achieved by land use regulations, discussed below. In other situations, however, property owners will develop their land in a protective manner if the community communicates the need and recognizes the contribution of the developer, even without the need for regulation.

### **B. REGULATORY APPROACHES**

#### **1. ZONING ORDINANCES**

##### **a. General**

Zoning is a set of rules enacted by local jurisdictions to guide land use and development. It is a legal and enforceable mechanism for achieving orderly land-use relationships. Zoning identifies acceptable uses (commercial, agricultural, residential) that may occur in a given district or zone. Within zones, various construction and development restrictions are specified, such as minimum lot size, set-backs from property lines, building heights, floor-area ratios, slope restrictions, and access. Zoning is one of the most commonly used tools for the protection of byways. (It should be noted that federal agencies may not recognize local zoning.)

##### **b. Overlay Zones**

Overlay zones are often applied to protect special resources such as geographic or cultural features. An overlay zone does not affect the density or use regulations present under existing zoning; rather it is superimposed over a community's existing zones, creating an additional set of requirements to be met when the special resources protected by the overlay would be affected by a proposed change.

The ability of a zoning overlay to protect a byway depends upon the strength of the ordinance and dedication to implement it. Some overlays are general in their application, and provide little guidance as to what is, or is not, acceptable development. Other overlays layout specific acceptable criteria and include special review committees to ensure that the proposed development meets the criteria. Some communities have created special review boards or commissions to review site plans for development along byways to ensure compliance and make recommendations.

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#### c. Performance Zoning

Performance zoning utilizes "targets" for permissible impacts, rather than densities or similar measures. This method effectively puts the burden of mitigating impacts on the developer. A developer creative enough to mitigate impacts has more freedom in the design and development. For example, a jurisdiction might specify maximum levels of pollution or cars per highway mile as targets. A developer must create a development plan that will keep those pollution or traffic levels within permissible levels.

#### d. Large Lot/Agricultural Zoning

Often communities will use large-lot zoning (80 acre lots for example) with the goal of slowing development and preserving agriculture and open space. Large-lot zoning however, often disperses development and increases demand for services so that, in the end, it may actually increase, rather than mitigate, the effects of development. This zoning may also come into conflict with the cluster zoning protection technique discussed below.

#### e. Cluster Zoning

Zoning ordinances may make provisions for development clustering. For example, instead of placing one house in the middle of a large 10 acre lot, several houses might be clustered on three acres away from the road or buffered from the road by trees or topography, while the remaining acres are kept as open space to preserve the scenic quality of the corridor.

#### f. Planned Unit Development (PUD)

A PUD is essentially a "free zone" in which a developer has the flexibility to design developments without the structure of existing zoning regulations. In exchange, the developer must submit to stringent site plan review from the local government. Unlike traditional zoning which separates uses (residential from commercial for example) a PUD may contain a variety of appropriate mixed uses, such as residential with retail or light industrial. When approving a PUD, a jurisdiction may identify natural resources it wishes to protect and require a developer to integrate those resources into the site plan. For example, a jurisdiction could allow smaller lot sizes in exchange for areas of open space. In regard to byway protection, a jurisdiction may apply development criteria similar to those laid out in zoning overlays. A community might also apply something like the "density bonus" technique used by Austin Texas, where the developer has the option to increase density by meeting extra scenic conservation criteria.

## 2. OTHER LAND USE CONTROL OPTIONS

### a. Subdivision Regulations

Subdivision ordinances generally set forth engineering requirements for a subdivision, such as setbacks, sidewalks, sewer lines, signs, drainage systems and street widths. In Colorado, subdivision ordinances apply to any subdivision less than 35 acres. These ordinances can be expanded to require a developer to protect outdoor resources such as scenic vistas, watershed areas, or open space. Subdivision regulations may also call for

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cluster development, which is described above.

#### **b. Environmental Ordinances & Conservation Areas**

Some communities designate conservation areas and create additional protective measures for environmentally sensitive areas. Federal environmental regulations require the cooperation of local governments in implementing programs such as under the Clean Air Act. Communities can use federal regulations as the impetus, as well as a guideline, to implement local protective ordinances that go beyond federal requirements. In Colorado, communities have followed this approach in adopting their own wetland protection ordinances that supplement existing federal standards.

#### **c. Transfer of Development Rights (TDR)**

A TDR program allows the unused density from certain "sending" parcels to be transferred to "receiving parcels." The receiving properties will then be permitted a maximum density over and above the otherwise applicable zoning maximum-usually in the range of 25%. A developer, for example, may purchase the development rights of a property located in a designated no-growth zone and transfer the development rights to a designated receiving zone for credits such as an increase in allowable density, increase in height, or a special use not ordinarily allowed. Although set up by a jurisdiction, a TDR program typically relies on free market exchange. Therefore, a property in the receiving area must have a relatively high value and enough demand to make purchasing additional development rights profitable. A TDR program is highly complex and requires an experienced staff to create and maintain. Generally it is suggested that a community pursue this option only if there is a sophisticated planning process already in place.

### **3. OTHER REGULATORY APPROACHES**

#### **a. Sanctuaries for Existing Land Uses**

New development, attracted to the lower prices of open lands, frequently has the effect of pushing out existing uses that generate noise or unpleasant odors. In the case of agriculture, noise from heavy equipment and odors from fertilizer have promoted restrictive ordinances or nuisance litigation from newcomers. One way to protect existing uses is to establish a "right to operate" ordinance that protects them against rezoning or nuisance suits. Right to operate ordinances will put developers on notice that existing uses cannot be forced out by new development. Sanctuaries can also encourage industrial or other uses to remain where they are instead of relocating to pristine areas.

#### **b. Capital Improvement Policies/Adequate Public Facilities Ordinances**

In order to realize a profit, most developers depend on some publicly provided capital improvements. Capital improvements include sewage systems, water lines, roads, sanitation facilities, and schools. A jurisdiction can often control the direction of development by setting up a schedule detailing when and where capital improvements will be made. For example, some jurisdictions have simply designated a boundary around an urban area beyond which no public facilities will be extended. A capital improvement policy does not prohibit development beyond the boundary, but any development would be

## *Strategies*

### **Protection / Preservation**

required to provide water and sewer services. In order to reinforce a capital improvements policy, a jurisdiction could also require a developer to provide assurance that any new development would be served by adequate public facilities. Public facilities include, but are not limited to, any of the capital improvements mentioned above as well as fire and police services, parks, and an adequate water supply.

#### **c. Exactions Or Dedications**

Many jurisdictions currently require either the dedication of land or exactions (fees) from developers to help relieve the strain put on existing public and recreational facilities by new development. This is often referred to as having new development "pay its own way." It is possible to require a developer to dedicate land, or pay funds to the jurisdiction for preservation of byway resources. It is imperative that the jurisdiction that collects exactions uses the funds solely to relieve impacts substantially related to the new development.

#### **d. Comprehensive Planning**

Planning provides an organized approach to using land and protecting scenic resources. Zoning ordinances are often prepared as enactments of a comprehensive plan, which, where faithfully carried out, sets goals and priorities for community development. A comprehensive plan, also known as a master plan, is a community's blueprint for the future, specifying actions that make the community a good place to live, work, and visit. Because byways often cut across jurisdictional lines and include many complex land use issues, the planning process is an integral tool to creating scenic protection mechanisms. A comprehensive plan is often the foundation for any of the land protection and development regulations a community may enact.

It is important to realize however, that the comprehensive plan is a conceptual tool for organizing and prioritizing, not the mechanism to enforcement. Comprehensive plans, therefore, rely upon ordinances and other regulatory techniques to ensure protection. Many communities' scenic protection choices are generated when a community takes a comprehensive look at its resources and creates short and long term goals and objectives for these lands.

#### **e. Intergovernmental Agreements**

Because scenic byways often cross jurisdictional boundaries, intergovernmental agreements may be critical to ensuring that protection techniques are uniformly adopted and enforced. The use of a design review commission (or board) with representatives from each jurisdiction, is one way in which communities can work together to design and implement protection strategies.

# Strategies

## Funding

### Introduction

From its inception, the Top of the Rockies Scenic and Historic Byway project has been largely a volunteer effort on the part of the general public and the Regional Byway Committee, supported by planning staff working under the existing budgets of each of the participating counties and agencies. No line item on any county or agency budget is currently dedicated solely to perpetuation of the goals and objectives of the Byway.

The Top of the Rockies Scenic and Historic Byway Committee has been the grateful recipient of several ISTEA "Transition Year" and a Colorado State Historical Society Grant that have supported: the preparation of the Top of the Rockies Corridor Management Plan; a preliminary feasibility report on the most suitable location for an interpretive center in Lake County; architectural design of the interpretive center; and funding for Byway marketing. Matching funds for these grant dollars have come from the participating Byway counties.

These volunteer efforts and capital infusions, while critical to the initial designation and planning of the Byway, were time dependent and limited in scope and application. As such, they cannot be counted on to perpetuate the long term goals of the Corridor Management Plan or to carry out the administration, marketing, monitoring, evaluation and annual revision of CMP action plans.

Funding needs are seen as falling into two distinct categories:

- 1) *Project Administration*, and;
- 2) *Action Plan Implementation*.

Sources of State and Federal aid as well as foundation grant funding, while well suited to the implementation of discrete, fixed term, well defined projects or action plans, will typically not cover costs associated with the long term administration of a project. Should the management entity elect to expand beyond a purely volunteer base and hire an Executive Director or staff to handle the day to day administration of the project, initiate and facilitate training programs, manage construction projects, administer and distribute grant funding, administer land trusts or easements, implement and track marketing and promotional efforts, act as a contact person / liaison for the management entity, prepare and submit grant proposals etc., a dedicated source of revenue to pay all or a portion of associated costs will be required.

The Byway Management Entity will be responsible for securing the funding necessary to ensure a self sustaining organization, and implement specific action plans within the context of the CMP. The following strategies are recommended:

### Recommendations

#### Project Administration

A limited number of dedicated revenue sources are available for the administration of the Corridor Management Plan. These sources include, but are not limited to:

#### Line Item Budgeting

The addition of a line item in the general budget of each participating county or agency to provide the cost of administering the Byway and implementing the Corridor

## Strategies

### Funding

Management Plan. Since the addition of the Byway administrator would represent an expansion of existing community services, limitations of the Tabor Amendment and general budgetary constraints could make line item budgeting out of the general fund difficult.

Line item budgeting can also take the form of a commitment of planning or administrative staff time, within existing budgets, to the tasks of implementing the goals and objectives of the Byway.

#### Dedicated Taxes

Communities across Colorado are faced with the common problem of how to fund indirect or non-revenue generating programs, such as bike trails, scenic byways or the acquisition of open space. Many communities have committed to the institution of tax funding vehicles to secure a predictable and dependable source of revenue to ensure perpetuation of these valuable programs.

Throughout the State, a number of counties, cities and towns have created dedicated tax funding for programs as varied as: the acquisition, management, administration and maintenance of recreation corridors and open space; the development of parks and trails; the preservation of historic sites; initiation of environmental education programs; habitat restoration projects; and the upgrading of land management programs. In Lake County for example, a lodging tax supports marketing efforts, while in Summit County an extended mill levy supports the acquisition of open space. Revenue sources have traditionally included; dedicated sales tax, a percentage of real estate transfer fees, or dedicated mill levy assessments, and generally involve voter approval. (The passage of the Tabor Amendment prohibits new real estate transfer taxes, even with voter approval)

*Exhibits III-2 and III-3* provide examples of municipalities and counties who have initiated such programs, as well as estimated revenues generated from their implementation, and the allowable use of tax revenues.

Once formed, the Byway Management Entity will explore the legal avenues and political realities of tax support for administration and perpetuation of the Corridor Management Planning Goals.

#### Project Implementation

A number of funding sources are available for the implementation of CMP Action Plans, including but not limited to:

#### Exactions / Impact Fees

New development along the Byway can result in detrimental changes to the scenic landscape and place a burden on its existing public and recreational facilities. Many jurisdictions require either the dedication of land or exactions (fees) from developers as a means of mitigating negative impacts. The dedication of land for: the creation of visual buffers and open space; the preservation of viewsheds; the creation of parks; or the preservation of traditional recreational access points can be required. In lieu of dedicating land, the developer may also pay into a separate fund dedicated solely to relieving impacts related to new development. In cooperation with the jurisdictional

## Strategies

### Funding

agency, these funds could be channeled to protect and enhance the resources of the Byway that are directly jeopardized by the development.

#### **Government Grant / Assistance Sources**

There are a number of sources of funding and technical assistance available at the state and federal level that may be applicable to the implementation of CMP Action Plans. These programs range from US Forest Service and Bureau of Land Management Challenge Grants, to programs supporting the arts or the planting of trees along visually sensitive areas of the corridor. A partial listing of state and federal programs that might be put to use along the Top of the Rockies Scenic and Historic Byway is illustrated in *Exhibits III-4 A - D*

#### **Private Foundations**

An inventory of private foundations that may provide financial support for specific action plans along the Byway is listed in *Exhibits III-5 A and B*.

#### **Corporate Support**

Financial support may be garnered from local corporations with direct ties to the Byway, such as Cyprus / AMAX (Climax Mine), ASARCO or Copper Mountain, who share the desire to protect, enhance and utilize the resources of the Byway. Other Colorado based corporations have special grant programs for application within the state. A partial inventory of these programs is listed in *Exhibit III-6*.

#### **Private Donations**

Tax deductible private donations of land or cash could be received by a 501 (c) (3) non-profit corporation if such provisions were provided for in its charter.

#### **Sales**

Sales items such as video and audio tours, posters, T-shirts, booklets etc. could be generated by or under authorization of the Management Entity for sale to visitors and local residents.

#### **Fund-raisers**

Fundraising events, such as music, craft or cultural events along the Byway could be sponsored or partnered by the Management Entity for the purpose of funding specific action plans.

#### **Partnerships**

Partnerships with private sector partners along the Byway, such as the proposed Byway / Climax AM radio message atop Fremont Pass can be used to leverage limited funds.

# Strategies

## Funding

### Exhibit III- 2

City / Town Programs supported by a dedicated tax revenue source.

## City / Town

### City of Aspen

Type of Tax: 1% sales tax

Estimated Annual Revenue: \$3 million - \$1 million available for parks, trails and open space

Use of Tax: Acquisition and maintenance of parks, trails and open space

### City of Boulder

Type of Tax: 73/100 % sales tax

Estimated Annual Revenue: \$12-15 million

Use of Tax: Acquisition and maintenance of open space

### Town of Crested Butte

Type of Tax: 1.5% real estate transfer tax

Estimated Annual Revenue: \$150 - 200,000

Use of Tax: Acquisition and maintenance of open space outside corporate limits of town

### City of Fort Collins

Type of Tax: 1/4 of 1% sales tax

Estimated Annual Revenue: \$2.5 million

Use of Tax: Open space acquisition, habitat enhancement, environmental education, upgrade land management programs

### City of Lafayette

Type of Tax: 1/4 of 1% sales tax

Estimated Annual Revenue: \$300,000

Use of Tax: Open space acquisition

### City of Louisville

Type of Tax: 3/8 of 1% sales tax

Estimated Annual Revenue: \$500,000

Use of Tax: Open space acquisition and maintenance

### Town of Telluride

Type of Tax: Anticipated: 20% of property, sales, real estate transfer and business license tax

Estimated Annual Revenue: \$750,000

Use of Tax: Open Space Acquisition

### City of Westminster

Type of Tax: 1/4 of 1% sales tax

Estimated Annual Revenue: \$1,000,000

Use of Tax: 50% open space acquisition and maintenance, 50% parks and recreation

# Strategies

## Funding

### Exhibit III- 3

County Programs supported by a dedicated tax revenue source.

## Counties

### Boulder County

Type of Tax: 1/4 of 1% sales tax

Estimated Annual Revenue: \$5,500,000

Use of Tax: Corridor, buffer, wildlife habitat and trail development

### Douglas County

Type of Tax: 1/6 of 1% sales tax

Estimated Annual Revenue: \$2,000,000

Use of Tax: Open space acquisition, active recreation, give-back to towns, maintenance and administration

### Jefferson County

Type of Tax: 1/2 of 1% sales tax

Estimated Annual Revenue: \$20,000,000

Use of Tax: Preservation of natural and historic areas, trail development, parks and recreation development

### Larimer County

Type of Tax: Proposed 1/4 of 1% sales tax

Estimated Annual Revenue \$4,000,000

Use of Tax: Acquire and maintain open space, implement Park and Rec. master plan

### Pitkin County

Type of Tax: Mill levy: adjusted annually to maintain constant revenue of \$1.5 million

Estimated Annual Revenue: \$1,500,000

Use of Tax: Acquire, preserve, maintain and manage open space and trails

### Summit County

Type of Tax: Extended current Mill Levy

Estimated Annual Revenue: \$700,000

Use of Tax: Open space acquisition

# Strategies

## Funding

### Exhibit III- 4 A

### Funding Sources: Government Grant / Assistance Sources

#### Arts in the Community

Colorado Council of the Arts (CCA)  
State of Colorado

Purpose:

Expression of unique culture, history and architecture - foster awareness and respect for diverse cultures

Eligible Activities:

Imaginative projects involving as broad a public as possible - artists and non-artists working together in the process of community building

Eligible Applicants:

Non-profit, tax exempt Colorado Corporations or government agencies

Funding Structure:

Award contracts up to \$10,000 as part of a total budget, balance in whole or part may be contributed goods and services

#### The Colorado Enhancement Program

State of Colorado  
Department of Transportation

Purpose:

Emphasize transportation improvements on alternative modes of travel and create exciting new opportunities for multi-modal, environmentally responsive transportation

Eligible Activities:

Facilities for:

- 1) Pedestrians and bicycles
- 2) Acquisition of scenic easements and scenic or historic sites
- 3) Scenic or Historic Highway programs
- 4) Landscaping or other scenic beautification
- 5) Historic Preservation
- 6) Rehab and operation of historic transportation buildings, structures or facilities

7) Preservation of abandoned railway corridors - rail to trail conversions

8) Control and removal of outdoor advertising

9) Archeological planning and research

10) Mitigation of water pollution due to highway runoff

Eligible Applicants:

Federal, tribal, state and municipal government agencies - private non-profit and civic organizations are encouraged to partner with government agencies.

Funding Structure:

Qualifying projects may receive up to 80% federal funding depending upon availability of funding

#### Colorado Greenway Project

Colorado Department of Parks & Outdoor Recreation  
State of Colorado

Purpose:

Funding for construction of motorized and non-motorized recreational trails

Eligible Activities:

Construction of motorized and non-motorized recreational trails consistent with state statutes and trails program policies. Trails must be located within designated first or second priority recreation trails corridor

Eligible Applicants:

Cities, towns, counties or other political subdivisions of the state with commitment to and resources for administration of a parks / recreation program

Funding Structure:

Sponsors will be reimbursed 50% of all eligible expenses up to the approved grant amount

## Strategies

### Funding

#### **Exhibit III - 4 B**

##### **Fishing Is Fun**

Colorado Division of Wildlife  
State of Colorado

Purpose:

Provide funding for projects that benefit Colorado fisheries or fishermen

Eligible Activities:

Construction activities such as fisherman parking, vegetation clearing for access, path building, boat ramps, interpretive signing, piers, leases and easements, habitat improvement, riparian land acquisition requiring agreement for long term fisherman access, and restrooms that are an integral part of the fishing access project.

Eligible Applicants:

Local governments, educational institutions, conservation organizations and other non-profit groups

Funding Structure:

Minimum 25% match required - cannot be federal funds. Cash or in-kind appropriate

##### **Colorado Open Lands (COL)**

Non-Profit Land Trust

Purpose:

Preserve lands high on the public agenda for parks, recreation or buffers between communities

Eligible Activities:

Work out ways for local people to achieve their open land objectives: Transfer of development rights; tax incentives; conservation easements and other voluntary techniques; tax free interest payments to lower sales prices etc.

Eligible Applicants:

Local governments, recreation districts or other local interest groups

##### **Grants for Public Works & Development Facilities**

Economic Development Administration  
US Department of Commerce

Purpose:

Construction of public facilities to initiate and encourage creation of permanent private sector jobs in geographic areas where economic growth is lagging behind the rest of the nation - must be compatible with Overall Economic Development Programs (OEDP)

Eligible Activities:

Public facilities such as:

Water and sewer systems; access roads to industrial parks; railroad sidings; public tourism facilities

Eligible Applicants:

Towns, counties, states and other political subdivisions and private or public non-profit organizations representing a redevelopment area or a designated economic development center

Funding Structure:

50% minimum, 40% in areas included in economic development districts. Less in areas of very high unemployment

##### **Land and Water Conservation Fund (LWCF)**

Division of Parks and Outdoor Recreation  
State of Colorado

Purpose:

All projects must be in the public interest for parks and outdoor recreation

Eligible Activities:

Projects may include: acquisition of land, waters or development of outdoor recreation facilities for individual active participation

# Strategies

## Funding

### **Exhibit III-4 C**

#### Eligible Applicants:

Counties, towns, recreation districts, school districts, state agencies or Indian Tribes

#### Funding Structure:

Up to 50% reimbursement of eligible expenses after final inspection, contract compliance and audit of expenditures

#### **Off Highway Vehicle Recreation Fund Colorado State Parks**

#### Purpose:

Enhance motorized trail recreation opportunities across Colorado

#### Eligible Activities:

Trail repair, construction, re-routing, motorized brochures, signs, maps, and video's

#### Eligible Applicants:

Non-profits or government agencies

#### Funding Structure:

No match for non-profits; 50% match for government agencies

#### **Resource Conservation and Development US Soil Conservation Service (SCS)**

#### Purpose:

Assist local people in initiating and carrying out long range programs of resource conservation and development, rural and economic development

#### Eligible Activities:

Economic development; safeguard the environment; water quality; recreation; and improving the standard of living

#### Eligible Applicants:

Local government, special districts or SCS

#### Funding Structure:

75% local match required.

#### **Rivers Trails and Conservation Assistance Program (RTCA)**

Department of the Interior  
National Park Service

#### Purpose:

To advocate and assist community-based conservation action

#### Eligible Activities:

Creation of systems of greenways, trails and river corridors as tools for protecting large landscapes and providing recreation close to home - protect ecosystems and enhance communities of which national parks are a part

#### Eligible Applicants:

Local Governments and agencies and citizen groups

#### Funding Structure:

In kind match; technical assistance only

#### **State Historical Fund Colorado Historical Society State of Colorado**

#### Purpose:

To foster heritage preservation through tangible and highly visible projects for direct and demonstrable public benefit

#### Eligible Activities:

Acquisition of designated property; preservation of information to public regarding designated buildings, properties or sites; survey and planning that lead directly to designation or protection of significant historic buildings, sites or districts

#### Funding Structure:

Applicants are expected to share in the cost of the project.

## Strategies

### Funding

#### *Exhibit III - 4 D*

##### **Tree Planting Program**

Colorado Parks and Recreation Association  
Foundation  
Colorado State Forest Service

##### Purpose:

In partnership with Colorado RELEAF and Global RELEAF - tree planting program to help promote and preserve the beauty of Colorado

##### Eligible Activities:

Tree planting in public parks or other public areas maintained by a public agency

##### Eligible Applicants:

Towns, counties, recreation districts, park and recreation departments and community groups

##### Funding Structure:

Program provides up to 50% (up to \$500 per project) and must be matched equally by new funds (not currently budgeted) raised in the community

##### **Watershed Protection and Flood Prevention Loans**

Rural Development Administration (RDA)  
Farmers Home Administration (FmHA)

##### Purpose:

To provide loan assistance to sponsoring local organizations in authorized watershed areas

##### Eligible Activities:

Provide a share of watershed projects for flood prevention, irrigation drainage, water quality management, sediment control, fish and wildlife development etc. Total amount of loans outstanding in any one watershed cannot exceed \$10,000,000

##### Eligible Applicants:

Municipal corporations, soil and water conservation districts, not for profit groups

with authority under state law to obtain, give security for and raise revenues to repay the loan and to operate the facility

# Strategies

## Funding

### Exhibit III - 5 A Funding Sources: Private Foundation<sup>2</sup>

#### El Pomar Foundation

Eligible Activities:

Activities that take place in the state of Colorado

Eligible Applicants:

Tax exempt Colorado organizations

#### Frost Foundation Ltd.

Purpose:

Long range development of social service and humanitarian needs, the environment and educational programs

Eligible Activities:

Seed money / start up funds, matching funds, pioneering model programs which have potential for wider service or educational exposure than an individual community

Eligible Applicants:

Within the US; 501 (c) (3) designation which provide social service, humanitarian, environmental or educational needs

#### Gates Foundation

Purpose:

Activities that will promote the health, welfare and broad education of mankind by means of research, grants, publication.

Eligible Activities:

Include, but are not limited to:  
Community arts, cultural activities and historic preservation; conservation and outdoor recreation; urban and mountain parks and USFS trail systems; economic development

Eligible Applicants:

Only Colorado Organizations with properly documented tax exempt status. Expect strong support from the community.

#### Helen K. and Arthur E. Johnson Foundation

Purpose:

To assist organizations that sponsor worthy projects in an attempt to solve community problems and enrich the quality of life for Colorado citizens.

Eligible Activities:

Projects benefiting education, community and social services, civic and cultural, health, youth and senior citizens

Eligible Applicants:

Colorado 501 (c) (3) and 509 (a) non-profit organizations

#### The Kresge Foundation

Purpose:

The Foundation awards challenge grants intended to stimulate new, private gifts in the midst of an organized fund raising effort

Eligible Activities:

Challenge grants for capital projects, most often for construction or renovation of buildings, but also for the purchase of major equipment and real estate

Eligible Applicants:

Tax exempt, charitable organizations in the fields of higher education, health care, human services, science and the

<sup>2</sup> Northwest Council of Governments

# Strategies

## Funding

### **Exhibit III - 5B**

environment, arts and humanities and public affairs

### **The Nature Conservancy (TNC)**

Purpose:

To purchase and protect lands important to native plant and animal species and ecosystems. Preserves are generally available for public use though some restrictions may apply

Eligible Activities:

Acquisition of land or easements to protect native species. Promulgation of management plans to protect native species and ecosystems

### **Quick Foundation, Inc., The Edmund T. and Eleanor**

Purpose:

Aid to religious, education, conservation, public recreation and/or historic preservation purposes

Eligible Activities:

Capitol and equipment purchase, program and project support

Eligible Applicants:

501 (c) (3) tax exempt organizations

### **Stream Improvement**

Colorado Trout Unlimited

Purpose:

To improve stream habitat on public lands

Eligible Activities:

Restructuring streams, bank stabilization, erosion control and revegetation on public lands

Funding Structure:

Applicant often supplies materials, volunteers or money

### **Trust for Public Land**

Purpose:

Technical assistance in open space negotiations and transactions, land acquisition for parks, wildlife refuges and nature preserves.

Eligible Activities:

Acquisition of land for open space and other resource protection purposes. Support for citizen based land trusts.

Eligible Applicants:

Partners with public agencies, land trusts or 501 (c) (3) corporations capable of receiving gifts of land or interests in land

### **Volunteers for Outdoor Colorado**

Purpose:

Provide opportunity for Coloradans to actively participate in resource management projects thus enabling individuals to preserve and enhance our outdoor environment

Eligible Activities:

Statewide projects including: trail construction and maintenance; wildlife habitat improvement; tree planting; riverway and riparian habitat restoration; boardwalk construction.

# Strategies

## Funding

### Exhibit III - 6

### Funding Sources: Corporate

#### Coors Pure Water 2000

Purpose

National water quality and conservation program geared toward increasing public awareness and grassroots action. Provides grants to organizations conducting local efforts to clean-up, preserve or conserve water.

Eligible Projects

Projects that generate awareness about problem of water quality or quantity and involve the public in the solution, encourage a thoughtful and innovative approach to problem solving, receive non-partisan support.

Funding Structure

Projects that have access to matching funds from a local source

#### US WEST Foundation

Purpose:

Leadership and Professional Development Program provides support for professional and management skill development, particularly in rural locations, and to volunteers and employees of small non-profit organizations. The Foundation will consider not more than half the startup costs for rural organizations that are creating a local leadership development program.

Eligible Applicants

501 (c) (3) non-profit organizations

Eligible Activities:

Must show how the development opportunity will enhance the ability to lead or manage an organization or to bring

together coalitions that can identify and address needs of a community educational exposure than an individual community

Eligible Applicants:

Within the US; 501 (c) (3) designation which provide social service, humanitarian, environmental or educational needs

Funding Structure

Availability of at least 30% local matching funds

#### Norwest

Purpose:

Community Development programs

Eligible Activities:

Based on local need and the discretion of the branch president

Eligible Applicants:

501 (c) (3) non-profit organizations

#### Banks

Purpose:

The Community Reinvestment Act requires, through bank licensing, that banks reinvest money in communities. Some of these funds can be used to produce brochures, and small cash grants can be distributed.

# Strategies

## Interpretation

### Introduction

Interpretation has been described as *"the art of translating the language of nature and the voices of history into stories and experiences that everyone can understand and enjoy."*<sup>1</sup>

The story that unfolds before the visitor traveling the Top of the Rockies Scenic and Historic Byway is that of a living, working landscape, where the vast natural resource's found along the spine of America's Continental Divide have been both appreciated for their natural beauty, and utilized to the benefit of man.

From the earliest presence of man on this rugged landscape, the corridors and mountain passes that today underlie the Byway provided migratory pathways linking seasonal hunting grounds, trading sites and communal gathering points for America's native people. With the discovery of the vast mineral deposits that lie just below the craggy surface, the corridors became the conduits of commerce and transportation, first for horse drawn wagons, and later for the "Iron Horse" that opened the west to settlement. In more recent times, the rutted wagon roads and abandoned rail lines have been improved to accommodate the automobile, providing safe and convenient access to the scenic, natural, historic, cultural and recreational treasures unique to the region.

The Byway is the common thread that weaves its way amidst the spectacular topography of the alpine environment, as well as the monuments to man's quest for the raw materials that fueled the growth and prosperity of an emerging nation. Some of the remnants of the past are hauntingly beautiful: a weathered headframe against the ragged skyline; a precariously perched ghost town, seemingly carved out of the harsh landscape. Others are in stark contrast to the natural beauty of the high country, and beg the question of their origin and purpose. Interpretation can be a tool to increase awareness of the natural processes by which the landform was created, and the methods and technologies by which it was altered to meet man's needs.

The Regional Byway Committee has adopted as its interpretive theme:

*The Top of the Rockies Scenic and Historic Byway, where the history of the west and its natural resources are showcased within a living, working landscape.*

### Interpretation: Existing Condition

Generalized information and site specific interpretation are currently available to the Byway traveler at various points along the route. Sites along the corridor that were identified as being representative of the significant resources of the Byway are identified in Appendix C: Intrinsic Quality Inventory, and illustrated on Planning Map 04, which provides the key for the following inventory of existing sources of visitor information.

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<sup>1</sup> Interpretive Management Associates

**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**  
**RESOURCE INVENTORY  
INTRINSIC QUALITIES**

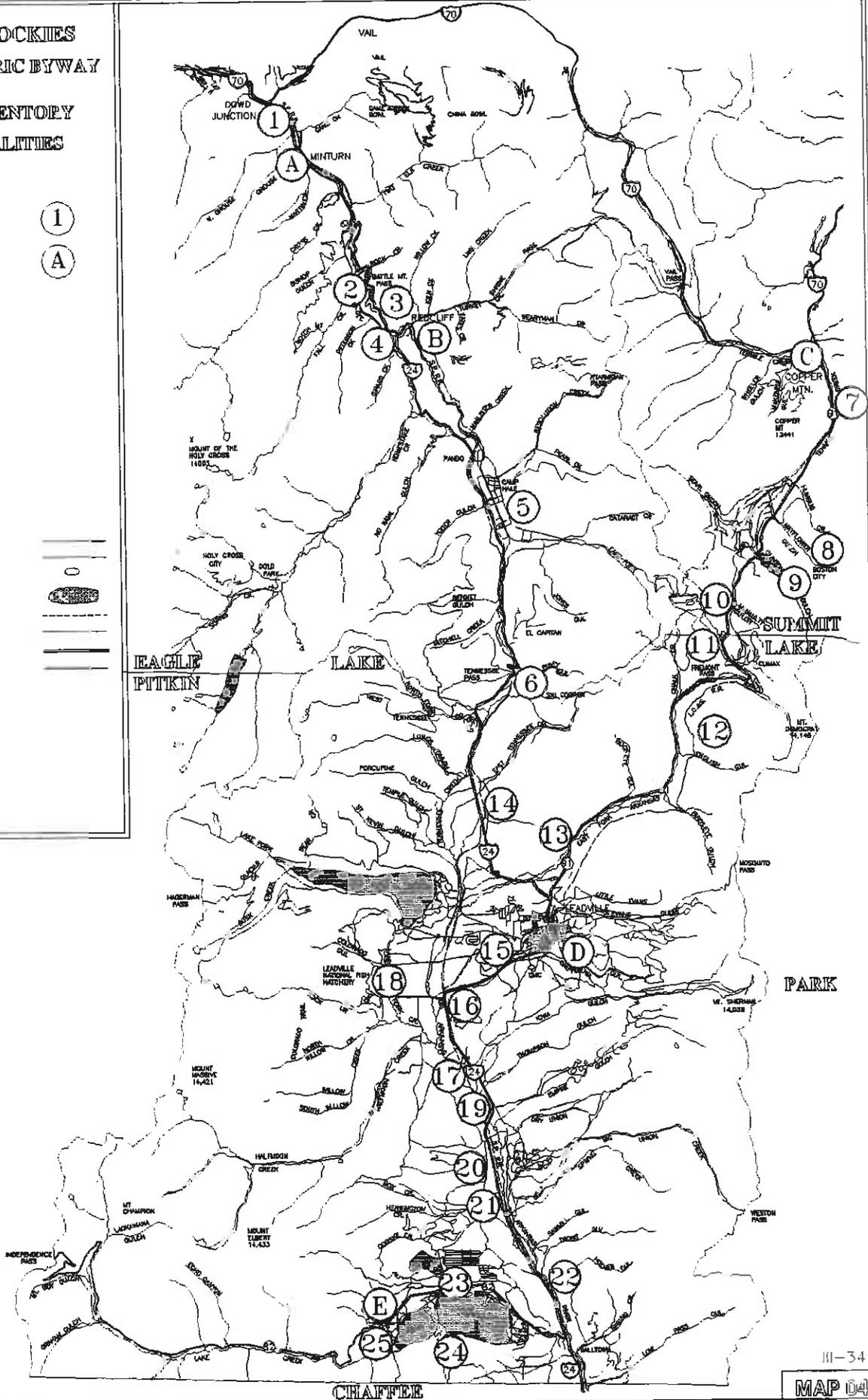
INVENTORIED RESOURCE

①

INVENTORIED COMMUNITY

A

CLASS 3 / 4 ROAD  
WATER COURSE  
WATER BODY  
WATER BODY (MAJOR)  
RAILROAD  
COUNTY LINE  
BYWAY  
STATE HWY



# Strategies

## Interpretation

### Forms of available information

Principal sources of information currently available along the Byway include:

- 1) Interpretive Signage, Exhibits or Displays  
Signage exhibits or displays that: provide visitors the opportunity to orient themselves within the surrounding environment; commemorate significant events or places in history; impart an understanding of the cultural heritage of the area; provide educational information on the origins of the natural landscape; and instill a greater appreciation of the human effort required to provide the nation with its raw materials.
- 2) Museums  
Public or private facilities that act as a repository for the preservation, display and interpretation of artifacts of historic significance.
- 3) Interpretive materials  
Brochures, interpretive handouts, tour booklets, activity listings, multi-media presentations and service directories that orient the visitor to the history, opportunities, activities and services available along the Byway.
- 4) Verbal Communication  
Visitor access to informed individuals, such as; Chamber of Commerce staff, campground hosts, Forest Service personnel, business people, information center staff etc. who can relate the story of the Byway through personal communication.

### Inventory of Interpretive / Informational Sites

#### Interpretive Signage, Exhibits or Displays

Various forms of interpretive media can be found at the following locations:

- 1) **Holy Cross Ranger District - Visitor Center**  
Various educational materials and displays, including a three dimensional model of the surrounding mountain ranges highlighting the route of the Top of the Rockies Scenic and Historic Byway, recreational sites, four wheel drive roads and trails, water bodies etc. US Forest Service maintained.
- 3) **Notch Mountain Overlook**  
Signed, gravel pullout providing excellent view of Notch Mountain and the abandoned townsite of Gilman. State Transportation Department sign orients viewer to the location and elevation of the peak.
- 5) **Camp Hale National Historic Landmark**  
Historic training site of the Tenth Mountain Division during World War II. Un-staffed interpretive displays and signage on a paved pullout with limited visitor services. Maintained by the US Forest Service.

## **Strategies**

### **Interpretation**

- 6) **Summit of Tennessee Pass**  
Signed, paved pullout providing access to the granite memorials honoring those troops who had trained at Ski Cooper and Camp Hale and lost their lives during World War II. Sign indicating your location at the crest of the Continental Divide.
- 10) **Holy Cross Overlook**  
Signed, gravel pullout, seasonally maintained by Cyprus AMAX mining company. Provides interpretive displays describing the historic towns of Kokomo and Racine, now buried beneath the mine tailings pond, a monument to local members of the Masonic Lodge, and a display featuring a narrative description and an historic photograph of the Mount of the Holy Cross, which is visible in the distance behind the sign.
- 11) **Summit of Fremont Pass**  
Gravel pullout, seasonally maintained by the Cyprus AMAX mining company. Provides views of the Climax mine and examples of the equipment historically used to extract ore from the nearby mine. Located on the crest of the Continental Divide.
- 17) **Arkansas Headwaters Recreation Area**  
Paved and signed pullout with interpretive exhibits orienting the traveler to their location within the topography and geology of the Upper Arkansas Valley. Maintained by the Bureau of Land Management .
- 18) **Leadville National Fish Hatchery**  
Oldest National Fish Hatchery west of the Mississippi. Displays and exhibits, including nature trail and access to trout rearing facilities. Maintained by the US Fish and Wildlife Service.
- 23) **Mount Elbert Power Plant**  
Bureau of Reclamation visitor center providing interpretive information and displays explaining the Frying Pan Arkansas water project and the history of the Twin Lakes Region.
- 24) **Interlaken Resort**  
Interpretive exhibits explaining the history and architecture of the turn of the century Interlaken Resort. Forest Service maintained.
- 25) **Mount Bump**  
Exhibits, visitor services and interpretive walkway in the Twin Lakes National Historic District, focused on the discovery of a prehistoric Indian camp dating back approximately 1200 years. Forest Service maintained.
- D) **City of Leadville**  
Self guided walking tour of the National Historic District, as well as a self guided vehicular tour of the "Route of the Silver Kings" through the historic Leadville mining district. Interpretive signage and displays of historic mining equipment adjacent to the Heritage Museum and at the south end of Harrison Avenue.

## Strategies

### Interpretation

#### Inventory of Museums

The following Museums provide an insight into the history of life along the Byway:

- B) **Redcliff**  
The community of Redcliff was founded in 1879, when gold and silver were discovered on Homestake Mountain on the east side of town. As the first town in Eagle County, Redcliff served as the County seat until the 1940's, when the courthouse burned down. A small museum located in the town acts as the repository for artifacts of the community's mining and cultural heritage.
- D) **Leadville**  
Leadville is one of the largest National Historic Landmark Districts in Colorado. In all, some 70 square blocks of Victorian architecture and the adjoining twenty square miles of mining district attest to the historical significance of Leadville in the settlement of Colorado and the Rocky Mountain west. The history of Leadville is chronicled through the multi-media presentation entitled *The Earth Runs Silver*, which is made available for public viewing on a daily basis by the Greater Leadville Area Chamber of Commerce.

More than just repositories of historical artifacts, the museum buildings themselves are a part of Leadville's past. Museums located in Leadville include:

#### National Mining Hall of Fame and Museum

Called the "Smithsonian of the Rockies", the National Mining Museum is housed in a 70,000 square foot Victorian schoolhouse, and houses minerals and mining hardware from collections as prestigious as; the Harvard Mineralogical Museum, Smithsonian Museum, the Bowman Collection, and the Perschel Collection. The museum also features walk through recreations of hardrock and coal mines, and chronicles mining's impact on American lifestyles, the economy, wealth and defense, as well as scientific, technological and medical advances.

#### Healy House and Dexter Cabin

One of Leadville's first framed houses, the Healy House was built by August Meyer in 1878. In 1881 it was converted to a parsonage, and eventually to a boarding house. Visitors today enter the atmosphere of a turn of the century boarding house, complete with furnishings and accents of the period.

The Dexter Cabin was built in 1879 for mining and railroad investor James Dexter. Although rough hewn in external appearance, the interior is of the finest of materials, and contains many objects testifying to Dexter's discriminating taste. Both structures are administered by the Colorado Historical Society.

#### Heritage Museum

The Heritage Museum was built in 1902 to house the Carnegie Library, and is dedicated to Leadville's heritage. Featured exhibits include dioramas of mining history, Victorian furniture, the Leadville Ice Palace, Tenth Mountain Division displays, and various other mining and boom town artifacts. The Museum is operated by the Lake County Civic Center Association.

## **Strategies**

### **Interpretation**

#### Matchless Mine

The Matchless Mine symbolizes the almost unbelievable wealth and good fortune of Leadville's early mining days, and the lonely seclusion of those who waited for the good times to return. The mine, purchased and operated by H.A.W. Tabor in 1879, paid as much as \$1,000,000 annually during the peak years of its operation. Tabor's wife, Baby Doe, held onto the mine after his death and the great silver crash, waiting for the mine to once again pour forth wealth. She was found frozen to death in the tiny cabin beside the mine in 1935, dressed in the rags of a pauper. The museum is privately owned and operated.

#### Tabor Opera House

H.A.W. Tabor built his famous Opera House in 1878. Billed as the best Opera House between St. Louis and San Francisco, the building was lavishly furnished with the best the Victorian era had to offer, and attracted the likes of Oscar Wilde and the John Phillip Sousa Marine Band. The Opera House still offers tours, and hosts various performances. The museum is privately owned and operated.

#### Western Hardware

The historic Western Hardware building provides a glimpse into the everyday life of the Leadville miner around the turn of the century, through displays of the tools and necessities of existence. The facility is privately owned and operated.

### **Printed Materials**

Printed materials, including service directories, visitors guides, cultural event schedules, brochures, maps, self guided tour booklets and promotional literature are available at Forest Service offices, Chambers of Commerce, Visitor Centers and individual businesses along the Byway.

### **Verbal Communication**

One of the best means of "telling one's story" is through one-on-one verbal communication. Along the Top of the Rockies corridor, this form of communication is currently facilitated through such vehicles as: Chamber of Commerce workshops to educate local employees on the history of the region, so that they may in turn pass that information on to visitors; elder and youth hostels; stop on local guides on bus tours; campfire talks and nature walks; slide presentations; an educated visitor center staff; and local cultural events.

# Strategies

## Interpretation

### Interpretive Strategies

Strategies for providing interpretive services and opportunities to the local and visiting public are broken out into two primary categories:

- 1) *Personal*, indicating that direct one-on-one contact with another individual is an element of the presentation, and;
- 2) *Non-personal*, indicating that the display or exhibit is understandable without verbal assistance, that it can stand alone without being manned.

### Personal Services

#### Interpretive Center

An effective strategy for telling the story of the Byway is through development of a Byway Interpretive Center. Staff trained in interpretation techniques would man the facility in order to provide individualized responses to the questions and queries of visitors to the region, while utilizing the tools housed within or adjacent to the facility, such as historical artifacts, dioramas, maps and photographs, hands-on exhibits, nature trails, live specimens of flora and fauna of the region, and slide or video presentations.

The facility should provide for the consolidation of all Byway related information under one roof, so that the flow of information does not stop at county lines or jurisdictional boundaries. The facility should allow for "one stop Byway information shopping", eliminating the need to stop at three separate ranger districts or chamber offices.

Other visitor amenities, including listings of available services, activities and accommodations, restrooms, showers, picnic tables, dog walking areas, maps and displays should also be incorporated into the design of the structure to make the facility more user-friendly to the traveling public.

The Byway Consultant, in cooperation with the Regional Byway Committee is currently exploring potential sites in Leadville for the construction of such a facility, and ISTEA funding has been secured for its design.

#### Roving Interpreters

In those areas where visitors tend to congregate, such as campgrounds, scenic pullouts, historical sites, or recreational facilities, an effective means of "telling the story" can be through the use of roving interpreters, individuals trained in the natural and human history of the region, who go where the visitors are rather than expecting the visitors to come to them. Approximately fifteen government or privately operated campgrounds are accessible from the Top of the Rockies Scenic and Historic Byway, to serve the needs of visitors to the region. Many of these maintained facilities already have campground hosts who could be trained to perform this service.

Examples could include campfire talks, nature walks, cross country skiing trips, or historic tours, where the tools used to translate the language of nature or the voices of history might include binoculars, hand lenses, field guides, mineral specimens or hand

## **Strategies**

### **Interpretation**

nets. This form of one-on-one communication remains one of the best tools for instilling the sense of wonder and appreciation for the resources of the Byway region.

### **Non-Personal Services**

Non-personal services have the advantage of "telling the story" without requiring capital intensive staffing and administration, or the fixed overhead costs of maintaining the structure to house staff and interpretive media. Non-personal techniques can include:

#### AM Radio Broadcast

A low wattage, AM radio broadcast within a specific region of the Byway, that could provide site and time specific information to the traveler regarding: the sights and physical features of the section of the corridor through which they are traveling, important safety messages and mountain driving tips, advance warning of upcoming pull-outs or points of interest, current weather or road conditions.

The Top of the Rockies Scenic and Historic Byway Committee is currently working with a private sector partner to provide such a service over the summit of Fremont Pass, which would broadcast over approximately seven miles of the Byway in Lake and Summit Counties. Other locations conducive to this media would include Ski Cooper at the summit of Tennessee Pass, to serve both Eagle and Lake County; and Redcliff, Colorado, to provide information on Battle Mountain Pass. Coverage on the three major passes would help increase safety as well as awareness of the resources of the Byway.

#### Audio Tour

Sound can play a significant role in conveying the excitement of the message or the ambiance of a setting. People tend to remember more of what they hear than what they read, and the use of sound allows the traveler to concentrate on the subject of interpretation rather than the interpretive medium. Sound effects, inflection, or voices in character with the message can heighten the sense of appreciation for the unique resources along the Top of the Rockies Byway.

An audio tape could either be rented (with refundable deposit or credit card backup) or purchased at the entry portals to the Byway. The tape would be sequentially keyed to the selected route direction, and direct travelers to safe, easily identifiable stops along the route. Upon arrival at the far end of the Byway, the tape is returned, the deposit is refunded, and the tape is simply turned over to its second side, where the message has been recorded in reverse order for the return trip.

Promotional information on places to stay, eat or shop could also be included on the tape as both a visitor service and an advertising vehicle for local business's. Sale of advertising space and sale or rental of the tape itself can offset the cost of production, and if profitable, help to fund other byway projects.

The tape should act as a travelers companion, relating an oral history and conveying a sense of wonder for Colorado's high country in an entertaining and educational format. Messages should be evocative and attention getting, furnish direction and information, and challenge the traveler to further explore the vast resources of the Top of the Rockies Byway.

# Strategies

## Interpretation

### Video Tape

Not every day along the Top of the Rockies Byway is crystal clear and sunny, affording those breath taking views and panorama's that set the region apart, and not every visitor has the time to fully explore all of the wonders of the high country through which the Byway passes. The production of a video tour not only provides the visitor with a souvenir of their trip, but acts as a marketing tool for the area, encouraging extended stays in the area, return trips and sharing of the excitement of the trip with others. Shot over time, the video can show the changing of seasons and recreational opportunities, and emphasize the very best that the region has to offer throughout the year.

The medium of video can capture the excitement of local cultural events, the solitude of a hike to a high mountain lake, the haunting beauty of a ghost town, or the exhilaration of sweeping down a ski run in a foot of fresh powder. As a tool for interpretation, a video tape can tell the story of the region's origins and history, and convey the importance of conserving the Byway's natural resources and preserving its historic and cultural heritage.

The video imagery can also incorporate the shared message of private sector partners, agencies and local community organizations, spreading out the cost of production (Use of federal funds for production can eliminate the ability to sell the final product). Proceeds above the cost of production can be used to fund additional Byway projects. Private film producers, such as Holiday Films, producers of many National Parks videos, will sometimes create such a video, without cost to the client, and share in the revenues from its sale.

### Wayside Exhibits

Wayside exhibits can vary, from commemorative plaques or monuments to free standing information kiosks. Typically they are a combination of clear graphics and concise narrative that provide a description of physical elements of the landscape, orient the viewer to the geographical area, or provide information on significant events that occurred within the viewshed. The most common exhibits currently found along the byway consist of low profile, elevated panels, mounted and oriented to allow for easy reading, and constructed of materials designed to endure the harsh climate and effects of vandalism.

Exhibits should blend with the theme of the Byway, and exhibit a continuity of appearance along the length of the corridor. They should be clearly visible from the roadway and be signed well in advance to allow the traveler ample time to make the decision to leave the active traffic flow. Locations of all wayside exhibits, scenic overlooks or other points of interest should be clearly marked on Byway maps, tour guides and brochures to encourage safe use of designated pullouts and to discourage stopping on the road surface or at unsafe pullouts to view or photograph elements of the landscape.

Wayside exhibit pullouts should be designed in locations that allow sufficient line of sight distances of oncoming traffic, and provide adequate acceleration and deceleration distances to allow for safe ingress and egress. Accommodation of large vehicles, such as tour buses or emergency vehicles, should also be considered in the design and selection criteria for locating wayside exhibits. Surfacing of the pullout should be suitable for handicapped access, and any hazards clearly marked.

## **Strategies**

### **Interpretation**

Exhibits should generally be low profile, and utilize colors and reflectivity levels that blend into the natural background. National Park Service guidelines suggest that wayside panels not exceed 24" x 36", and that Kiosk panels not exceed 36" x 48".

#### Lure Brochure

A lure brochure is designed as a marketing tool to entice people to venture off of the interstate - to experience the "road less traveled", to become acquainted with a section of the country they might otherwise pass by. It acts as a tease, and provides only enough information to spur the imagination and provoke the desire to explore further. The message must be concise, eye catching and evocative. It should be provided to the traveler well in advance of the point of decision to select the Byway, such as at welcome centers at the portals to the State, or through mailings by the local Chambers of Commerce. Local distribution is not necessary, as the purpose of the lure has been accomplished once the visitor is on the Byway.

The Lure Brochure simply makes the traveler aware of the alternative route, and as such is not an interpretive piece in and of itself. If it is effective, however, it brings the traveler into contact with the Byway, where other techniques can be utilized to "tell the story".

#### Self Guided Byway Tour

An informative booklet can act as a guide to the Byway, its visitor services, points of interest, historic and interpretive sites. Black and white Byway mapping, graphics and narrative descriptions can be produced at low cost and passed on to the traveler at a profit, helping to fund additional Byway projects. The booklet can provide a guide to many of the resources not readily apparent from the roadway, such as hiking trails, 4WD roads, recreation sites and ghost towns that encourage further exploration of the region, extended stays, and return visits.

#### Activity Booklet

A significant proportion of Byway visitors travel with children. The level of enjoyment experienced by adult travelers is oft times in inverse proportion to the level of boredom experienced by the younger traveler, upon whom the historic significance of an abandoned mine or the scenic grandeur of a mountain peak is often lost. For the younger visitor, distractions such as puzzles, Byway specific ABC's and coloring books, scavenger hunts that interact with the resources found along the route etc. can be both entertaining and educational, freeing up the adults to enjoy the more subtle pleasures of the trip.

#### Byway Cards & Posters

Posters, post cards or collectors cards with scenes and/or interpretive stories from the Byway can help tell the story of the region. As souvenirs, they also act as marketing tools that instill the desire to explore the region further and act as graphic aids to transfer the excitement of the trip to friends.

Posters or series of cards could feature such topics as: famous individuals in Colorado's history; wildlife of the region; landmarks and historic structures along the Byway; humorous scenes; 14,000 foot peaks; or recreational opportunities. Sales of the cards could help support other Byway related projects.

# Strategies

## Interpretation

### Recommendations

- Develop an Interpretive Master Plan to establish the framework that ensures continuity of theme, design, construction and appearance of exhibits, displays, and directional signage, and establishes responsibilities for funding, constructing, and maintaining each site;
- Develop an audio tour that tells the story of the natural and human history of the Byway, keyed to specific stops along the corridor;
- Work cooperatively with private industry, local governments and federal agencies to produce a video depicting the living, working landscape of the Byway, during all four seasons;
- Construct information kiosks at the summits of both Fremont (11) and Tennessee Pass (6);
- Work with the Colorado Department of Transportation to determine the best locations for safe pullouts to house new wayside exhibits at:
  - \* Sawatch Range overlooks at Crane Park and Escondido Flats (14);
  - \* Smelter sites south of Leadville (15);
  - \* Malta Schoolhouse (16);
  - \* Hayden Ranch (21);
  - \* The Old Stagecoach Road to Leadville (22)
  - \* Lovers Leap and the Steel Arch Bridge at Redcliff (4);
- Expand existing pullouts to include wayside exhibits at:
  - \* Notch Mountain Overlook (Gilman Townsite, Belden Mill) (3);
  - \* Continental Divide at Tennessee (6) and Fremont Pass (11) summits;
  - \* Mayflower (8) and Clinton Gulches (9);
- Work with Cyprus AMAX and all jurisdictional agencies to improve ADA accessibility, safety, and year round maintenance of existing interpretive pullouts;
- Provide directional signage for the interpretive pullouts far enough in advance to allow a safe departure from the roadway - select one sign design or symbol to ensure continuity and predictability;
- Produce a Byway map that provides the traveler with the locations of all interpretive sites, safe pullouts and overlooks, museums and points of interest along the roadway;
- Continue building private sector partnerships to aid in the construction of an Interpretive Center in Leadville, and in the establishment of an AM Radio Broadcast on Fremont Pass;
- Pursue the production of Byway specific sales items, such as activity books, collector and post cards, self guided tour books, posters, hats, T-Shirts etc. that draw attention to the Byway and help put people in contact with the personal and non-personal interpretive services available along its length.

# Strategies

## Marketing

### Marketing Plan: Theme, Goals, and Objectives

The interpretive theme for the "Top of the Rockies" Scenic Byway is "... where the history of the west and its natural resources are showcased in a living, working, landscape". This theme was chosen by the Scenic Byway Committee to reflect the unique attributes of this Byway. This theme will be the focus of marketing the Byway.

The goal of the Scenic Byway Marketing Plan is to provide a selection of marketing tools that may be used by the communities along the Byway to meet their needs to market or demarket sections of the highway. As each community has a different need for marketing, this plan does not require or delineate any specific objectives. Instead, general objectives to attain this goal are provided. The objectives selected include:

- To increase travel media awareness of the Byway,
- To encourage the public to use the Byway, and
- To increase the utilization of businesses along the Byway.

### Target Markets

There are many potential markets for the "Top of the Rockies" Scenic Byway. However, it will be easier to become established and to gain recognition if only a few markets are selected. This idea will also allow the community to better serve the needs of those markets. The target markets can include:

- Travel writers,
- Travel agents,
- Travel associations,
- Transportation providers,
- Businesses along the byway,
- Front range tourists,
- Western slope tourists,
- Historic-based organizations (such as the Colorado Historical Society), and
- Mining organizations (such as Colorado Mining Association and Women in Mining).

Other markets, in addition to the target markets, may also be contacted.

### Marketing Plan Elements

The marketing plan elements for the Byway are included in this section. When a special area of concern arises, additional marketing tools or techniques may be used to further enhance the strategic marketing program. These elements and techniques can be chosen to provide a balance between protection for the natural environment and promotion of the Byway.

There are many different marketing tools or techniques. These tools work best when integrated together into a program tailored to a specific need such as promoting the businesses in downtown Minturn, promoting the historic mining sites in the Leadville

# Strategies

## Marketing

area, or preserving the environment around Mayflower Gulch. Using an effective media outreach program, and marketing tools and techniques, creates the most effective strategic marketing program. The elements listed below can be tailored to each community in developing a marketing program.

### Marketing Research

An effective marketing program starts with market research. Market research is conducted to choose the most appropriate tools and techniques to use in a marketing program. Market research will make these tools and techniques more effective. Types of market research include:

- *Communications Audit* - A communications audit consists of gathering information from existing data already available. Existing tourism data is available from many sources, such as state and regional tourism offices, travel or mountaineering clubs, automotive associations, and universities. There is also a wealth of information available from travel magazines and newspapers. Once this information is obtained, the needs for additional research are well defined.
- *Surveys* - Surveys are a more quantitative method for obtaining information about potential users of the Byway. Surveys may be written or conducted by telephone. Surveys can be conducted periodically and compared to each other to gauge market changes. By providing quantitative data, surveys are useful tools in obtaining grants and in making management decisions.
- *Interviews* - Interviews are designed to gather in-depth information from users. They can provide information on the attitudes and beliefs of users which is often harder to obtain through a survey or audit. Interviews can be formal conducted door-to-door or at a specific location, following an established format. This ensures that bias is kept to a minimum. Or, interviews can be informal which can lead to more descriptive feedback. Interviews can be good indicators of changes in public perception and trends.
- *Comment Forms/Logs* - Comment forms will provide each community with the opportunity to receive comments from the public at presentations, by telephone, and in writing. This form can be easily printed on a laser printer or photocopied. Initially, a set of copies can be produced with additional copies made according to demand. In addition to comment forms, a comment log can be kept by visitor centers and businesses in the area. These logs can be used to record comments that are not recorded on a form. This saves the visitor time and energy. However, this method does not provide a true representation of visitor beliefs as the information is filtered through an additional person. However, employees can also provide observations on this log that might not otherwise be obtained.
- *Focus Groups* - Focus groups conducted by an impartial or neutral facilitator can provide an additional interactive method for obtaining meaningful input on Byway marketing, decisions, and development. The objective of the focus groups would be to test marketing messages, determine the effectiveness of marketing tools,

## Strategies

### Marketing

and to provide recommendations for marketing alternatives. Members for these groups can be solicited from target groups or the general public.

#### Marketing Tools

Marketing tools can be used to provide information and to increase awareness of the "Top of the Rockies" Scenic Byway. These tools include educational materials, tracking devices (i.e., mailing list/database), and feedback forms. As part of developing a consistent visual image that will foster public identification of the Byway, a logo should be used on all materials produced. Ongoing communication program elements are listed below.

- *Updated Mailing List* - To reach interested visitors, each community can develop and maintain a mailing list/database of potential individuals, organizations, and associations to reach. It may be more cost effective for the communities to work together to maintain a master mailing list that can be further subdivided by visitor interest and location. The list should include those groups and communities currently using the Byway. The list can be updated to add interested parties upon request. Every year the list should be revised to ensure that addresses are current, to delete those who request it, and to focus the list to reach the targeted audiences.
- *General Brochure* - A general brochure could be designed to describe a succinct overview of the entire "Top of the Rockies" Scenic Byway and what visitors can do along the way. The brochure may address the scenic areas of the Byway, the businesses along the Byway, suggested tours, and contact names and telephone numbers for further information. This brochure could be mailed to the travel media, included in information packets/mailings, placed in local businesses and local chambers of commerce, and generally distributed to the public.
- *Fact Sheets* - Fact sheets can be developed to focus on different areas of the Byway, seasonal events, tours along the Byway, the history of the area, or other topics of interest. An advantage of using fact sheets is that they can be produced as needed and packaged together into tailored information packages or included in media kits.
- *Road signage* - Scenic byway signs along the route may be used to inform transportation users of the "Top of the Rockies" Scenic Byway. Other signs that are permitted according to state regulations include on-premise advertising devices, directional advertising devices, tourist oriented directional signs, specific information and business signs, and official advertising devices authorized by law. These signs must meet the state and federal regulations.
- *Flyers/Direct Mail* - One-page flyers or smaller direct mail pieces may be used to announce special events along the Byway and to outline walking tours. Flyers can be distributed through schools, included in church bulletins, posted/distributed at community centers, libraries, and grocery stores, used as newspaper inserts, and distributed to the mailing list and neighborhood organizations. Direct mail pieces can be delivered directly to the target

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audience or packaged with other direct mail pieces reaching specific target markets.

- *Informational Video* - An information video may be used to provide the public with an overview of the "Top of the Rockies" Scenic Byway. This video could be used in conjunction with a speakers bureau, media kit, or information kit for travel associations such as the American Automobile Association.
- *Interpretive Audio Tape Series* - A series of interpretive audio tapes may be produced that would provide visitors with the history, scenic highlights, seasonal events, and other topics of interest. These tapes could be checked out from the visitor center(s) for use by residents or visitors to the area.
- *Information Packets* - Information packets may be developed to use for media briefings, elected official briefings, speakers bureau presentations and general public use. These packets may include copies of the general brochure, press releases, newsletters, fact sheets and other materials developed for a particular event. A basic packet can be assembled to have on hand for informational purposes which contains the general brochure, a contact name and telephone number, fact sheet(s), and a comment form.
- *Advertisements* - Advertisements are an effective tool to increase awareness about the "Top of the Rockies" Scenic Byway. Advertisements for the Byway can be placed in travel magazines, newspapers, regional or state promotional materials, and on radio and television stations that reach the target market. These advertisements can be tailored to fit each target audience. This method is usually more cost effective with print or radio advertisements.
- *Internet Homepage/Link* - The "Top of the Rockies" Scenic Byway Committee can create a homepage on the Internet and provide links from other sites such as the state or tourism organization homepages. A less costly alternative is to obtain space on another organization's homepage or through a dependent homepage. A dependent homepage is a homepage that requires users to go through another address to access. A dependent homepage therefore is not as accessible by the general public.
- *Telephone Information Line* - The "Top of the Rockies" Scenic Byway Committee can provide a dedicated telephone information line to allow callers in the Region another avenue for obtaining information about the byway. Visitor center staff or volunteers can update the information on a regular basis.

### Marketing Techniques

Marketing techniques provide a forum through which information can be delivered to potential visitors or highway users. They also can provide the interested public with an opportunity to interact with community representatives. These techniques can provide outreach to various target audiences.

- *Visitor Centers* - Each community can provide a location that contains copies of Byway materials for the public. These libraries can be located at local libraries,

## Strategies

### Marketing

chambers of commerce, or city council chambers. If the communities prefer, one visitor center could be provided along the Byway that would contain information for all the communities. However, it would be beneficial for the travelers to have additional information available at any entrance to the Byway.

- *Speakers Bureau* - The Speakers Bureau is a proactive outreach effort to heighten awareness of the byway among residents and business owners along the Byway; as well as to increase awareness among tourism associations. The speaker can maximize audience input by providing comment forms to attendees after the presentation. Targeted groups will include, but are not limited to, chambers of commerce, automotive associations, and travel magazines. Volunteers will be needed to form a core group of speakers to educate these groups.
- *Customer Service Training* - Training programs can be established for employees of businesses and tourism organizations along the byway. These training programs can provide increased awareness of the recreation, history, and scenic qualities of the area, as well as provide training on gathering Byway user/market research information.
- *Conferences/Displays* - Appropriate tourism trade shows, conferences, shopping malls, and/or local schools throughout the region can be selected to set up displays on the "Top of the Rockies" Scenic Byway. These displays may contain display boards with eye-catching signage as well as materials such as brochures, newsletters, fact sheets, comment forms, and any reports available on the Byway. Display boards should be standardized for ease in set-up whenever possible. Interactive computer displays of the Byway that highlight areas of interest could also be included. These displays may be staffed by volunteers or may stand alone.
- *Government/Chamber Meetings* - City council, regional government, and Chamber of Commerce meetings provide an opportunity to gain perspective and to the extent possible represent public views to the "Top of the Rockies" Scenic Byway Committee. These groups may be kept apprised of the progress and afforded input on the Byway and the ongoing marketing efforts. Such briefings can offer education and updates on the status of the Byway so that officials may be able to answer questions from their constituency. The same information as presented through the Speakers Bureau and other general outreach will be used.

### Media Outreach

Media outreach for the "Top of the Rockies" Scenic Byway should be coordinated through the Byway Committee. This outreach should include a contact/spokesperson chosen by the Byway Committee. Media outreach can be used to inform the public of the events, to encourage the media to highlight Byway issues, and to increase awareness of the location and existence of the Byway. One drawback to media outreach is that there is no guarantee that the information will be used; and, if the information is used, how it will be used. This outreach may include:

## Strategies

### Marketing

- *Media Listing* - Develop a listing of interested travel and features writers. This listing will make it easier to quickly send information to interested media, and to track information sent and the publication/broadcast success rate.
- *Media Contact* - A media contact should be chosen to allow the media to have a single point of contact for all requests for further information. This person can act as an information clearing house and/or a spokesperson.
- *Article Placement* - Articles can be written for placement in tourism magazines, travel club newsletters, and for the travel section of newspapers. Articles with a focus on one particular target audience may be used through numerous publications.
- *Pitch Letters* - Pitch letters are sent to the media to "pitch" an idea for a story. If the media likes the idea, they will then write an article on that topic. The idea contained in the pitch letter must be newsworthy to receive consideration. It is advisable to discuss ideas for pitch letters with a few reporters first to see if the story has merit.
- *Briefings* - Media briefings can be conducted to educate the media about the Byway, to answer questions, and to provide a contact for further information. These briefings may be coordinated in conjunction with special events.
- *Media Interviews/Talk Shows* - Local media interviews, including print, television and radio talk shows are important means of conveying information about the Byway. These interviews will provide the opportunity to discuss the Byway in further detail and to address questions. Media interviews may be coordinated with press releases to increase public interest. Opportunities for media interviews should be sought at key points in the marketing program.
- *Press Releases* - Press releases may be used to inform the media about upcoming activities or events. Draft press releases should receive committee review. All releases should be dated and double spaced to allow editors to easily make notes or changes. They should not exceed two pages in length. After approval, press releases should be delivered to the news media at least one week prior to the event if possible.
- *Calendar of Events Listings* - Local media calendar of events and computer databases may be used to notify the public about the byway and special events. This notification will be at least one week prior to the event if possible.
- *Tours* - Media tours may be conducted to provide the media the opportunity to observe and describe the Byway, areas of interest, and the history of the area. This tour may be coordinated with local transit authorities.
- *Press Kit* - Press kits may be developed to use for media briefings, media tours, interviews, and pitch letters. These kits may include copies of the general brochure, press releases, newsletters, fact sheets and other materials developed for a particular event; or, contain general information to familiarize travel writers

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with the Byway. A basic kit can be assembled to have on hand for informational purposes which contains the general brochure, a contact name and telephone number, fact sheet(s), and a comment form.

### Evaluation

The "Top of the Rockies" Scenic Byway Marketing Program should be periodically evaluated to ensure effectiveness and a focus on the designated target audiences. Evaluation methods are the same as those listed in the market research section of this marketing plan.

## Strategies

Strategies are the tools that can be used to meet the goals and objectives of the marketing plan. Tactics are used to implement the strategy. Within each strategy there are key messages that need to be communicated with the target audience. The purpose of the strategy is to communicate these key messages.

Examples of strategies, tactics, and key messages for developing work in the target markets are listed below. The Scenic Byway Committee and each community should develop their own strategies, tactics, and key messages, and pursue partnerships where appropriate to reduce redundancy and to pool limited available resources for effective marketing. Some possible strategies, are listed below.

### Strategy:

Conduct customer service training workshops to increase visitor satisfaction.

- Tactics:*
- Develop training curriculum.
  - Develop and mail flyer to inform local businesses.
  - Conduct training.

*Key Messages:* The visitor is important to the Byway and our area. It is important to be aware of the attractions and other businesses along the Byway. Continuous market research is needed.

Strategy: Contact tourism offices and travel writers to increase awareness of the Byway.

- Tactics:*
- Develop Byway brochure.
  - Prepare a press/information kit on the byway.
  - Obtain list of tourism offices and travel writers.
  - Send information or meet in person with writers and agents.
  - Provide briefings, interviews, and additional information as needed.
  - Follow up with offices and writers periodically.

*Key Messages:* The "Top of the Rockies" Scenic Byway provides unique educational, cultural, scenic, historic, natural and recreational opportunities.

## ***Strategies***

### **Marketing**

### **Schedule**

The schedule for these programs will be determined by each community as needed.

# Strategies

## Signage

### Introduction

Prior to its designation as a State Scenic Byway in September of 1993, signage along the primary State highways that make up the Top of the Rockies Scenic Byway was regulated by the State of Colorado and the various land use ordinances and sign codes of the counties and municipalities through which the byway passed. Passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) on December 18, 1991 brought with it additional federal regulations for outdoor advertising along the nation's scenic byways under the jurisdiction of the Federal Highway Administration (FHWA).

Under Section 1046 (c) of ISTEA, no new off-premise signs may be erected along scenic byways on Interstate and primary highways after December 18, 1991. Existing outdoor advertising signs that were lawfully erected under state law could remain in place as long as they are maintained properly. The Federal Highway Administration is not requiring the purchase and removal of existing legal signs. The only signs that would be allowed in scenic byways, as defined in the Roadside Advertising Rules and Regulations are:

### Legal Signs

- Official Advertising Devices  
Advertising devices erected for a public purpose authorized by law, but the term shall not include devices advertising any private business. Authorized by law means a duly erected statute, rule, regulation, ordinance, declaration or resolution by a governmental entity specifically authorizing the erection of such device by a governmental entity.
- On Premise Advertising Device  
Advertising devices advertising the sale or lease of the property on which it is located or advertising activities conducted on the property on which the sign is located.
- Directional Advertising Devices  
Advertising devices containing directional information about public places owned or operated by federal, state, or local governments or their agencies; publicly or privately owned natural phenomena, historical, cultural, scientific, educational and religious sites; and areas of natural scenic beauty or naturally suited for outdoor recreation, deemed to be in the interest of the traveling public. Such devices will conform to the standards promulgated by CDOT pursuant to C.R.S. 1973, 43-1-415 (1981 Colo. Sess. Laws, Chapter 512) which standards conform to the National Policy.
- Tourist Oriented Directional Signs  
Tourist Oriented Directional Signs (TODS) would be allowed for tourist business within scenic byways if the business met the criteria and the City or County would allow them in their jurisdiction. These TODS signs are placed in the Departments right-of-way at the intersection nearest the tourist business or primary and secondary highways, excluding freeways and interstates. These signs are paid for by the business and erected by the Department.

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### Signage

- Specific Information and Business Signs (LOGOS)  
LOGOS would be allowed on interstate highways within scenic byways. These signs advertise businesses for gas, food lodging, and camping. These signs are placed in the interstate highway right-of-way at rural interchanges.

### Illegal Signs

Section 1046 (b) of ISTEA requires the removal of any sign along the interstate system or federal aid primary system which was not legally erected under state law. The sign owner must remove such signs within 90 days of enactment of ISTEA at owner expense, or if not removed by the sign owner, the State must remove the sign and the sign owner will be liable to the State for the removal cost

### Conflict Identification

State Highways that make up the Top of the Rockies Scenic Byway form the main street through the retail cores of Minturn, Leadville and Twin Lakes, where sign codes were typically enforced under local or county land use ordinances. While the advertising of most "main street" businesses is adjacent to or attached to their structure and would qualify as being "on-premise", those businesses located even one block off of the main street depend on "off-premise" signage to direct travelers to their place of business. Elimination of "off-premise" signs could severely limit the opportunity to successfully market and advertise these businesses and services to the passing traveler.

### Recommendations

- Individual County and Municipal sign codes should be updated to reflect the federal mandates imposed by ISTEA as they regard signage along or visible from the Byway;
- Municipal codes should reflect the need and conditions for off-premise advertising devices within the retail cores of their respective communities, and explore a legal vehicle for exempting them within their jurisdiction;
- Kiosks or centralized signage should be explored to provide advertising space for businesses that are adversely affected by the elimination of off-premise signage under Byway regulations.
- An inventory of illegal signs should be prepared, with non-complying signs identified and owners notified of the requirement to remove same within 90 days.
- Uniform directional signage should be designed and installed along the length of the Byway.
- Update existing signage to International standards in the event of the Byway's designation as an *All American Road*

## **Strategies**

### **Monitoring and Evaluation**

#### **Introduction**

The task of monitoring and evaluating the effectiveness of the Corridor Management Plan, and of revising and updating the plan to meet the changing needs of the corridor will be the responsibility of the Top of the Rockies Management Entity (See Section 3 - Management Strategies).

#### **Purpose**

The purpose of monitoring and evaluation is to:

- Determine whether the vision, goals and objectives of the CMP are being met;
- Track and document the accomplishments for the year;
- Prioritize annual action plans for implementation;
- Evaluate the effectiveness of completed action plans;
- Evaluate the work of contractors hired to construct or place Byway infrastructure;
- Monitor and evaluate the condition of Byway infrastructure, such as signage, wayside exhibits, trash receptacles etc.;
- Monitor the level of visitor use and satisfaction with the conditions, services and facilities of the Byway;
- Survey local perceptions, acceptance and level of satisfaction with the Byway;
- Ensure that the goals and objectives of the CMP are being considered in land use decisions on the local, state and federal levels;
- Monitor accident reporting and identify safety "hot spots" along the Byway where improvements or additional maintenance are needed;
- Track the costs of administering, maintaining and marketing the Byway, as well as the revenue sources required to sustain the effort;
- Provide the basis for revising and updating the plan as necessary to adapt to the ever changing needs of the corridor.

#### **Recommendations**

It is recommended that the Board of Directors create an Evaluation Committee, whose primary function would be the continuous monitoring and review of actions and developments along the Byway, and who would act as the liaison between the Board and jurisdictional agencies in matters concerning implementation of goals and objectives of the CMP. The Committee would meet and report to the Board on a regular basis.

It is further recommended that a principal output of the Evaluation Committee would be the preparation of an annual report to the Byway stakeholders, outlining:

- Accomplishments of the past year;
- Action plans, inventories, surveys, programs or studies planned for the coming year;
- Addendums, revisions or amendments to this CMP;
- Financial status, goals and budgets;
- Maintenance and operational needs and requirements.

posted/distributed at community centers, libraries, and grocery stores, used as newspaper inserts, and distributed to the mailing list and neighborhood organizations. Direct mail pieces can be delivered directly to the target audience or packaged with other direct mail pieces reaching specific target markets.

- *Informational Video* - An information video providing an overview of the "Top of the Rockies" Scenic Byway has been produced. This video will be used in conjunction with a speakers bureau, media kit, or information kit for travel associations such as the American Automobile Association.
- *Interpretive Audio Tape Series* - A series of interpretive audio tapes may be produced that would provide visitors with the history, scenic highlights, seasonal events, and other topics of interest. These tapes could be checked out from the visitor center(s) for use by residents or visitors to the area.
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- *Internet Homepage/Link* - The "Top of the Rockies" Scenic & Historic Byway has created a web page that provides general Byway information and links to and from other sites such as local chamber of commerces, the state or tourism organization homepages.
- *Telephone Information Line* - The "Top of the Rockies" Scenic Byway Committee can provide a dedicated telephone information line to allow callers in the Region another avenue for obtaining information about the byway. Visitor center staff or volunteers can update the information on a regular basis.

### Marketing Techniques

Marketing techniques provide a forum through which information can be delivered to potential visitors or highway users. They also can provide the interested public with an opportunity to interact with community representatives. These techniques can provide outreach to various target audiences.

- *Visitor Centers* - Each community can provide a location that contains copies of Byway materials for the public. These libraries can be located at local libraries, chambers of commerce, or city council chambers. If the communities prefer, one visitor center could be provided along the Byway that would contain information

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### Marketing

for all the communities. However, it would be beneficial for the travelers to have additional information available at any entrance to the Byway.

- **Speakers Bureau** - The Speakers Bureau is a proactive outreach effort to heighten awareness of the byway among residents and business owners along the Byway, as well as to increase awareness among tourism associations. The speaker can maximize audience input by providing comment forms to attendees after the presentation. Targeted groups will include, but are not limited to, chambers of commerce, automotive associations, and travel magazines. Volunteers will be needed to form a core group of speakers to educate these groups.
- **Customer Service Training** - Training programs can be established for employees of businesses and tourism organizations along the byway. These training programs can provide increased awareness of the recreation, history, and scenic qualities of the area, as well as provide training on gathering Byway user/market research information.
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Media outreach for the "Top of the Rockies" Scenic Byway should be coordinated through the Byway Committee. This outreach should include a contact/spokesperson chosen by the Byway Committee. Media outreach can be used to inform the public of the events, to encourage the media to highlight Byway issues, and to increase awareness of the location and existence of the Byway. One drawback to media outreach is that there is no guarantee that the information will be used; and, if the information is used, how it will be used. This outreach may include:

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## 2005 Amended Strategies

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### Evaluation

The "Top of the Rockies" Scenic Byway Marketing Program should be periodically evaluated to ensure effectiveness and a focus on the designated target audiences. Evaluation methods are the same as those listed in the market research section of this marketing plan.

### Strategies

Strategies are the tools that can be used to meet the goals and objectives of the marketing plan. Tactics are used to implement the strategy. Within each strategy there are key messages that need to be communicated with the target audience. The purpose of the strategy is to communicate these key messages.

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- Tactics:*
- Develop training curriculum.
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*Key Messages:* The visitor is important to the Byway and our area. It is important to be aware of the attractions and other businesses along the Byway. Continuous market research is needed.

Strategy: Contact tourism offices and travel writers to increase awareness of the Byway.

- Tactics:*
- Develop Byway brochure.
  - Prepare a press/information kit on the byway.
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*Key Messages:* The "Top of the Rockies" Scenic Byway provides unique educational, cultural, scenic, historic, natural and recreational opportunities.

**Schedule**

The schedule for these programs will be determined by each community and/or the TOR Board of Directors as needed.

#### Introduction

Prior to its designation as a State Scenic Byway in September of 1993, signage along the primary State highways that make up the Top of the Rockies Scenic Byway was regulated by the State of Colorado and the various land use ordinances and sign codes of the counties and municipalities through which the byway passed. Passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) on December 18, 1991 brought with it additional federal regulations for outdoor advertising along the nation's scenic byways under the jurisdiction of the Federal Highway Administration (FHWA).

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- **On Premise Advertising Device**  
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### Recommendations

- Individual County and Municipal sign codes should be updated to reflect the federal mandates imposed by Federal Highway Administration as they regard signage along or visible from the Byway;
- Municipal codes should reflect the need and conditions for off-premise advertising devices within the retail cores of their respective communities, and explore a legal vehicle for exempting them within their jurisdiction;
- Kiosks or centralized signage should be explored to provide advertising space for businesses that are adversely affected by the elimination of off-premise signage under Byway regulations.
- Uniform directional signage should be designed per CDOT standards and installed along the length of the Byway.
- Update existing signage to International standards in the event of the Byway's designation as an *All American Road*.

#### Introduction

The task of monitoring and evaluating the effectiveness of the Corridor Management Plan, and of revising and updating the plan to meet the changing needs of the corridor will be the responsibility of the Top of the Rockies Scenic & Historic Byway Board of Directors. (See Section 3 - Management Strategies).

#### Purpose

The purpose of monitoring and evaluation is to:

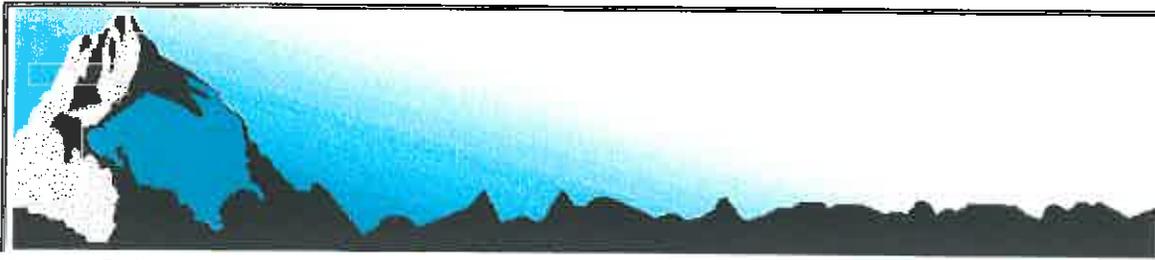
- Determine whether the vision, goals and objectives of the CMP are being met;
- Track and document the accomplishments for the year;
- Prioritize annual action plans for implementation;
- Evaluate the effectiveness of completed action plans;
- Evaluate the work of contractors hired to construct or place Byway infrastructure;
- Monitor and evaluate the condition of Byway infrastructure, such as signage, wayside exhibits, trash receptacles etc.;
- Monitor the level of visitor use and satisfaction with the conditions, services and facilities of the Byway;
- Survey local perceptions, acceptance and level of satisfaction with the Byway;
- Ensure that the goals and objectives of the CMP are being considered in land use decisions on the local, state and federal levels;
- Monitor accident reporting and identify safety "hot spots" along the Byway where improvements or additional maintenance are needed;
- Track the costs of administering, maintaining and marketing the Byway, as well as the revenue sources required to sustain the effort;
- Provide the basis for revising and updating the plan as necessary to adapt to the ever changing needs of the corridor.

#### Recommendations

It is recommended that the Board of Directors monitor and review of actions and developments along the Byway, and act as the liaison between the Board and jurisdictional agencies in matters concerning implementation of goals and objectives of the CMP.

It is further recommended that a principal output would be the preparation of an annual report to the Byway stakeholders, outlining:

- Accomplishments of the past year;
- Action plans, inventories, surveys, programs or studies planned for the coming year;
- Addendums, revisions or amendments to this CMP;
- Financial status, goals and budgets;
- Maintenance and operational needs and requirements.



Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 4**

**ACTION PLAN**





## Top of the Rockies Scenic and Historic Byway Corridor Management Plan

### Section 4

### ACTION PLAN

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### Introduction

The Action Plan is the final step in the planning process, and the key to successful implementation of the Corridor Management Plan. It incorporates the information and recommended actions of the proceeding steps and sets a course of action for the first year of the Corridor Management Plan's implementation.

Since not all recommended actions can be implemented immediately or simultaneously, the Regional Byway Committee is responsible for the selection and prioritization of specific actions that focus available resources on the attainment of achievable tasks. The resulting Action Plan summarizes the selected actions, strategies to be employed, responsible parties for implementation, sources of funding, time lines and schedules, and products to be delivered. The Action Plan is updated annually to reflect the changing needs and goals of the Byway.

The Action Plan selected for the first year of Corridor Management Plan implementation for the Top of the Rockies Scenic and Historic Byway includes, but is not limited to the following actions.

# Action Plan

## Actions

### Action

Objective                      **Form the Byway Management Entity**

Strategies

To solicit the cooperation and authorization of all parties to the current Intergovernmental Agreement (IGA) to expand the authorities and powers of the Regional Byway Committee (RBC) through the formation of a 501 (c) (3), non-profit corporation, modeled after the structure selected by the RBC at the June, 1996 retreat (Section III - Management Strategies).

Such an action is in keeping with the terms of the original IGA, in which it was stated: "To the extent that the Counties later decide to do so, they may choose to create an entity, such as a nonprofit corporation, to replace the committee."

Responsibilities

Lead representatives of the RBC from each of the participating Counties and Federal Agencies, along with the Byway Chairperson, will be responsible for soliciting the support and authorization of respective partners to the IGA. To the extent that they choose to do so, the Committee may enlist the aid of a Consultant to help prepare and present the selected model.

The existing IGA will be amended to retain County and Agency control over selection of committee members, but will be expanded to allow the Management Entity to function beyond their current mission to complete the CMP, and to act as a legal entity.

Legal council, representing one of the IGA partners or solicited from private practice will be retained to draw up the corporate documents.

Funding

Funding will be required to amend the current IGA, and to form and register the 501 (c) (3) non-profit corporation with the State of Colorado. Funding or in kind services will be requested on a pro-rated basis from the parties to the IGA. Anticipated cost is \$1000.00.

Deliverables

Articles of Incorporation of the 501 (c) (3) Corporation.

## Action Plan

### Actions

#### Action

##### Objective

##### **Prepare a Byway Interpretive Plan**

##### Strategies

The Interpretive Plan will utilize the strategies described in Section 3 of the CMP to:

- Increase public awareness of the Interpretive theme of the Byway.
- Identify and prioritize specific elements of the areas history and natural environment that will be interpreted.
- Identify the techniques by which the interpretive message will be presented to the public.
- Identify the infrastructure needs for accommodating interpretive sites (ADA accessibility, pullouts, accel/decel lanes, communications etc.)

##### Responsibilities

The Byway Management Entity will select a consultant to coordinate their efforts with those of CDOT, local Chambers of Commerce, local industry, and agencies such as the US Forest Service and BLM to: assemble an inventory of interpretive media already in place; determine sites along the Byway where additional interpretation is necessary or desired; establish a common approach to presenting the interpretive message and ensure continuity over the length of the corridor; establish a common means of alerting the public that they are approaching an interpretive site; establish partnerships for funding the construction and maintenance of interpretive sites; and create a prioritized schedule for implementation of the Interpretive Plan.

##### Funding

Funding in the amount of \$25,000 has been secured through the State Historical Society, the Interim Byway Funding program under ISTEPA and local match funds for the preparation of a plan to interpret the Byway.

##### Deliverables

Interpretive Plan

## Action Plan

### Actions

#### Action

##### Objective

**Design the Lake County Interpretive Center.**

##### Strategies

1. Select a building location from the preliminary feasibility study;
2. Seek a donation of land or funding for purchase of the site.
3. Determine the composition and needs of the partners who will participate in the planning, operations and maintenance of the facility.
4. Solicit and select a consulting firm to design the structure to fit the landscape and the physical requirements of users.
5. Oversee the design process and the administration of ISTEА funding.

##### Responsibilities

The Lake County Representatives of the Byway Management Entity will be responsible for: coordinating the selection and acquisition of the site; negotiating with potential partners and determining the spatial and logistical needs of potential tenants; soliciting qualifications and proposals from qualified design firms; selecting a designer; administering the ISTEА funding; and overseeing the design process.

Other partners will vary depending upon final site selection, and may include: the U.S. Forest Service; the Greater Leadville Area Chamber of Commerce; the Lake County Parks and Recreation Board; the Bureau of Land Management; ASARCO Inc.; the Leadville Sanitation District; the Union Pacific Railroad; the City of Leadville; and Lake County.

##### Funding

Funding in the amount of \$37,000 has been secured from the State Historical Fund, Interim Byway Funding program under ISTEА, and local match funds for the design of the Interpretive Center.

##### Schedule

Design will be initiated only after the building site has been secured and the needs of prospective partner/tenants have been established.

##### Deliverables

Building Plans and architectural renderings.

## Action Plan

### Actions

#### Action

##### Objective

##### **Prepare a Byway Marketing Plan**

##### Strategies

The Marketing plan will utilize the marketing strategies described in Section 3 of the CMP to:

- Provide a better understanding of who is using the Byway, and whether their needs are being met.
- Identify "target markets", where limited marketing dollars can be most effectively spent.
- Create the necessary tools to effectively market the Byway
- Identify distribution methods by which the Byway message can be delivered to potential visitors and Byway users
- Establish a baseline from which to track and evaluate the effectiveness of the marketing tools

##### Responsibilities

The Byway Management Entity will select a qualified consultant to coordinate their efforts with those of CDOT, local Chambers of Commerce, tourism boards or organizations, and agencies such as the US Forest Service to assemble existing data related to use of the Byway, and to collect and analyze new data specific to the corridor.

With the consultant, the Byway Management Entity will select and document the strategic tools, marketing techniques and distribution methods best suited to the needs of the Byway, and organize that data in the form of a Marketing Plan. The Byway Management Entity will also seek additional funding, as needed, to implement the recommended actions and perpetuate the research and evaluation of the marketing effort.

##### Funding

Funding in the amount of \$116,000 has been secured through the State Historical Society, the Interim Byway Funding program under ISTEA and local match funds for the preparation of tools to market the Byway.

##### Schedule

Initiation of the Marketing Plan will follow the completion of the Corridor Management Plan and the formation of the Byway Management Entity.

##### Deliverables

Marketing Tools

## Action Plan

### Actions

#### Action

Objective

**Establish AM Radio broadcast capabilities on Fremont Pass**

Strategies

Work with and support the Climax Mine in their effort to establish an AM radio transmitter on Fremont Pass. Provide Climax with narrative text about the Byway that can be incorporated into their interpretive message. Incorporate information on how to access the radio station in Byway brochures, audio tapes, fact sheets etc., and on Top of the Rockies informational signage.

Responsibilities

Initial discussions have indicated a willingness on the part of the Climax Mine to install and operate the transmitter at their cost. The Byway Management Entity will provide Climax with narrative text to be included on the broadcast, and will work with CDOT to secure the right to incorporate information on how to access the radio frequency onto the Byway's informational and directional signage.

Funding

Partnership with private venture partner

Deliverables

AM Radio Broadcast

#### Action

Objective

**Provide Draft and Final copies of the CMP to all jurisdictional agencies for review and incorporation into future planning efforts**

Strategies

Work with the Byway Planning Consultant to present the Draft CMP to jurisdictional agencies and planning groups with request that the goals and objectives of the plan be incorporated in subject land use decisions and policies.

Responsibilities

The Regional Byway Committee will review the final draft of the CMP to ensure that it reflects the goals and objectives expressed by the Committee and its constituents. Upon their authorization, the final document will be presented by the Byway Consultant and representatives from the Committee to appropriate agencies and governmental entities for consideration in future planning decisions affecting the Byway.

Funding

Existing ISTEA funding set aside for contingencies, as requested by the Committee and addressed under a change order to the existing contract with the Byway Consultant.

### Action

#### Objective

**Collect Byway specific traffic data through the installation of permanent traffic counters along the Byway**

#### Strategies

Current traffic data provided in the Colorado Scenic and Historic Byway Traffic Analysis, generated by the Center for Community Development, University of Colorado at Denver, relies on traffic counts taken on U.S. 285, south of Buena Vista, Colorado. This roadway segment is located approximately 20 miles south of the southernmost extent of the Top of the Rockies Scenic and Historic Byway, and represents a totally different dynamic than that of the Byway itself. In order to accurately portray the conditions specific to the commuter and tourist traffic patterns of the Byway, the Byway Committee recommends that CDOT install permanent traffic counters at strategic locations along Highways 24 and 91.

#### Responsibilities

The Regional Byway Committee will contact CDOT to formally request the installation and monitoring of traffic counters at strategic locations along U.S. Highway 24 and State Highway 91, to more accurately assess the current condition, assess and analyze changes in use over time, and implement appropriate planning and action.

#### Funding

The Committee will request that traffic counters be installed and monitored at CDOT expense, and that the data be made available to the respective Counties, the Colorado Scenic and Historic Byway Commission, the U.S. Forest Service, the various municipalities along the Byway, and the Regional Committee.

## Action Plan

### Actions

#### Action

##### Objective

##### **Prepare a Byway Preservation Plan**

##### Strategies

The Preservation Plan will utilize the strategies described in Section 3 of the CMP to:

- Identify and inventory specific elements of the Byway's natural environment in need of protection or preservation.
- Recommend appropriate techniques for the protection/preservation of identified resources.
- Prioritize the implementation of Preservation actions.
- Seek to form partnerships to fund and implement preservation actions.
- Increase public awareness of the preservation needs of the Byway.

##### Responsibilities

The Byway Management Entity will select a consultant to coordinate their efforts with those of CDOT, the State Natural Heritage Program, State Historical Society, Colorado Division of Wildlife, local governments, and agencies such as the US Forest Service and BLM to: involve the public in the planning process; assemble an inventory of preservation measures already in place; determine sites along the Byway where additional preservation is necessary or desired; establish a means of alerting the public to the need to preserve the intrinsic resources of the Byway; establish partnerships for funding of a Preservation measures; and create a prioritized schedule for implementation of recommended preservation techniques.

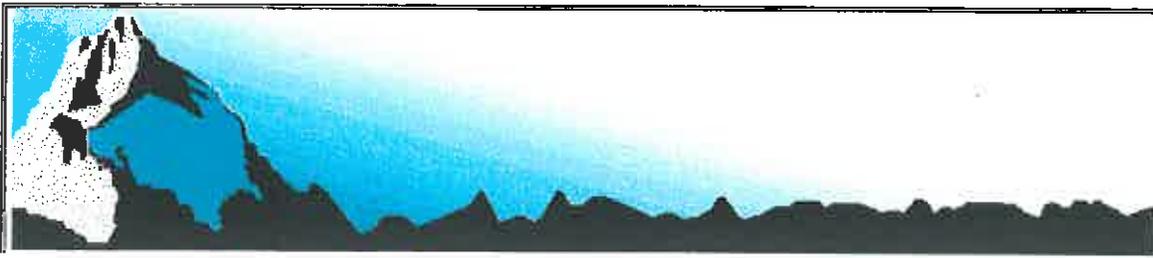
##### Funding

Funding will be sought through the Enhancement provisions of ISTEA, while local match funds for the preparation of the Preservation Plan will be solicited from local government sources.

##### Deliverables

Preservation Plan





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 5**

**APPENDIX A  
TRANSPORTATION SYSTEM INVENTORY**





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 5**

**APPENDIX A  
TRANSPORTATION SYSTEM INVENTORY**

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**Introduction**

The Top of the Rockies Scenic and Historic Byway is composed of segments of U.S. Highway 24, and State Highways 91 and 82 in Lake, Summit and Eagle Counties, Colorado. (See Map 03) U.S. Highway 24 between Leadville and Camp Hale carries the additional distinction of having been dedicated as the 10th Mountain Division Memorial Highway, in honor of the elite mountain troops who trained at Camp Hale during World War II, while State Highway 82 over Independence Pass has been designated as a State Scenic Highway. The Byway lies entirely within the Inter-Mountain Planning Region of the Northwest Travel Region of Colorado.

The Byway travels through sections of the Pike and San Isabel, White River, and Arapaho National Forests, and crosses the continental divide twice, at Tennessee (el. 10,424 ft.) and Fremont Passes (el. 11,400 ft.). Fremont Pass is the headwaters of both the Arkansas River, draining in an easterly direction to the Atlantic Ocean, and Ten Mile Creek, a tributary of the Colorado River, draining in a westerly direction to the Pacific. Tennessee Pass is the headwaters of both Tennessee Creek, a tributary of the Arkansas River, and the Eagle River, a tributary of the Colorado.

Highway's 24 and 91 are classified as Minor Arterials and are listed as Critical Travel Corridors within the Inter-Mountain Transportation Region of Colorado<sup>1</sup>. Highway 91 and that section of Highway 24 from its intersection with Highway 91 north of Leadville to the Chaffee County Line are designated hazardous material truck routes<sup>2</sup>. State Highway 82 (Independence Pass) carries the functional classification of Major Collector, and provides a seasonal (summer) connection to Aspen, Colorado. All road segments directly associated with the Top of the Rockies Byway are "all season", paved, two lane rural roads capable of accommodating automobile, heavy truck and bus traffic. Average Annual Daily Traffic (AADT) levels of associated roads generally fall within the 1,000 to 5,000 range. None of the subject roads are classified as High Percent Truck Routes<sup>3</sup>.

**Byway Length**

The Top of the Rockies Scenic and Historic Byway is approximately 75.85 miles in length. The Colorado Department of Transportation delineates the roadways by both pavement distance and lane miles as follows<sup>4</sup>:

**Table 1 Pavement and Lane Lengths**

Highway/County	Pavement Distance (mi)	2 Lane Distance (mi)	3 Lane Distance (mi)	4 Lane Distance (mi)
Hwy 24 - Eagle	22.42	22.42		
Hwy 24 - Lake	24.97	23.93	.11	.83
Hwy 91 - Lake	12.04	9.0	2.9	.13
Hwy 91 - Summit	10.22	5.79	4.0	.44
Hwy 82 - Lake	6.2	6.2		
<b>Totals</b>	<b>75.85</b>	<b>67.34</b>	<b>7.01</b>	<b>1.4</b>

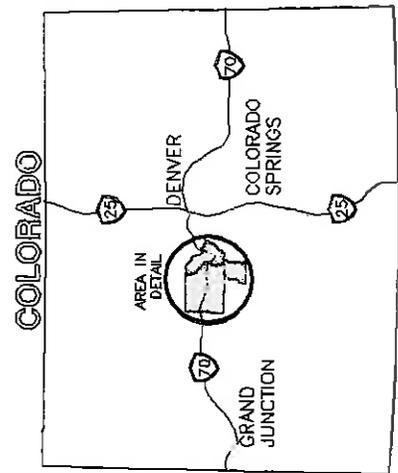
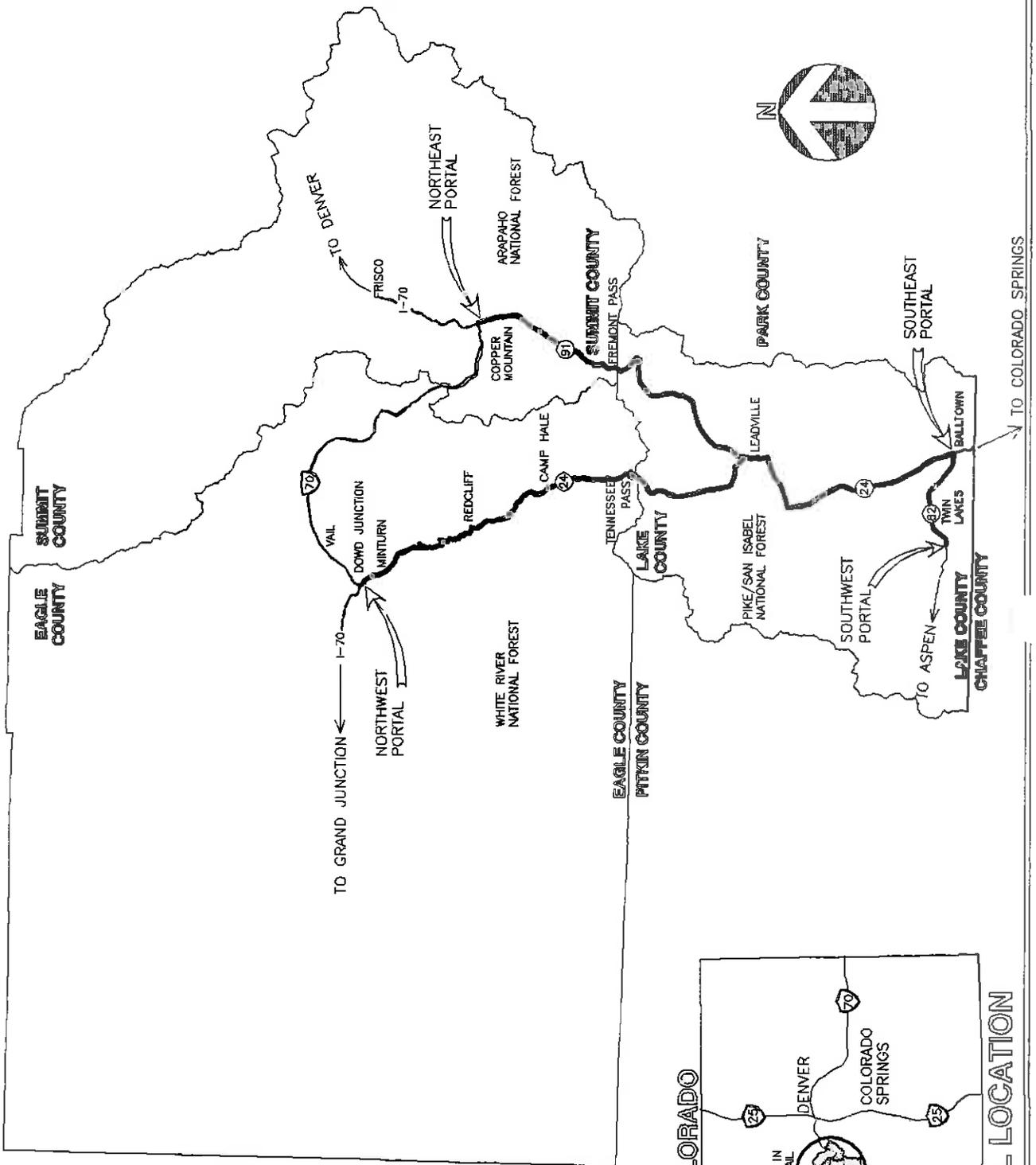
<sup>1</sup> Inter-Mountain Regional Transportation Plan - CDOT - 1994

<sup>2</sup> ibid

<sup>3</sup> ibid

<sup>4</sup> Technical Memorandum No. 3: Inter-Mountain Transportation Planning Region - CDOT - Sept 1993

# TOP OF THE ROCKIES: SCENIC & HISTORIC BYWAY



## Appendix A

### Transportation System Inventory

### Shoulder Widths

With the exception of 3 to 8 foot wide paved shoulders adjacent to: Highway 82, from the Twin Lakes Dam to the Town of Twin Lakes; Highway 91 in Lake County; and Highway 91 in Summit County, from approximately Clinton Gulch to the culvert which passes Tenmile Creek under the highway, there are no paved shoulders along the byway. Shoulder widths, both paved and unpaved are delineated as follows<sup>5</sup>:

**Table - 2** **Shoulder Width in Feet**

State Highway / County	0	1	2	3	4	5	6	8 or More
Hwy 24 / Eagle		0.55	4.85	1.64	11.62		2.89	0.87
Hwy 24 / Lake	0.49			0.57	16.96	3.31	1.39	2.25
Hwy 91 Lake			0.78		1.00	1.64	7.89	0.73
Hwy 91 Summit					4.24	1.46	2.86	1.66
Hwy 82 Lake			1				1.40	3.85
<b>Total</b>	<b>0.49</b>	<b>0.55</b>	<b>6.63</b>	<b>2.21</b>	<b>33.82</b>	<b>6.41</b>	<b>16.43</b>	<b>9.36</b>

### Byway Population

The Byway passes through 5 separate Census Tracts, with concentrations of population located primarily in the communities of: Minturn; Red Cliff; Leadville; Twin Lakes; and Copper Mountain. 1990 Census Data would indicate the current and estimated 2015 populations<sup>6</sup> along the Byway to be as follows:

**Table - 3** **Byway Population by Census Tract**

County	Census Tract	Current Population	Est. 2015 Population
Eagle	9533	1507	1687
Summit	9585	1702	2441
Lake	9616 - 17 - 18	6007	8341
<b>Total</b>		<b>9216</b>	<b>12,469</b>

### Intermodal Opportunities

#### **Bicycle / Pedestrian**

Plans for providing non-vehicular links between the communities along the Byway corridor were addressed in the Bicycle / Pedestrian component of the Inter-Mountain Transportation Planning Region: Preferred Transportation Plan. The almost complete lack of paved shoulders on Highway 24, and non-contiguous segments of paved shoulders on Highway 91 were recognized as significant barriers to safe bicycle / pedestrian travel along these routes. Each County has indicated that trails master

<sup>5</sup> ibid

<sup>6</sup> U.S. Census Bureau - 1990 data

planning efforts will seek safe alternatives for accommodation of non-vehicular travel paralleling the Byway and linking it's communities.

#### **Rail**

A Class 1 rail line closely parallels the Byway and US Highway 24 from the intersection of State Highways 24 and 82 to the town of Minturn. The line, owned by Union Pacific, currently provides freight hauling services between rail links in Pueblo and Dotsero, Colorado. Conflicts between balancing the needs of high speed scheduled passenger service and unscheduled, slow moving freight service, coupled with the dearth of sidings to allow trains to pass one another have been cited as justification for not allowing passenger/commuter service along this route in the past.

The Surface Transportation Board (STB) decision to allow the merger of the Union Pacific and Southern Pacific Railroads on August 12, 1996, could lead to the abandonment of the line paralleling the Byway. Consequences of the abandonment could range from purchase of the trackage by a short-line operator for use as a freight / tourist / commuter line, to retention and temporary use as a trail corridor through rail banking, to complete loss of the corridor through reversion of the railroad properties to underlying land owners. Depending on the final end use determined in the abandonment proceedings, the impacts on the Byway could be either positive or negative.

The Inter-Mountain Transportation Planning Region: Preferred Transportation Plan recognizes that Highway 24 is currently at or above capacity, and exhibits a high level of geometric and safety deficiencies. Growth projections within the region predict increased demand for a finite amount of capacity along the route, while recognizing that the severe limitations presented by the terrain, climate and right-of-way constraints make expansion of the road surface difficult or impossible. Solutions recommended within the plan bank heavily on the ability to transport more people in less vehicles (Public Transit), coupled with the use of alternate modes of transportation, most specifically rail, to relieve current and future pressure on the existing roadway<sup>7</sup>.

CDOT is currently conducting a Passenger Rail Study to determine the feasibility of providing commuter rail service on 15 rail segments within Colorado. The Tennessee Pass Route between Leadville and Minturn is one of four lines currently prioritized for further study. Vail Associates and the Town of Vail have conveyed their interest to the STB in purchasing the line for that purpose.

Should the rail be converted to provide commuter / passenger / tourist service, much of the pressure on the roadway could conceivably be relieved. Conversely, should the corridor be lost completely, one potential alternative for relieving pressure on the roadway would be lost with it.

Additionally, it is estimated that the bulk of the haulage generated along this section of line (approximately 450 of the estimated 477 cars) originates at the Malta loading docks in Lake County, and is comprised of heavy metal ore concentrate from the Black Cloud Mine east of Leadville<sup>8</sup>. Six truckloads of metal concentrate are required to fill each rail car. In the absence of rail service to Leadville, this material would have to be hauled by

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<sup>7</sup> Inter-Mountain Transportation Planning Region: Preferred Transportation Plan - CDOT - Feb 1994

<sup>8</sup> Personal communication - ASARCO Inc. - November 1995

truck over sections of the Byway, increasing the volume of truck traffic and increasing the cost of road maintenance.

Abandonment of the Union Pacific Rail Line therefore has the potential to either enhance or significantly degrade the resources and visitor experience along the Byway corridor, depending upon the final determination of end use.

#### Transit

There is currently only one truly public transit service which operates on any section of the Top of the Rockies Scenic and Historic Byway and that is the Lake - Eagle County commuter service on Highway 24 which is operated by Avon / Beaver Creek Transit. (The Summit Stage is a public transit service in Summit County, but its only operation on the actual Byway is service in Copper Mountain to the remainder of Summit County to the north.) The Leadville Transit service was originated in 1988 by the City of Leadville to offer public service to Leadville residents who commute to work sites in the Eagle County resorts. A five-year Transit Development Plan (TDP) was developed by Lake County in 1991, in conjunction with requirements of federal funding. An update of that plan, including all of Lake and Eagle Counties, will be done by Avon / Beaver Creek Transit in 1997.

Currently there are three trips offered in the morning and three in the afternoon during winter months, and one trip both directions in summer months. Forty-passenger transit buses are utilized for the service. During the winter season, two morning buses originate in Leadville, make seven in-town stops, stop at Redcliff, make three stops in Minturn, proceed to Vail, then on to Avon. Afternoon return trips re-trace the same route. One winter trip is a dedicated Leadville - Beaver Creek direct run. In the Summer months, the one trip operated is a Leadville - Vail - Avon trip.

When the Leadville commuter service originated in 1988, the City of Leadville obtained federal funds to develop it. In 1990, it became an operation of Avon / Beaver Creek Transit, paid through fare revenue and subsidy from the Towns of Avon, Vail, Beaver Creek, and Eagle County until January 1, 1996. Beginning in 1996, a \$.05 sales tax in Eagle County has been used for transit operations, in conjunction with fares. The Beaver Creek direct route is subsidized by Beaver Creek employers. Fares on the other routes are paid either by riders, or they are subsidized as an employee benefit by the riders' employers. The cash fare is \$3.25 one-way, although tickets can be purchased in bulk for \$3.00. Winter ridership ranges from 1,300 to 2,513 trips per month; summer ridership ranges from 600 - 1,158 trips per month.

At least three employers in the Vail area choose to operate private vans for the commute by their Leadville employees, during both winter and summer months. These are typically 14-passenger vans used by carpooling employees. Many more Leadville commuters drive to work in the Eagle County area; some estimate that up to 1000 persons per day make the trip.

For Leadville residents commuting to Copper Mountain Resort Inc., shuttle buses are offered. During winter months, two 40-passenger buses originate in Leadville, and one 40-passenger bus originates in Buena Vista bound for Copper Mountain. Only one bus, from Leadville to Copper Mountain, is operated during the summer months. Other Leadville residents commuting to the Summit County area utilize private cars; some

carpool. As many as 400 - 500 persons per day may commute between Lake and Summit Counties during winter months.

**Roadway Statistics**

For the purpose of classification and analysis, CDOT breaks each highway into segments that share physical characteristics. Each segment is assigned an identifier based on it's State Highway designation and mileage location at it's point of origin. The approximate locations of each segment of the Byway are delineated on Planning Maps 07 through 09: *Roadway Segments*. The relative locations of the segments within the overall Byway study area are illustrated on Planning Map 06.

For each identified roadway segment, a functional classification, location, length, geometric deficiency rating, Average Annual Daily Traffic estimate (AADT), estimated Truck Volume, total number of recorded accidents, number of fatal accidents and terrain type<sup>9</sup> are provided in **Tables 4** through **12**.

**Functional Classification**

The hierarchy of roadways that make up the State Highway system are typically defined by their functional usage or classification. In a descending order of usage and capacity, the classifications include:

1. Interstate
2. Principal Arterial
3. Minor Arterial
4. Major Collector
5. Minor Collector
6. Local Roadway

Within the Intermountain Transportation Planning Region, the following classifications have been assigned to the roads that comprise the Top of the Rockies Byway:

<u>Highway</u>	<u>Functional Classification</u>
U.S. Highway 24	Minor Arterial
Highway 91	Minor Arterial
Highway 82	Major Collector

**Geometric Safety**

Roadways exhibiting geometric safety deficiencies are considered to be those roads without adequate shoulder and/or lane widths as defined by existing Colorado Department of Transportation design standards. The deficiency rating basically quantifies the difference between the existing lane and shoulder width and the design standard. The Intermountain Transportation Planning Region: Preferred Transportation Plan only lists geometric deficiencies when no other over-riding improvement had been recommended, such as the addition of passing lanes or total roadway reconstruction. Deficiency needs within incorporated communities were not identified because shoulders are not normally required within urbanized areas due to the presence of curbs and gutters.

<sup>9</sup> Geometric / Safety Analysis - CDOT - Dec. 1993

**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

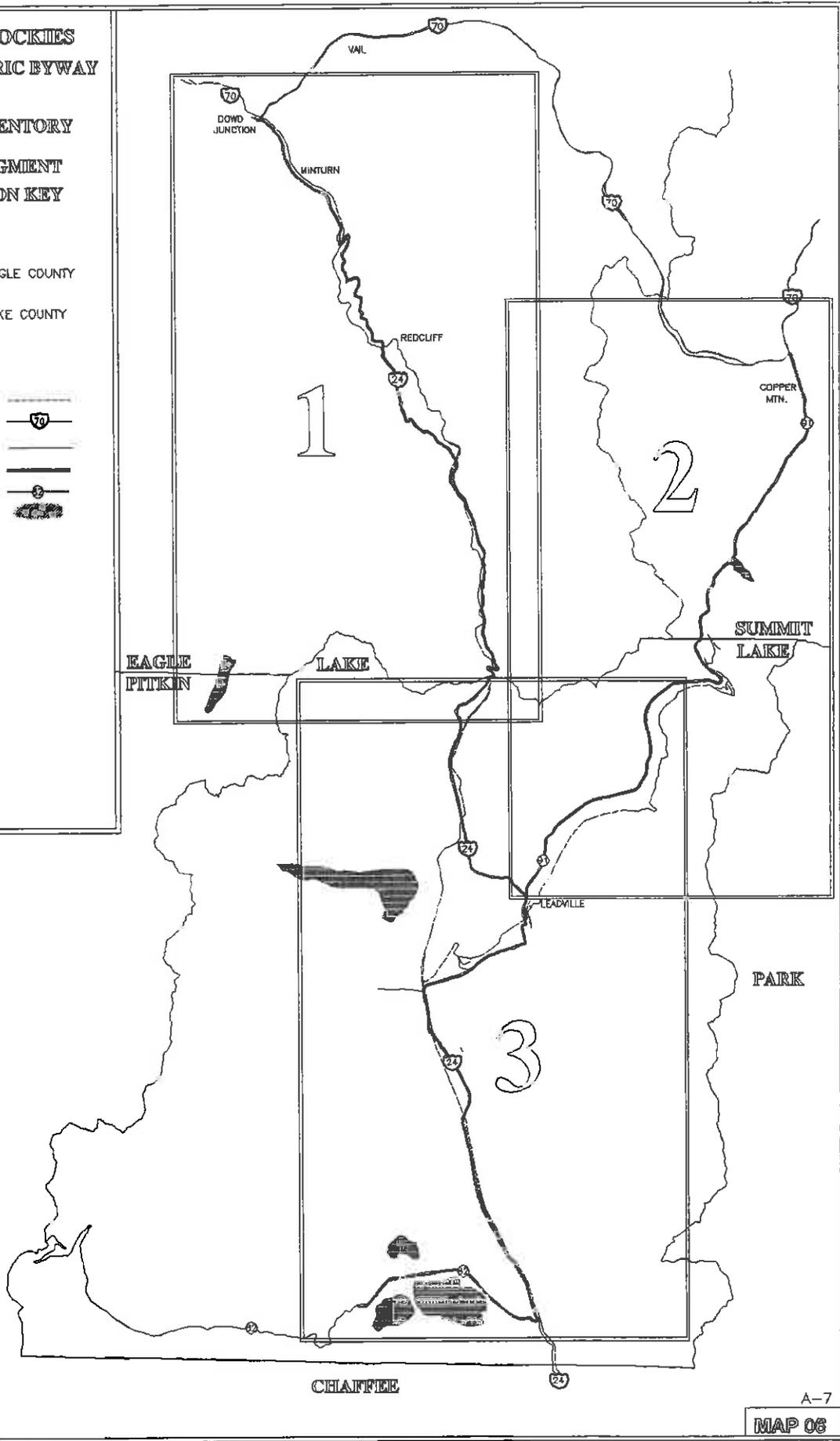
**RESOURCE INVENTORY**

**ROADWAY SEGMENT  
IDENTIFICATION KEY**

**KEY**

- UNIT 1 - HWY 24, EAGLE COUNTY
- UNIT 2 - HWY 91
- UNIT 3 - HWY 24, LAKE COUNTY

- RAILROAD 
- US HIGHWAY 
- COUNTY LINE 
- BYWAY 
- STATE HIGHWAY 
- WATER BODY 



A high score in the geometric deficiency column indicates that a large deficiency exists between the current condition of the roadway and the standard considered to provide adequate safety for vehicular and non-vehicular users. The scores within the Inter-Mountain Region ranged from 2 to 18, with over 60% of the roadway scores falling below 10. With the exception of State Highway 82 from the town of Twin Lakes to the Twin Lakes Dam, which was reconstructed in conjunction with the Frying Pan Arkansas Project in the late 1970's, all roads associated with the Byway received scores of 10 or above, indicating the presence of significant geometric safety issues. Weighted scores were calculated to take all variables into account in a Geometric / Safety analysis in order to identify the high priority regional transportation projects delineated in **Table 13**<sup>10</sup>. As illustrated, ten of the twenty top priority projects within the five county region are located on the Byway.

#### **Terrain Type**

Terrain Types are defined as follows:

- 1) Level
- 2) Rolling
- 3) Mountainous

#### **Reconstruction**

For the purposes of developing a regional transportation plan, CDOT defined a roadway as needing reconstruction if the roughness was less than 3.00 and the percent patching and cracking was greater than 60%. Two areas along the Byway were identified as needing reconstruction:

- 1) Highway 91, from .2 miles south of the Copper Mountain road to its junction with I-70 - a distance of approximately .6 miles. Estimated cost: \$462,400
- 2) Highway 24, from .2 miles south of Minturn to the White River National Forest entrance - a distance of approximately .4 miles. Estimated cost: \$345,600

#### **Passing Lanes**

Three laning of existing two lane roads to accommodate safe passing was reviewed for all highways within the Intermountain Planning Region. Of the four locations recommended, three were on the Top of the Rockies Scenic Byway:

- 1) US 24 on north side of Tennessee Pass - 3.4 miles. Estimated cost - \$1.36 million
- 2) US 24 on south side of Tennessee Pass - 3.15 miles. Estimated cost - \$1.26 million
- 2) SH 91 on north side of Fremont Pass - 6.65 miles. Estimated Cost - \$2.66 million

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<sup>10</sup> Inter-Mountain Transportation Planning Region: Preferred Transportation Plan - CDOT - Feb 1994

TOP OF THE ROCKIES  
SCENIC & HISTORIC  
BYWAY

ROADWAY SEGMENTS

KEY

IDENTIFIER: 024A143.400

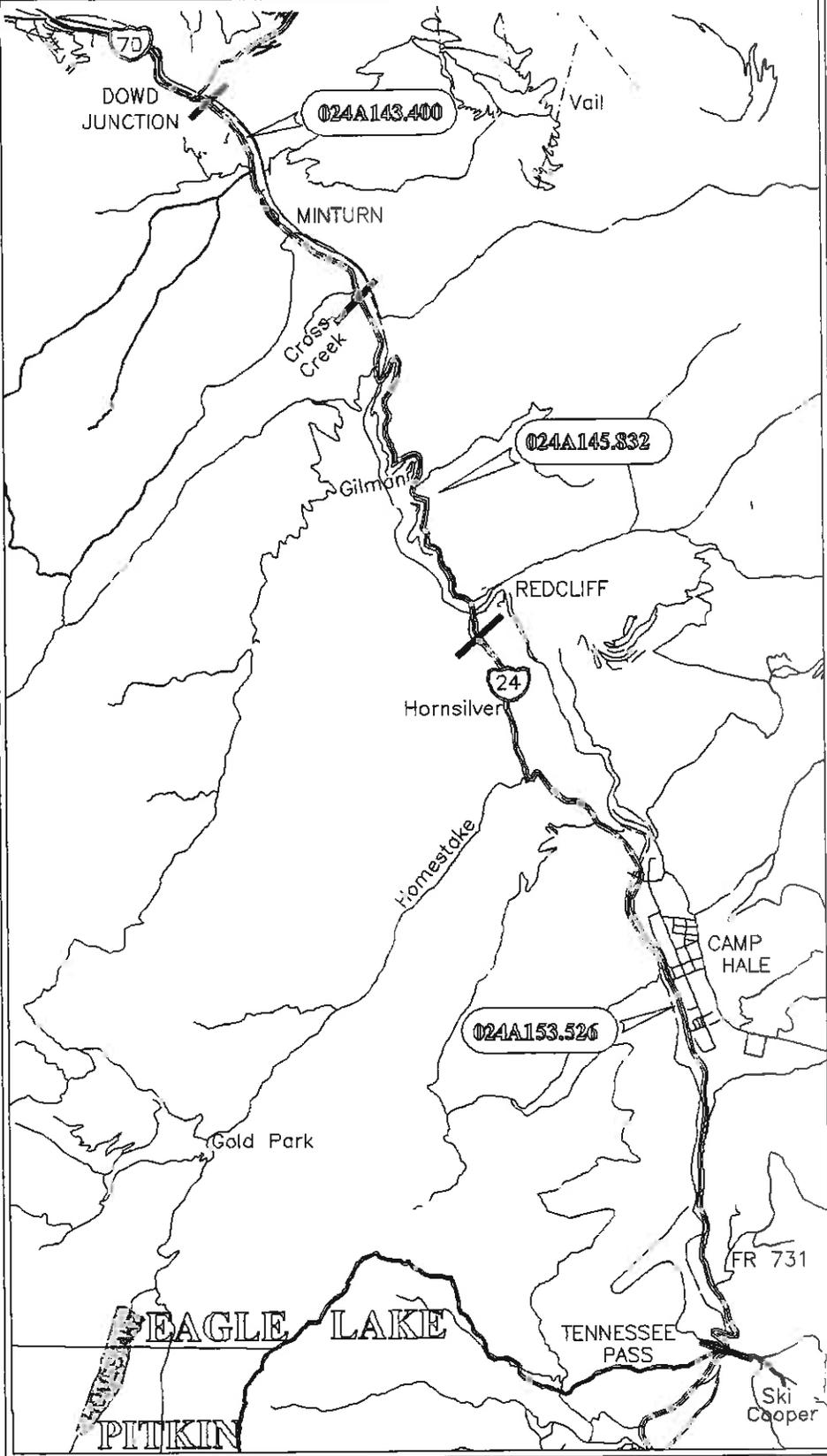
US HIGHWAY 24 FROM IT'S  
INTERSECTION WITH I-70  
TO THE SOUTH MINTURN  
CITY LIMIT

IDENTIFIER: 024A145.832

US HIGHWAY 24 FROM THE  
SOUTH MINTURN CITY LIMITS  
TO THE SOUTHERN CITY  
LIMITS OF REDCLIFF

IDENTIFIER: 024A153.526

US HIGHWAY 24 FROM THE  
SOUTH REDCLIFF CITY LIMIT  
TO THE SUMMIT OF  
TENNESSEE PASS AT THE  
EAGLE / LAKE COUNTY LINE



## Appendix A

### Transportation System Inventory

**Roadway Classification**  
**Highway 24 - Eagle County**  
**Map 07**

**Table - 4 Identifier - 024A143.400**

**Location:**

US Highway 24 from it's intersection with I-70 to the South Minturn City limit

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
2.4	12	6550	321	20	0	3

**Table - 5 Identifier - 024A145.832**

**Location:**

Highway 24 from the South Minturn City limits to the southern city limits of Redcliff

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
7.6	12	2567	151	35	2	3

**Table - 6 Identifier - 024A153.526**

**Location:**

South Redcliff City limit to the summit of Tennessee Pass at the Lake / Eagle County line.

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
13	10	1225	93	40	0	3

TOP OF THE ROCKIES  
SCENIC & HISTORIC  
BYWAY

ROADWAY SEGMENTS

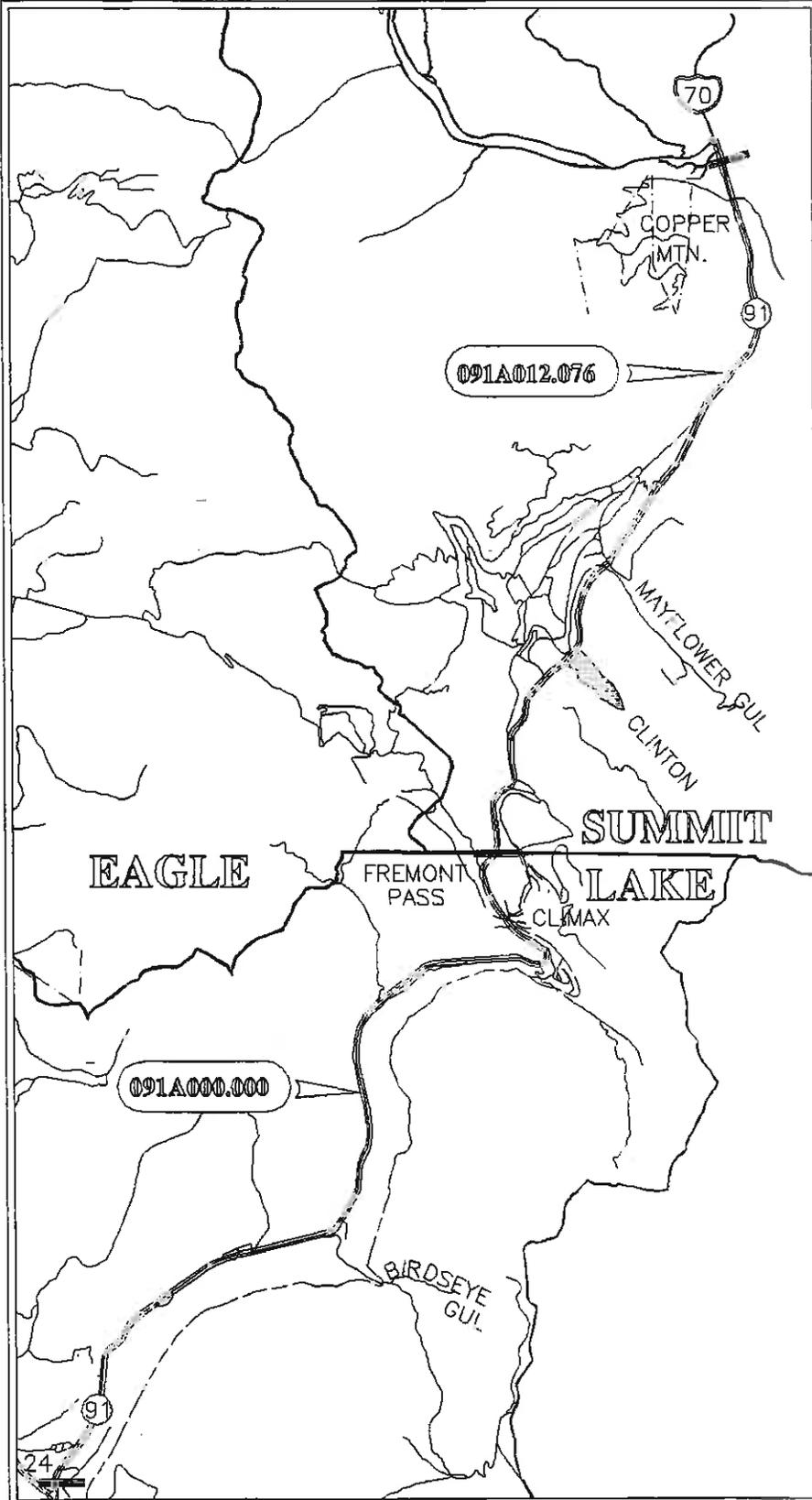
KEY

IDENTIFIER: 091A000.000

HIGHWAY 91 FROM IT'S  
INTERSECTION WITH U.S.  
HWY 24 NORTH OF  
LEADVILLE TO THE LAKE /  
SUMMIT COUNTY LINE

IDENTIFIER: 091A012.076

HIGHWAY 91 FROM THE  
LAKE/SUMMIT COUNTY  
LINE TO IT'S INTERSECTION  
WITH INTERSTATE 70 AT  
COPPER MOUNTAIN



## Appendix A

### Transportation System Inventory

**Roadway Classification**  
**Highway 91 - Lake / Summit Counties**  
**Map 08**

**Table - 7 Identifier - 091A000.000**

**Location:**

Highway 91 beginning at it's intersection with Highway 24 north of Leadville to the Lake / Summit County Line.

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
12.076	10	3350	261	51	0	3

**Table - 8 Identifier - 091A012.076**

**Location:**

Highway 91 from the Lake County line to it's intersection with Interstate 70 at Copper Mountain.

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
10.2	10	4075	289	51	1	3

**TOP OF THE ROCKIES  
SCENIC & HISTORIC  
BYWAY**

**ROADWAY SEGMENTS**

**KEY**

IDENTIFIER: 024A165.890

HIGHWAY 24 FROM THE  
SUMMIT OF TENNESSEE  
PASS TO THE NORTHERN  
CITY LIMITS OF LEADVILLE

IDENTIFIER: 024A177.000

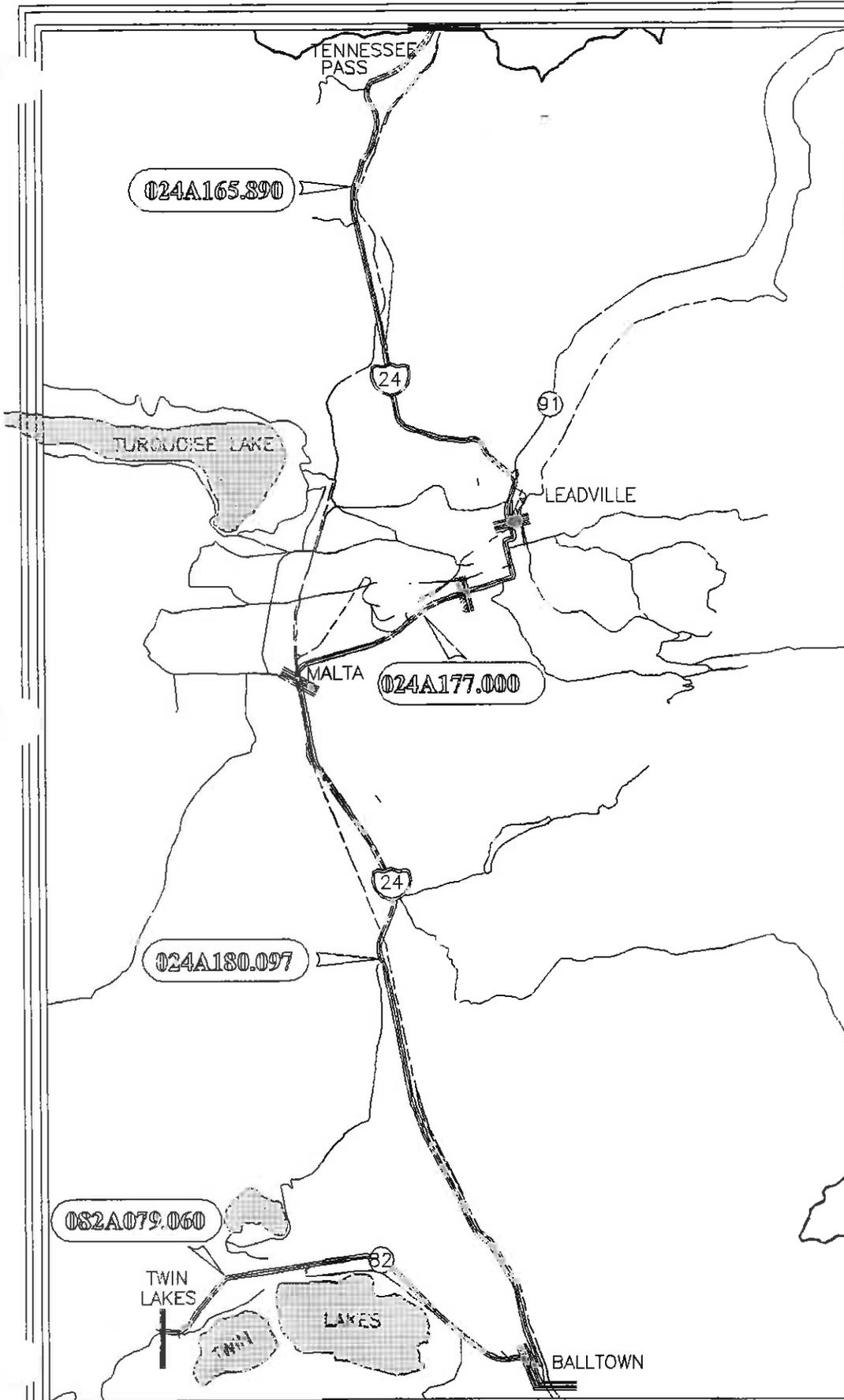
HIGHWAY 24 FROM THE  
SOUTHERN CITY LIMITS OF  
LEADVILLE TO IT'S INTER-  
SECTION WITH STATE HWY  
300 AT MALTA

IDENTIFIER: 024A180.097

HIGHWAY 24 FROM IT'S  
INTERSECTION WITH STATE  
HWY 300 AT MALTA TO  
THE CHAFFEE COUNTY  
LINE

IDENTIFIER: 082A079.060

HIGHWAY 82 FROM  
COUNTY ROAD 26 IN THE  
TOWN OF TWIN LAKES TO  
IT'S INTERSECTION WITH  
HWY 24 AT BALLTOWN



## Appendix A

### Transportation System Inventory

**Roadway Classification**  
**Highway 24 - Lake County**  
**Map 09**

**Table - 9 Identifier - 024A165.890**

Location:

Summit of Tennessee Pass at the Lake / Eagle County Line to the northern city limits of Leadville.

Functional Classification: Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
10.0	10	5633	321	43	0	3

**Table - 10 Identifier - 024A177.000**

Location:

Southern city limits of Leadville to it's intersection with State Highway 300 at Malta.

Functional Classification: Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
2.9	10	3775	253	8	0	3

**Table - 11 Identifier: 024A180.097**

Location:

Highway 24 from it's intersection with State Highway 300 at Malta to it's intersection with Highway 82 at Balltown

Functional Classification: Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
10.33	10	3775	253	8	0	3

## Appendix A

### Transportation System Inventory

**Map 09**  
**Roadway Classification**  
**Highway 82**

**Table - 12 Identifier - 082A079.060**

**Location:**

Highway 82 beginning at County Road 26 in the town of Twin Lakes, to it's intersection with Highway 24 at Balltown.

**Functional Classification:** Major Collector

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
6.2 mi.	4	1175	71	1	1	1

**Table - 13 High Priority Transportation Projects<sup>11</sup>**

State Hwy.	Beginning Location	Ending Location	Length (Miles)	Total Cost (\$000,000)	Type of Project
24	Bottom Tennessee Pass	N. Leadville City Limits	6.9	3.5	Geometric
24	Jct I-70 - Dowd Junction	S. Mintum City Limit	2.4	1.3	Geometric
91	Bottom of Fremont Pass	Jct I-70 (Copper Mt.)	2.9	1.5	Geometric
133	Avalanche Road	Pitkin - Garfield Line	8.2	4.4	Geometric
91	Jct US 24	Bottom of Fremont Pass	12	6.1	Geometric
13	N. Rifle City Limit	Garfield - Rio Blanco Line	13.7	5.2	Geometric
24	White River NF Entrance	S. Red Cliff City Limit	7.2	3.8	Geometric
24	S. Redcliff City Limit	Bottom of Tennessee Pass	9.6	4.9	Geometric
6	Jct SH 13 in Rifle	2.3 miles west of Silt	3.6	1.3	Geometric
91	2 mi south of Copper Rd	Jct I-70 (Copper Mtn.)	0.6	0.5	Reconstruct
24	2 miles S of Mintum	White River NF Entrance	0.4	0.3	Reconstruct
6	.5 miles W of New Castle	E. New Castle City Limit	1.5	1.2	Reconstruct
6	Jct I-70 W of Rifle	0.6 mi. W of Jct I-70	0.1	0.5	Reconstruct
6	.8 mi W of CR 102	1 mi E of I-70 Edwards Spur	22	17.6	Reconstruct
6	2.3 mi W of Silt	.2 mi E of Silt City Limits	3.6	2.9	Reconstruct
24	Eagle - Lake County Line	Bottom of Tennessee Pass	3.4	1.4	Passing Lane
24	Eagle - Lake County Line	Bottom of Tennessee Pass	3.2	1.3	Passing Lane
70	Main Glenwood Springs	Main Glenwood Springs	0.1	2.5	Interchange
70	US 6 - Eagle Vail	US 6 - Eagle Vail	0.1	1.5	Interchange
70	Main Vail	Main Vail	0.1	2.5	Interchange

Shading denotes part of the Top of the Rockies Byway System

<sup>11</sup> Inter-Mountain Transportation Planning Region: Preferred Transportation Plan

## Growth

### Historic Growth

The Top of the Rockies Scenic and Historic Byway is located within the Inter-Mountain Planning Region of Colorado, which includes Lake, Eagle, Summit, Pitkin and Garfield Counties. Within this region, the rate of growth over the past 30 years has been estimated at 195%, or roughly three times that of the State of Colorado as a whole<sup>11</sup>. Much of this growth has been triggered by the success of the major ski resorts in Eagle (Vail / Beaver Creek, Arrowhead) and Summit Counties (Keystone, Arapaho Basin, Copper Mtn, and Breckenridge).

The current disparity between resort community wages and housing costs has driven a large segment of the workforce to seek accommodations in the surrounding rural communities, including Leadville, in Lake County. These workers must commute over the Top of the Rockies Byway on a daily basis, and due to the timing of their common arrival and departure from their places of employment, often cause periods of congestion on the otherwise rural mountain roads that comprise the byway. Based on a 1991 analysis of regional transportation capacities, the Colorado Department of Transportation identified sections of Highway's 91 and 24 as being "moderately to severely" congested in their current condition<sup>12</sup>.

### Projected Growth

By the year 2015, the population within the Inter-Mountain Planning Region is expected to grow from the 1990 Census estimate of 83,451, to over 113,400 permanent residents, or approximately 136% of it's current level<sup>13</sup>. The census figure does not take into account visitors or transient workers who temporarily live in the region in hotels, motels or time share units. It is also important to note that the 1990 Census was taken in month of April, a timeframe locally referred to as "mud season", when the ski areas are typically shut down and the tourists and seasonal workers have gone home. During the peak season in Summit County, it is estimated that this segment of the visiting/transient population can outnumber the permanent population by a ratio of 5:1. Based on this computation, CDOT predicts that by the year 2015, as many as 400,000 to 500,000 persons may be competing for the already limited space on the transportation corridors of the region during peak seasons.

Using the 2015 projections, CDOT has prepared a capacity analysis model which identifies both US highway 24 and State Highway 91 as requiring geometric safety and capacity improvements to accommodate anticipated increases in traffic volume<sup>14</sup>. **Table - 13** lists the top 20 regional priorities as identified in the Preferred Transportation Plan for the Inter-Mountain Planning Region. Of the top 20 high priority projects listed, 10 relate directly to improvements needed to relieve problems associated with segments of the Top of the Rockies Byway. An additional line item listed as "high priority" within the region is the addition of a Rest Area / Visitor Center in the vicinity of Leadville.

<sup>11</sup> U.S. Census Bureau - 1990

<sup>12</sup> Inter-Mountain Regional Transportation Plan - CDOT - Feb. 1994

<sup>13</sup> ibid

<sup>14</sup> ibid

Based on projections contained within the Regional Transportation Plan, it can be reasonably predicted that increased congestion will pose a significant potential for degradation to the resource and the quality of the visitor experience along the byway, as well as an increase in issues related to user safety.

## Proposed Roadway Improvements

### Identified Constraints

The physical location of the Top of the Rockies Scenic Byway presents a unique set of challenges relative to satisfying an ever increasing demand with a finite resource. The rugged mountainous terrain and the unforgiving climate at elevations often exceeding 10,000 feet place severe physical limitations on the scope and range of improvements that can be applied in the alpine setting. Complex land ownership patterns and right-of-way limitations serve to further reduce the list of available alternatives, such as widening or adding traffic lanes, typically implemented to increase capacity and public safety.

The corridor is also unique in that U.S. Highway 24 must function as the main street through both Minturn and Leadville, and is the only road linking the recreational amenities and employment opportunities in Eagle County with the affordable housing available in Lake County. State Highway 91 serves the same function between Lake and Summit Counties. Where many communities can spread demand out over alternative routes, or segregate commercial, commuter and recreational travel, no such option exists on the Top of the Rockies Byway.

The Inter-Mountain Regional Transportation Plan recognizes these limitations, and recommends physical modifications and improvements to the road surface where applicable, but also explores intermodal and transit solutions as a means of limiting regional dependency on use of the "single occupancy vehicle", and reducing subsequent sources of congestion.

### Proposed Improvements

Recommendations within Regional Transportation Plan for improving capacity and safety along the Top of the Rockies Byway include<sup>15</sup> :

#### U.S. 24 (From the Lake County Line to I-70)

The LOS for this roadway is D with the section from Minturn to I-70 operating at F. The types of solutions that should be considered are:

1. Widening the highway by two lanes from Minturn to I-70
2. Expanded Transit Service
3. Traffic Operational/management strategies

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<sup>15</sup> Inter-Mountain Regional Transportation Plan - CDOT - Feb 1994

#### U.S. 24 (From Lake County Line to Leadville)

Due to severe right-of-way problems which limit widening options, the following strategies should be considered:

1. Passing lanes wherever possible
2. Expanded transit service (bus and rail)

#### U.S. 24 (in the Town of Leadville)

- Due to severe right-of-way limitations and no support for eliminating on-street parking, the following strategies should only be considered:

1. Establishment of local transit service. (bus only)

#### U.S. 24 (From the Town of Leadville to the Chaffee County Line)

The following strategies should be considered:

1. Widen the roadway from two to four lanes

#### S.H. 91 (From U.S. 24 to the Summit County Line)

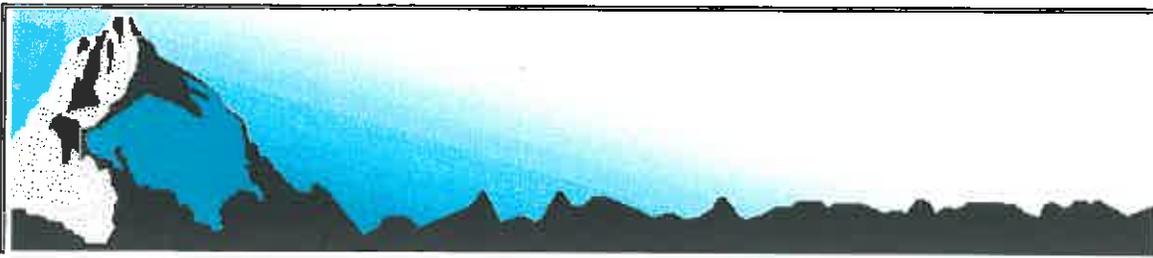
Due to terrain limitations and right of way problems, the following strategies should be considered:

1. Passing lanes wherever possible
2. Expanded Transit service (bus only)

#### S.H. 91 (From Lake County Line to I-70)

Due to terrain limitations and right of way problems, the following strategies should only be considered:

1. Passing lanes wherever possible
2. Expanded transit service (bus only)



Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 6**

**APPENDIX B  
LAND USE INVENTORY**





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 6**

**Appendix B  
LAND USE INVENTORY**

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## Introduction

An understanding of the current ownership and land use patterns along the Byway is necessary to identify those areas where adequate resource protection may already be in place, or conversely, where it would be physically, politically or financially infeasible to propose preservation or enhancement measures. Identification of these areas facilitates channeling of available resources to attainable and meaningful plans of action. This knowledge is also critical in determining the inter-jurisdictional partnerships that must be formed in order to implement effective action planning.

To understand the seemingly random patchwork of ownership and land use evident along the Byway Corridor today, it is useful to view it first from the historical perspective.

## Historical Perspective

The origin of the complex land use matrix evident today along the Top of the Rockies Scenic and Historic Byway was primarily dictated by the harsh climate, topographic constraints, and natural resource base found along the spine of the Rocky Mountain Cordillera, as well as technological, social, and political forces that shaped and subdivided the landscape over a century ago.

### Community Development

In a settlement pattern characteristic of the Colorado Rockies during the mid to late 1800's, hastily built encampments first sprang up in close proximity to the natural resources, such as the world class ore bodies east of Leadville, below Gilman, and at the top of Fremont Pass. The need for proximity to the resource was in large part due to the pedestrian / equestrian transportation modes of the day which severely limited the acceptable travel and hauling distances between the resource and its support infrastructure. As a result, townsites were often built in less than ideal locations from a community development perspective, as witnessed by Gilman's precarious perch atop thousand foot cliffs on Battle Mountain Pass, or the siting of the original townsite at Climax within the inhospitable alpine climate zone over 11,000 feet above sea level. With the depletion of the resource base and advances in transportation technology, these communities no longer served their original purpose and passed from existence.

In many cases, temporary encampments sprang up almost overnight but lasted only as long as the ore reserves they exploited. As reserves fell or new strikes were located the population would move on leaving behind the vestiges of Colorado's mining heritage in the form of ghost towns like Holy Cross City, Belden and Boston City. Others would be swallowed up by subsequent land uses as were the towns of Racine, Kokomo, and Robinson, now resting beneath the Climax tailing's ponds, or Wheeler Junction under the current site of the Copper Mountain Resort. Still others, such as Leadville, Minturn, Twin Lakes, and Redcliff would survive the boom and bust cycles typical of towns built around single source extractive economies to form active and vibrant mountain communities with more diversified economies based on their heritage, natural resources, and the wealth of surrounding recreational opportunities.

**Agricultural Land Use**

To support the local needs of the growing population, arable valley bottoms with terrain suitable for ranching and farming were among the first areas typically settled outside of the mining camps. These elements of the evolving land use matrix provided the feed sources and livestock that were needed to haul supplies, transport people, hoist the ore from deep within the earth, and feed the burgeoning population. Advances in mechanized transportation after the turn of the century would eventually reduce the demand for draft stock, shifting the emphasis to the cattle and sheep ranching still in evidence along portions of the Byway today. Competition from more productive farming regions, such as southern California, coupled with advances in transportation technologies that made perishable products available outside the local marketplace also served to reduce the marketability and demand for local food crops, such as lettuce raised in the Eagle River Valley, leading to a decline in land mass dedicated to food production.

**Transportation Development**

Transportation corridors to service the booming mining camps, at first stagecoach and mule pack train roads and later rail lines, were constructed over the high passes and through the valley bottoms to bring in people and supplies and haul out the vast riches. Along these transportation routes, small outposts and satellite communities evolved to support the travelers needs and exploit the resources made accessible by the improved transportation links. Stage stops such as the Astor Trading post at the northern end of Battle Mountain and the town of Twin Lakes at the base of Independence Pass served the needs of travelers on the arduous horse drawn journey between surrounding mining camps, while railheads in the towns of Minturn and Leadville served as the hub for a growing web of rail transport that was largely responsible for the settlement of the central Colorado Rockies.

**Recreational Land Use**

Shortly before the turn of the century, as the bustling population centers began to stabilize and take on the trappings of civilization, an increased emphasis on leisure time activities and recreational pursuits emerged. Resorts such as Inter-Laken at Twin Lakes, and Evergreen Lakes at the base of Mount Massive were built to cater to the new found wealth and free time that accompanied the halcyon days of Colorado mining. Lands possessing aesthetic and scenic qualities found a new value in the evolving land use matrix, one that had seemingly been lost on the early sourdough miners for whom the day to day business of survival on the harsh frontier had been all consuming.

With the advent of modern transportation, the recreational assets along the Byway have gone from a position of local importance to one of international significance due, in large part to the world class skiing and nationally designated wilderness areas accessible within the tri-county region.

**Formation of the National Forest System**

In the late 1880's, any land that had not been settled, patented, granted, purchased or otherwise placed into private ownership was considered a part of the public domain, and was open to almost unlimited use and exploitation by the general public. Whole mountainsides along the present day route of the Byway were denuded of timber to construct housing and mills, timber the mine shafts, and to provide fuel for the home fires, smelters and steam powered mechanisms that now mined and refined the ore and transported men and materials.

Land use on the public domain was to change significantly with passage of the Creative Act of March 3, 1891 (26 Stat. 1103, 16 USC 471), which was enacted to enable the President to "set apart and reserve National Forests from the Public Domain". Some of the very first reservations including the White River Plateau Timber Reserve, established in Eagle County in 1891, were located along the present day route of the Top of the Rockies Scenic Byway.

The Organic Act of June 4, 1897 (30 Stat. 35), augmented the powers of the Creative Act by providing authorization for "the protection against destruction by fire and depredations upon public forests and National Forests..." while empowering the Secretary of the Interior to "regulate their occupancy and use and to preserve the Forests thereon from destruction" (16 USC 551). Through the Transfer Act of 1905 (33 Stat. 628, 16 USC 472), Congress would bring into being the U.S. Forest Service under the Secretary of Agriculture, to administer the timber and water resources of the National Forests. By 1939, the Forest Service had established its policy to administer the National Forests under multiple use principals to include additional resources such as wildlife, forage and outdoor recreation, setting the foundation for the National Forest System in place today.

Through the formation of the National Forest System virtually all non-private lands in proximity to the present Byway were reserved to form portions of the White River, Arapaho and San Isabel National Forests. In doing so, the irregularly shaped non-contiguous patchwork of private ownership islands within a sea of federal land was formed and expansion of private land ownership and settlement were halted. In political subdivisions such as Lake County, this has resulted in an ownership matrix in which over 65% of the County is under Federal jurisdiction and protection.

This ownership matrix makes the Federal Government, most specifically the US Forest Service, a key partner in any local effort to preserve and enhance the viewsheds and resources along the Byway corridor.

### Existing Condition: Land Ownership

Planning Map 10, entitled - Land Ownership Matrix, illustrates the principal stakeholders along the Byway corridor to include: the US Forest Service; the Bureau of Land Management; the Bureau of Reclamation; The State of Colorado (School Lands); the U.S. Fish and Wildlife Service (Leadville National Fish Hatchery); as well as various private land owners, municipalities, and political subdivisions.

The majority of the lands within the alpine and sub-alpine life zones, comprising the middle-ground and background viewsheds visible from the Byway, are under the jurisdiction of federal agencies, predominantly the US Forest Service. Private lands tend to dominate the montane and lower montane life zones that make up the foreground landscapes along the valley floors, the exception being private holdings associated with the high altitude ore bodies at Climax and Gilman.

As indicated on Planning Map 10, Land ownership directly adjacent to the highways that comprise the Top of the Rockies Byway are principally held in USFS, BLM, or private ownership. As such, future development is most likely to occur within the foreground viewshed where it has the greatest potential to be intrusive on the visual landscape.

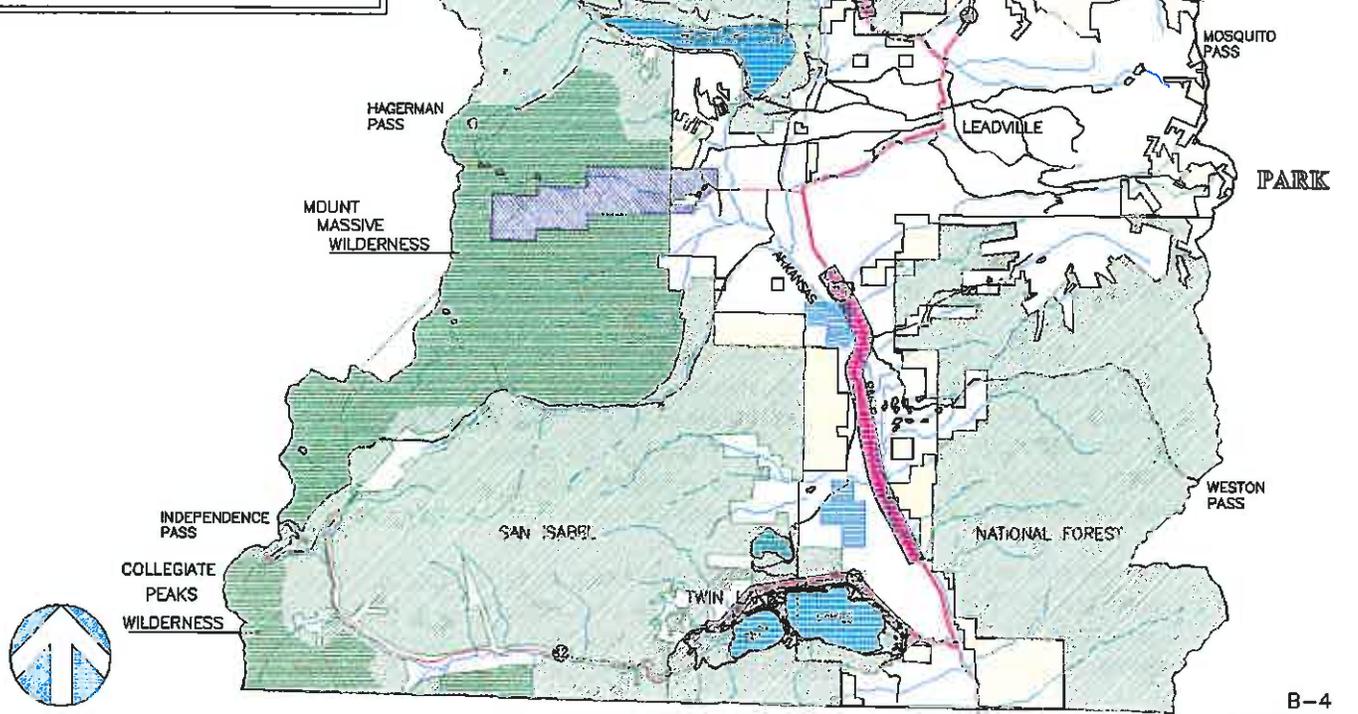
**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

**RESOURCE INVENTORY  
LAND OWNERSHIP MATRIX**

LAND OWNERSHIP STATUS

US FOREST SERVICE	
DESIGNATED WILDERNESS	
BUREAU OF LAND MANAGEMENT	
LEADVILLE NATIONAL FISH HATCHERY	
BUREAU OF RECLAMATION	
PRIVATE	
STATE OF COLORADO	
SCENIC CONSERVATION OVERLAY	

COUNTY LINE	
WATER COURSE	
BYWAY	
STATE HWY	
WATER BODY (MAJOR)	



### Land Use: Private Lands

Counties along the Byway are authorized by statute to establish zoning districts; control land uses in those districts and otherwise to regulate the subdivision of lands and building activities and to prepare and adopt comprehensive or master plans by Title 30, Article 28, Colorado Revised Statutes, 1973, as amended, and to plan for and regulate various activities on and uses of land by Title 29, Article 20, Colorado Revised Statutes, 1973, as amended.

Planning Map 11 delineates the zoning districts that are currently in place within the three counties proximal to the Top of the Rockies Scenic Byway. It is important to note that zoning districts do not have jurisdiction over underlying federal lands. County Zoning maps typically blanket areas of mixed ownership with a zoning overlay intended to apply only to private inholdings within the land use matrix.

### Lake County Land Use

The unincorporated area of Lake County is divided into the following zoning districts:

#### Agricultural Forestry (AF)

This district was created for the purpose of protecting the productive agricultural and forested lands of Lake County and fostering the development of these lands with low density and relatively non-intensive uses and activities consistent with their agricultural and forestry characteristics.

#### Agricultural Residential (AR)

This district was created for the purpose of allowing the establishment of low density residential uses and appropriate structures and relative uses in essentially rural areas of Lake County.

#### Urban Residential (UR)

This district was created to accommodate the urbanizing areas of Lake County where moderate density residential and associated commercial and service development has occurred, is occurring or is desired to occur in the near future.

No new structures shall be erected in this district unless such structures are served with a sewage collection system and secondary sewage treatment and disinfection facilities as approved by the Colorado Department of Health and the local Lake County Health Authority or meet the requirements for similar structures established in the Lake County Subdivision Regulations and the Lake County Planned Use Development Regulations.

#### Urban Multi-Family Residential (RM)

This district was created to allow relatively high density single and multi-family residential development and associated uses in patterns of urban and urbanizing land use.

No new structures shall be erected in this district unless such structures are served with a sewage collection system and secondary sewage treatment and disinfection facilities as approved by the Colorado Department of Health and the local Lake County Health

**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

**RESOURCE INVENTORY  
LAND USE MATRIX  
PRIVATE LANDS**

KEY  
TOWN / POPULATION CENTER ○

**SUMMIT COUNTY ZONING**

AGRICULTURAL A-1  
MINING M-1

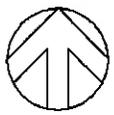
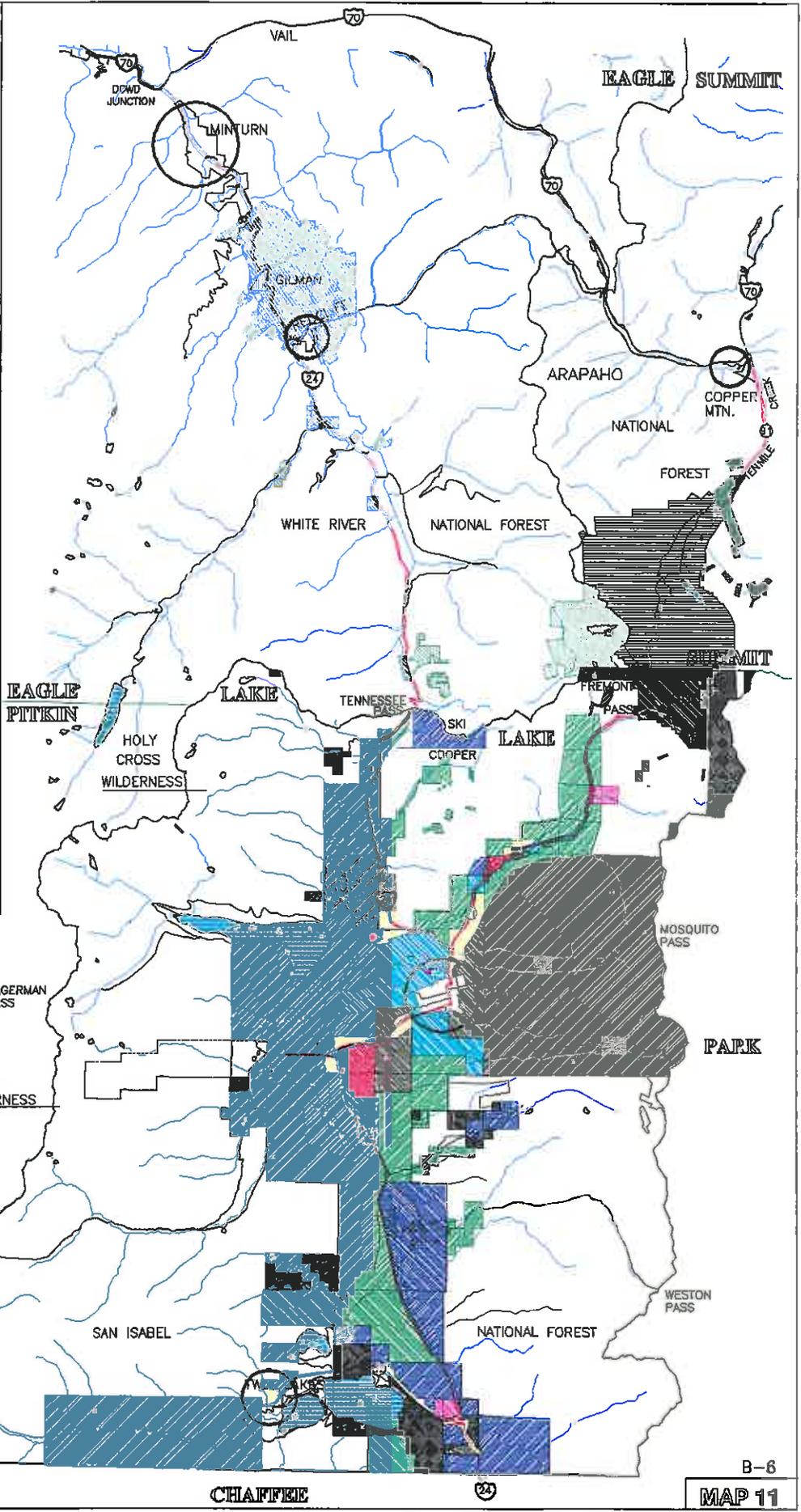
**EAGLE COUNTY ZONING**

RESIDENTIAL/SUBURBAN  
MEDIUM DENSITY R/S/M  
RESOURCE R

**LAKE COUNTY ZONING**

AGRICULTURAL / FORESTRY AF  
RECREATIONAL RC  
BUSINESS B  
INDUSTRIAL / MINING IM  
RESIDENTIAL / MULTI FAMILY RM  
URBAN RESIDENTIAL UR  
AGRICULTURE / RESIDENTIAL AR  
UNKNOWN UNK

COUNTY LINE  
WATER COURSE  
BYWAY  
STATE HWY  
WATER BODY (MAJOR)



Authority or meet the requirements for similar structures established in the Lake County Subdivision Regulations and the Lake County Planned Use Development Regulations.

#### Business District (B)

This district was created for the purpose of establishing medium to high intensive use commercial and service areas at designated locations by major highways or in close proximity to urban and urbanizing areas within Lake County, except that such districts shall not be created or expanded in a fashion that would allow or encourage strip highway development. Dwelling units, when allowed in a business district, are a conditional use to which special conditions may be attached by the Lake County Board of County Commissioners

#### Industrial Mining (IM)

This district was created for the purpose of establishing exclusive areas for the construction, fabrication, assembly, and other industrial processing of goods and other materials and for mining, concentrating, refining, mixing, or other related mineral extraction, processing, and disposal activities at appropriate locations within Lake County.

Dwelling units, when allowed in an Industrial Mining District, are permitted only when and if occupied by the owner, operator or caretaker of the allowed use for the purpose of operating, maintaining or guarding the permitted use. Mobile homes, when allowed in a Mining Industrial district, shall only be permitted when attached to a permanent foundation and occupied by a caretaker or security guard for the security of the allowed use.

#### Recreational (RC)

This district was created for the purpose of establishing small and medium size recreational developments with mixed land uses, and low to moderate densities of residential housing, and predominantly low-intensity land use patterns.

#### Resort (R)

This district was created for the purpose of establishing medium to large size recreational developments with mixed land uses, moderate to high densities of residential housing, and predominantly high-intensity of land use with the patterns and intensities varying on a seasonal basis. Creative, innovative, and attractive site planning and design shall be encouraged in Resort districts and evidence of such planning design and innovation shall be a criterion for the granting of such districts.

#### Scenic Conservation Overlay District (SCO)

The Scenic Conservation Overlay zoning district is a supplemental district that overlays the standard zoning district (See planning Map 10). Any use by right or conditional use permitted in the underlying district is also permitted in a SCO district so long as that use meets the special conditions required in an SCO district.

All buildings and other structures including towers, poles, silos, and other structural features located in an SCO district shall be sited, constructed, and finished in a manner that will cause the minimum possible intrusion on, or disruption of, established scenic views. Buildings and other structures that fail to meet these conditions shall be prohibited in the district.

Structures, including roofs and roof appurtenances in the zoning district shall be limited to materials, textures, colors, and tones that blend harmoniously and inconspicuously with the indigenous landscape and shall, to the greatest possible extent, be screened by natural slopes from highway view. Towers and antennae, unless wholly screened from highway view, are prohibited, as are buildings and other structures that block, impede, or otherwise obstruct or infringe on mountain, plains, and valley views.

All buildings constructed along a State of Colorado or U.S. designated highway must maintain a setback from the right-of-way property line that abuts the roadway of at least one hundred (100) feet. Within the SCO district, this setback distance has been increased to two hundred (200) feet.

#### **Permitted, Conditional and Prohibited Uses by Zoning District**

Permitted, conditional, and prohibited land uses associated with each zoning designation in Lake County are described in **Tables 14 A, B and C**.

#### **Population Centers: Lake County**

Two population centers currently exist along the Byway within Lake County: the incorporated City of Leadville in central Lake County; and the Town of Twin Lakes at the southern terminus of the Byway. Much of the City of Leadville, and all of the Town of Twin Lakes are listed on the National Registry of Historic Places as *National Historic Districts*. This designation allows additional preservation conditions to be placed on development, structural rehabilitation, and land use within the historical context of the district. In both communities, the Byway is the main street through town.

The City of Leadville has its own Planning and Zoning regulations and Land Use Guide which provide opportunities for commercial, industrial, residential, retail, open space, and other typical urban land uses. Twin Lakes falls under the jurisdiction of the County Land Use Guide and Zoning Regulations. The reader is referred to these documents for further information.

#### **Eagle County Land Use**

As illustrated on Planning Map 11, private lands within the unincorporated area of Eagle County, proximal to the Top of the Rockies Byway, are associated with only two of Eagle County's designated zoning districts:

##### Resource (R)

Lands delineated as Resource Zones were designated to protect and enhance the appropriate use of natural resources including water, minerals, fiber, and open space. The Resource Zone serves to maintain the open rural character of Eagle County. Virtually all of the unincorporated private lands proximal to the Byway from the summit of Tennessee Pass to the southern end of the Town of Minturn fall into the Resource Zoning classification.

#### Residential / Suburban / Medium Density (R/S/M)

Lands delineated as R/S/M zones were designated to allow higher density development in close proximity to existing determinants and where complete facilities are available. The abandoned townsite of Gilman is the only area along the Byway that carries this zoning designation.

#### **Permitted, and Special Uses by Zoning District**

Permitted and special land uses associated with each applicable zoning designation in Eagle County are described in **Tables 15 A** and **B**.

#### **Population Centers: Eagle County**

Two population centers currently exist along the Byway within Eagle County; the Town of Minturn, at the north western terminus of the Byway; and the Town of Redcliff, at the southern end of Battle Mountain Pass. The Byway forms the main street through the center of Minturn, while Redcliff is largely hidden from view from the Byway by geologic and topographic features,

The Gilman Mine site atop Battle Mountain Pass was abandoned in the 1980's, largely in response to depleted mineral reserves and the implications of developing in a CERCLA Superfund Site. Gilman's R/S/M zoning designation anticipates the possibility that demand for housing may someday make the redevelopment or rehabilitation of the existing community infrastructure feasible.

The Town of Minturn has it's own zoning regulations which provide opportunities for Low, Medium and High density residential, Mobile Home, Commercial-Business, Industrial, Agricultural and Open Space, and Planned Unit Development. The reader is referred to Minturn and Eagle County Land Use Guides for further information.

#### **Summit County Land Use**

As illustrated on Planning Map 11, private lands within the unincorporated area of Summit County, proximal to the Top of the Rockies Byway, fall into the zoning categories of Mining (M-1) and Agricultural (A-1) in the southern part of the county north of the summit of Fremont Pass. Copper Mountain, at the northern end of the Byway is regulated under its Planned Unit Development Ordinances.

#### Mining (M-1)

The M-1 Mining designation was created for the purpose of allowing for the extraction of resources, most specifically mineral wealth and wood fiber, and other associated and supporting land uses including milling and mineral materials disposal.

#### Agricultural (A-1)

The A-1 Agricultural designation was created for the purpose of allowing agricultural and resource extraction operations, most specifically plant, animal, and wood production and

harvest as well as associated land uses, and to retain the open, rural character of Summit County

**Permitted, Conditional and other Uses by Zoning District**

Permitted, conditional, temporary, accessory and prohibited land uses associated with the M-1 and A-1 zoning designations in Summit County are delineated in **Tables 16A - E**.

**Population Centers: Summit County**

Only one population center currently exists along the Byway within Summit County, that being the Copper Mountain Resort at the north east terminus of the Byway. Copper Mountain was formally designated as a Planned Unit Development by the Board of County Commissioners of Summit County on November 10, 1986. That PUD was revised on February 22, 1993, and allows for the development of recreational, transportation, residential and commercial facilities, and related support infrastructure such as parking, pedestrian and bicycle trails.. The reader is referred to the office of the Summit County Recorder for further information on the Copper Mountain PUD.

## Land Use: Public Lands

### Land Use: U.S. Forest Service Lands

Under authorization provided by the National Forest Management Act of 1976 (16 USC 1600-1614), Land and Resource Management Planning guidelines and direction provide for the beneficial, multiple use of these Forest System Lands as well as a level of protection against degradation of the viewsheds and resources visible from the Byway.

### US Forest Service Management Prescriptions

Planning Map 12 illustrates the management area prescription boundaries applied to Forest System lands along the Top of the Rockies Scenic Byway. Management area prescriptions contain management requirements specifying which activities will be implemented and how they will be implemented to achieve the emphasis of the management area. The management requirements set the baseline condition that must be maintained while achieving goals and objectives, and establish the environmental quality requirements, natural and depletable resource requirements, visual quality objectives, and mitigating measures that must be met by the various uses and activities on the Forest.

### Visual Quality Objectives (VQO's)

Visual quality is based upon the physical characteristics of the land and the sensitivity of the landscape as viewed by people. Visual quality objectives reflect acceptable levels of change to the existing landscape, and are measured in terms of contrast with the surrounding natural appearing landscape. Natural appearing landscapes are those in which historic cultural changes are accepted and which appear to have evolved to their present state through natural processes. Visual quality objectives are described as follows:

- 1) Preservation: - Only ecological changes permitted.
- 2) Retention: - Management activities are not visually evident.
- 3) Partial Retention: - Management activities remain visually subordinate.
- 4) Modification - Management activities in foreground and middleground are dominant, but appear natural.
- 5) Maximum Modification - Management activities are dominant, but appear natural when seen as background.

### Description: Management Prescriptions / VQO's

Definitions and visual quality objectives for management prescriptions in proximity to the Top of the Rockies Scenic Byway in the Arapaho, White River and Pike and San Isabel National Forests are described as follows:

#### Management Area 1A

##### Developed Recreation

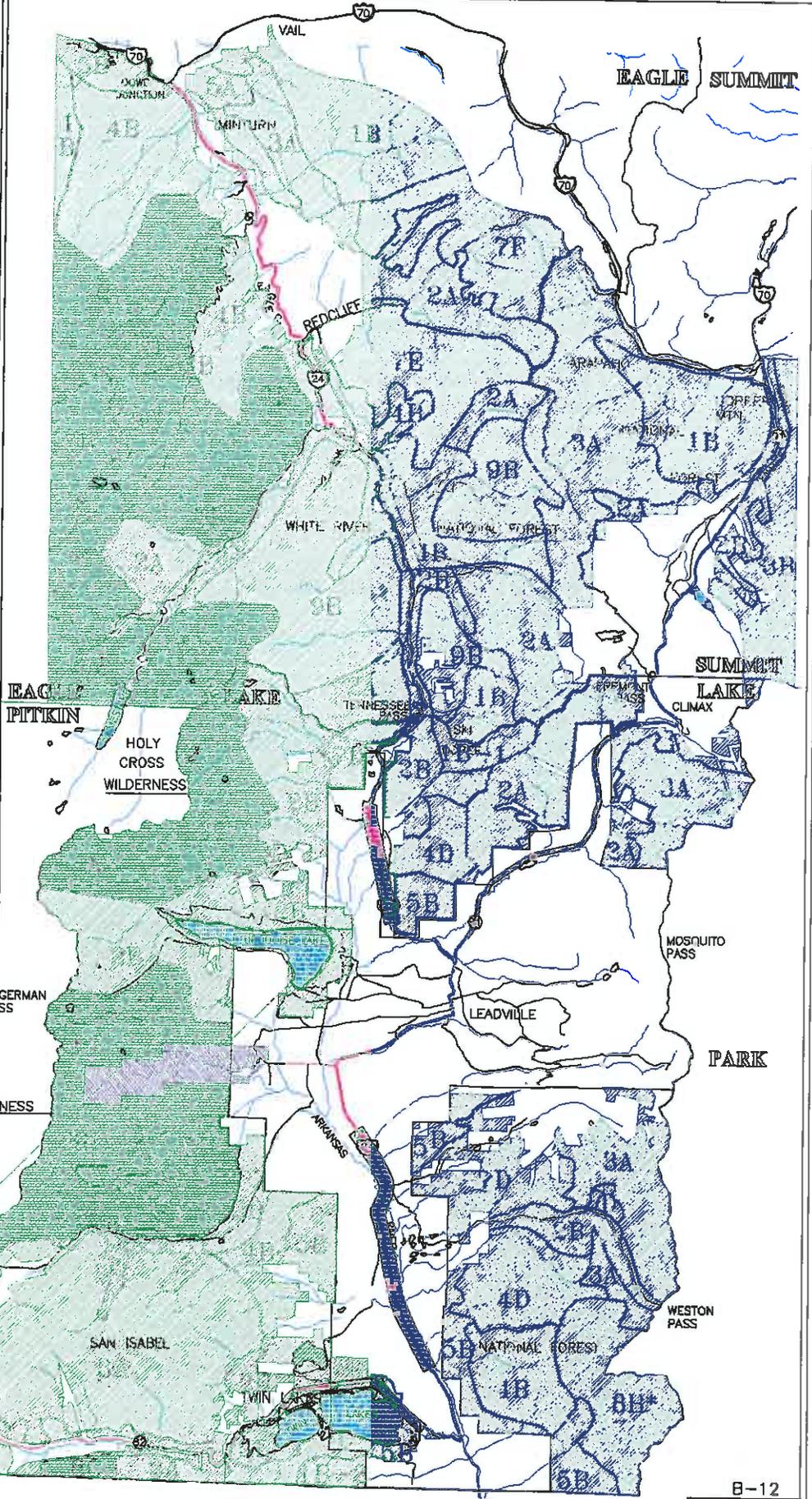
Management emphasis is for developed recreation in existing and proposed campgrounds, picnic grounds, trailheads, visitor information centers, summer home groups, and water based facilities.

**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

**RESOURCE INVENTORY  
LAND MANAGEMENT MATRIX  
U.S. FOREST SERVICE  
MANAGEMENT PRESCRIPTIONS**

- 1B, 1B-1  
DOWNHILL OR CROSS COUNTRY SKIING
- 1B-2  
POTENTIAL WINTER SPORT SITE
- 2A  
SEMI-PRIMITIVE MOTORIZED RECREATION
- 2B  
DEVELOPED RECREATION IN ROADED  
NATURAL AND RURAL SETTING
- 3A  
NON-MOTORIZED RECREATION IN A NON-  
WILDERNESS SEMI-PRIMITIVE SETTING
- 3B  
PRIMITIVE RECREATION - NON-WILDERNESS
- 4B  
WILDLIFE HABITAT - DISPERSED MOTORIZED  
AND NON-MOTORIZED RECREATION
- 4D  
MAINTAINING AND IMPROVING ASPEN SITES
- 5A  
NON-FORESTED WINTER RANGE HABITAT
- 5B  
WINTER RANGE FORAGE AND COVER
- 7D  
ROUNDWOOD PRODUCTION (FUEL ETC.)
- 7E  
WOOD FIBER PRODUCTION (SAWTIMBER)
- 8B  
WILDERNESS - PRIMITIVE RECREATION
- 8C  
WILDERNESS - SEMI-PRIMITIVE SETTING
- 9B  
INCREASED WATER YIELD AND IMPROVED  
TIMING THROUGH VEGETATIVE MANIPULATION

USFS LANDS 



CHAFFEE

#### Visual Quality Objective:

Emphasize visually appealing landscapes (vista openings, rock outcroppings, diversity of vegetation etc.). Facilities may dominate, but will harmonize and blend with the natural foreground and middle ground landscape

#### Management Area 1B

##### Downhill and Cross Country Skiing

Management emphasis provides for downhill and cross-country skiing on existing sites and maintains inventoried sites for future skiing recreation opportunities.

#### Visual Quality Objective:

Visual resources are managed so that the character is one of forested areas interspersed with openings of varying widths and shapes. Facilities may dominate, but harmonize and blend with the natural setting. Emphasize visually appealing landscapes (vista openings, rock outcroppings, diversity of vegetation etc.)

#### Management Area 1B-2

##### Potential Winter Sport Site

Provides for potential winter sport sites. Sites are maintained for future downhill skiing recreation opportunities. The area is a natural appearing forest with subtle vegetative changes. Recreation opportunities focus on dispersed recreation uses.

#### Visual Quality Objective:

The area is a natural appearing forest with vegetation changes permitted. Emphasize visually appealing landscapes (vista openings, rock outcroppings, diversity of vegetation etc.)

#### Management Area 2A

##### Semi-Primitive Motorized Recreation

Management emphasis is for semi-primitive motorized recreation opportunities, such as snowmobiling, four wheel driving and motorcycling, both on and off roads and trails. Motorized travel may be seasonally prohibited or restricted to designated routes

#### Visual Quality Objective:

Visual resources are managed so that management activities are not evident or remain visually subordinate. Past management activities such as historical changes caused by early mining, logging, and ranching may be present which are not visually subordinate but appear to have evolved to their present state through natural processes. Landscape rehabilitation is used to restore landscapes to a desirable visual quality. Enhancement is aimed at increasing positive elements of the landscape to improve visual variety. Design and implement management activities to provide a visually appealing landscape. Enhance or provide more viewing opportunities and increase vegetation diversity in selected areas.

#### Management Area 2B

##### Developed Recreation in roaded, natural, rural setting

Provides opportunity for outdoor recreation in a roaded, natural and rural setting, including developed recreation facilities and year round motorized and non-motorized recreation. Motorized and non-motorized activities such as driving for pleasure, viewing scenery, picnicking, fishing, snowmobiling and cross country skiing are possible. Motorized travel may be prohibited or restricted to designated routes.

#### Visual Quality Objective:

Visual resources are managed so that management activities maintain or improve the quality of recreation opportunities. Management activities are not evident, remain visually subordinate or may dominate, but harmonize and blend with the natural setting. Landscape rehabilitation is used to restore landscapes to a desirable visual quality. Enhancement aimed at increasing positive elements of the landscape to improve visual quality is also used. Design and implement management activities to provide a visually appealing landscape. Enhance or provide more viewing opportunities and increase vegetation diversity in selected areas.

#### Management Area 3A

Non-motorized recreation in non-wilderness, semi-primitive setting.

Management emphasis is for semi-primitive recreation experience in unroaded natural areas outside of the wilderness. Management perpetuates essentially natural conditions and remoteness from mechanized human activities. Management activities are integrated in such a way that current human use leaves no permanent or lasting evidence.

#### Visual Quality Objective:

Visual resources are managed so that management activities are not visually evident or remain visually subordinate. Design and implement management activities to provide a visually appealing landscape. Enhance or provide more viewing opportunities and increase vegetation diversity in selected areas.

#### Management Area 3B

Primitive recreation experience outside of wilderness.

Management emphasis is for primitive recreation experience in unroaded natural areas outside of the wilderness. Management perpetuates essentially natural conditions and remoteness from mechanized human activities. Management activities

#### Visual Quality Objective:

Visual resources are managed so that management activities are integrated in such a way that current human use leaves no permanent or lasting evidence.

#### Management Area 4B

Wildlife habitat - indicator species

Management emphasis is on the habitat needs of one or more indicator species. Permitted use includes motorized and non-motorized recreation and sustained forest yield. Investments in other compatible resource uses may occur but will be secondary to habitat requirements. Recreation and other human activities are regulated to favor the needs of the designated species.

#### Visual Quality Objective:

Management activities may dominate in foreground and middleground, but harmonize and blend with the natural setting. Design and implement management activities to blend with the natural landscape.

#### Management Area 4D

Emphasis on Aspen management

Management emphasis is on maintaining and improving aspen sites to produce wildlife habitat, wood products, visual quality, and plant and animal diversity. Both commercial

and non-commercial treatments are applied. Even age management is achieved through clearcutting.

#### Visual Quality Objective

Management activities in foreground and middleground are dominant but blend with natural setting

#### Management Area 5A

##### Winter Range in non forested areas

Management emphasis is on winter range in non forested winter ranges. Winter habitat for deer, elk, bighorn sheep, and mountain goats is emphasized. During winter the area is closed to motorized use and may be closed to all public use. Where conflicts occur, wildlife is favored.

#### Visual Quality Objective:

Management activities are not evident, remain visually subordinate, or dominate in the foreground and middleground but harmonize and blend with the natural setting. Design and implement management activities that are visually subordinate or that are not visually evident.

#### Management Area 5B

##### Winter range in forested areas

Management emphasis is on forage and cover on forested winter ranges. Winter habitat for deer, elk, bighorn sheep and mountain goats is emphasized. During the winter, the area is closed to motorized use and may be closed to all public use. Where conflicts occur, wildlife is favored.

#### Visual Quality Objective:

Management activities are not evident, remain visually subordinate, or dominate in the foreground and middleground but harmonize and blend with the natural setting. Design and implement management activities that are visually subordinate or that are not visually evident.

#### Management Area 7D

##### Roundwood production

Management emphasis is on production and utilization of small roundwood of a size and quality suitable for products such as firewood, poles, posts, and props. The harvest method by forest cover type is clearcutting in aspen and lodgepole pine, and shelterwood in all other forest types.

#### Visual Quality Objective:

Management activities, although they may be visually dominant, harmonize and blend with the natural setting.

#### Management Area 7E

##### Wood fiber production

Management emphasis is on wood fiber production and utilization of large roundwood of a size and quality suitable for saw-timber. The harvest method by forest type is clearcutting in aspen and lodgepole pine, and shelterwood in Engleman Spruce - sub-alpine fir, interior ponderosa, pine, and mixed conifer on lands with slopes less than 40 percent.

#### Visual Quality Objective:

Management activities are not evident or remain visually subordinate along Forest arterial and collector roads and primary trails. In other portions of the area, management activities may dominate in the foreground and middleground, but harmonize and blend with the natural setting.

#### Management Area 8B

##### Wilderness - Primitive Recreation

Management emphasis is to provide for the protection and perpetuation of natural bio-physical conditions. On site regulation of recreational use is minimal. Travel is cross country or by use of low density trail systems. Provides for a primitive recreation opportunity in areas of low use and essentially unmodified natural environment within Congressionally designated wilderness.

#### Visual Quality Objective:

Design and implement management activities so that the impact of man is not apparent and the area appears in a condition affected only by natural biotic succession.

#### Management Area 8C

##### Wilderness - Semi-Primitive setting

Management emphasis is to provide for the protection and perpetuation of essentially natural bio-physical conditions. Human travel is primarily on system trails. Designated campsites are used to show evidence of repeated, but acceptable levels of use. Scientific and other authorized practices utilizing non-motorized equipment but requiring up to season long occupancy are compatible. Provides for a semi-primitive recreation opportunity in areas of moderate to low use within congressionally designated wilderness.

#### Visual Quality Objective:

All resource management activities are integrated in such a way that current human use leaves only limited and site specific evidence of their passing. Areas with evidence of unacceptable levels of past use are rehabilitated and the affected area restored. Manage for maximum retention of the natural landscape. Design and locate management activities to meet the visual quality objective of preservation in all areas except where specific surface occupancy is authorized by wilderness legislation. In these areas the visual quality objective is retention.

#### Management Area 9B

##### Increased Water Yield

Management emphasis is on increased water yield and improved timing through vegetative manipulation and/or structural and nonstructural improvements. Clearcutting is the harvest method used with all forest cover types.

#### Visual Quality Objective:

Management activities in foreground, middleground, and background may dominate, but harmonize and blend with the natural landscape.

#### Land Use: Other State and Federal Lands

Other State and Federal landowners within the viewsheds of the Top of the Rockies Scenic Byway include the Bureau of Land Management (BLM), the Bureau of Reclamation (BOR), the US Fish and Wildlife Service (Leadville National Fish Hatchery), and the State of Colorado.

Planning Map 13 illustrates the distribution and location of identified State and Federal lands within the Top of the Rockies Scenic Byway

#### Bureau of Land Management Lands

In accordance with the Federal Land Management Policy Act of 1976, (90 Stat. 2743) the Bureau of Land Management is mandated to develop resource management plans to identify future management of BLM administered lands. These plans include both surface land planning and management of mineral estate resources.

The Top of the Rockies Byway lies within Arkansas River Eco-Subregion # 1 of the Royal Gorge Resource Area. The corridor runs from the headwaters of the Arkansas River north of Leadville to Pueblo Reservoir, and includes lands directly affected by the river and associated uses. BLM holdings within the Top of the Rockies project area total approximately 25 square miles, primarily located in the foreground and middleground viewsheds along the Arkansas River in Lake County.

#### BLM Management Direction

The Royal Gorge Resource Area, Proposed Resource Management Plan and Final Environmental Impact Statement (Jan. 1995) recommends to Congress that the Arkansas River Eco-Subregion be designated as a National Recreation Area. Land use management of BLM lands proximal to the Top of the Rockies Byway corridor that could impact the viewsheds and resources of the Byway within the subregion include, but are not limited to:

- ◆ enhancement of opportunities to manage visual resources;
- ◆ extensive enhancement of recreation opportunities;
- ◆ some enhancement of historical and archeological resource management;
- ◆ very limited disposal of lands with some acquisitions;
- ◆ extensive public access acquisition;
- ◆ enhancement of regional tourism opportunities;
- ◆ enhancement of fishery and wildlife habitat management;
- ◆ enhancement of opportunities for riparian area management;
- ◆ very limited opportunities for commercial mineral development;
- ◆ very limited opportunities for forest/woodland harvest;
- ◆ very limited opportunities for major rights-of-way;
- ◆ very limited off-highway vehicle opportunities;

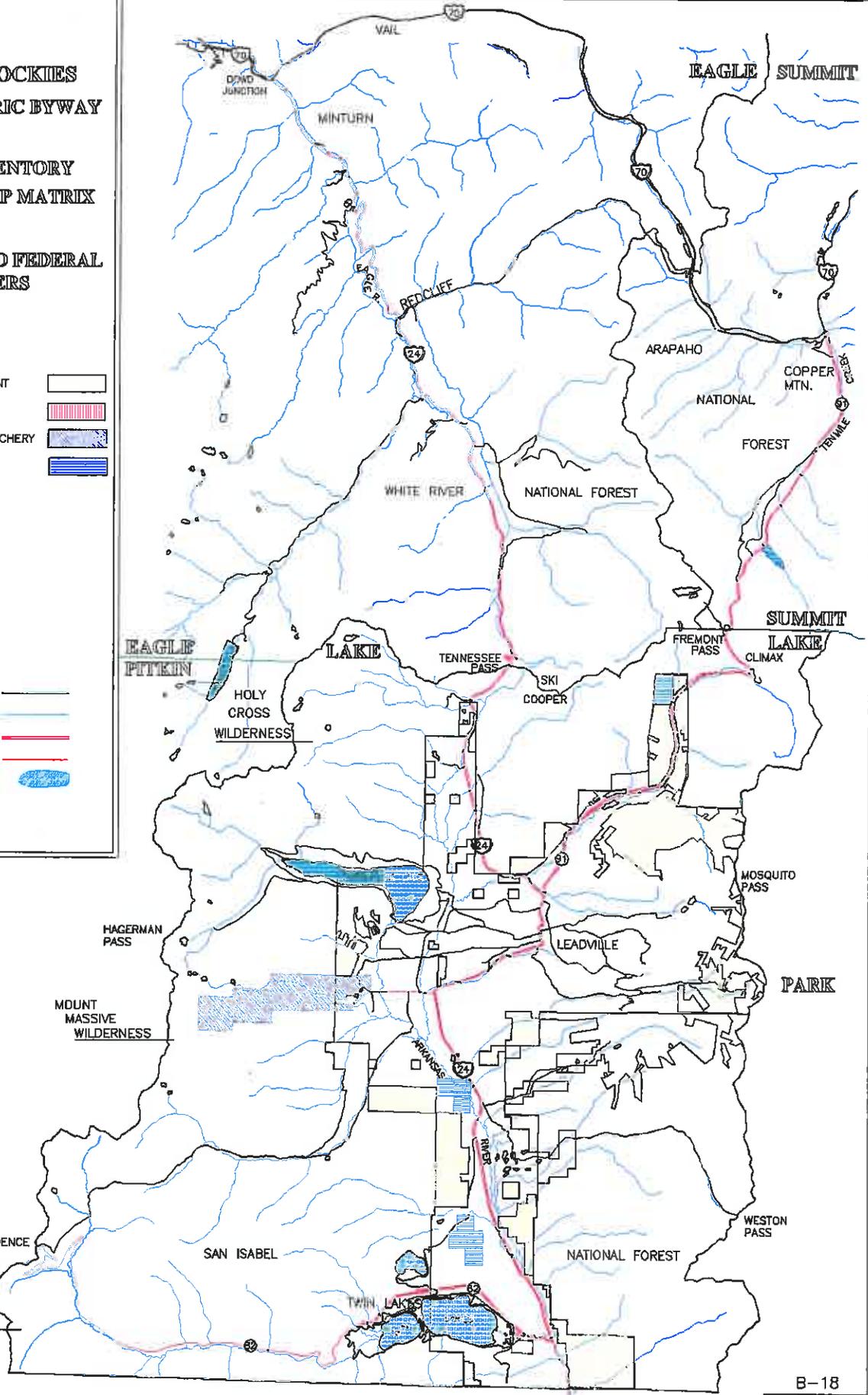
**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

**RESOURCE INVENTORY  
LAND OWNERSHIP MATRIX**

**OTHER STATE AND FEDERAL  
STAKEHOLDERS**

- BUREAU OF LAND MANAGEMENT 
- BUREAU OF RECLAMATION 
- LEADVILLE NATIONAL FISH HATCHERY 
- STATE OF COLORADO 

- COUNTY LINE 
- WATER COURSE 
- BYWAY 
- STATE HWY 
- WATER BODY (MAJOR) 



#### BLM Visual Resource Management (VRM)

The BLM recognizes that the maintenance of high quality visual resources on land administered by them is important to local economies in areas with sensitive scenic values.

Visual management objective classes have been assigned to all BLM administered lands in the planning area. Contrast rating forms are required for high impact projects or proposed projects in highly sensitive areas. Planning Map 14 delineates those BLM parcels specifically designated as VRM II areas, where special considerations or conditions may be required for proposed projects in order to protect the sensitive viewsheds and visual resources. These conditions can include such methods as: closure to mineral entry and mineral materials disposal, avoidance in major right-of-way corridor development, limited off highway vehicle use and retention in public ownership. Class II areas will be protected through designation of the National Recreation Area.

As illustrated on Map 14, almost all of Highways 24 and 91 north of Leadville are designated as VRM II areas, as are several significant parcels on south highway 24 and highway 82 in the vicinity of Twin Lakes.

#### BLM Land Ownership Adjustments

BLM lands are subject to mining exploration, sale and land exchange opportunities that have the potential to change their current public ownership status to private ownership. Land ownership adjustment opportunities (by sale, exchange or acquisition) are used to improve BLM-administered land patterns for management efficiency, to enhance public values, and to reduce potential for land use conflicts. The management direction in the Arkansas River Eco-Subunit is to significantly limit the disposal of BLM lands, and to actively pursue land acquisition for the purpose of providing public access to the Arkansas River and adjacent public lands.

Planning Map 15 delineates those lands where retention in public ownership is the priority (Category II), as well as those parcels considered available for disposal by any means (Category I), and lands available for disposal by exchange or other means (Category III). As illustrated, with the exception of several relatively small isolated parcels, which are extremely difficult to effectively administer, the vast majority of the BLM lands adjacent to or within the viewshed of the Byway are designated as Category II, "lands for retention or exchange under certain conditions".

#### BLM Historical Resources

All historical sites/districts located on BLM Lands will receive protection in compliance with the procedures in *Secs. 106 and 110 of the National Historic Preservation Act*. The Resource Management Plan for the Royal Gorge Resource Area specifically lists the "Old Leadville Stage Road", paralleling US Highway 24 in southern Lake County, as one of three potential candidates for the National Registry of Historic Places. Conservation of the resource will be provided through: standard lease stipulations for fluids; closure to mineral entry and mineral materials disposal; limitation of OHV use to designated roads and trails. Information potential will be promoted through involvement with educational institutions. Active programs for interpretative, scientific and recreational use of the historic site will be developed within BLM integrated activity plans.

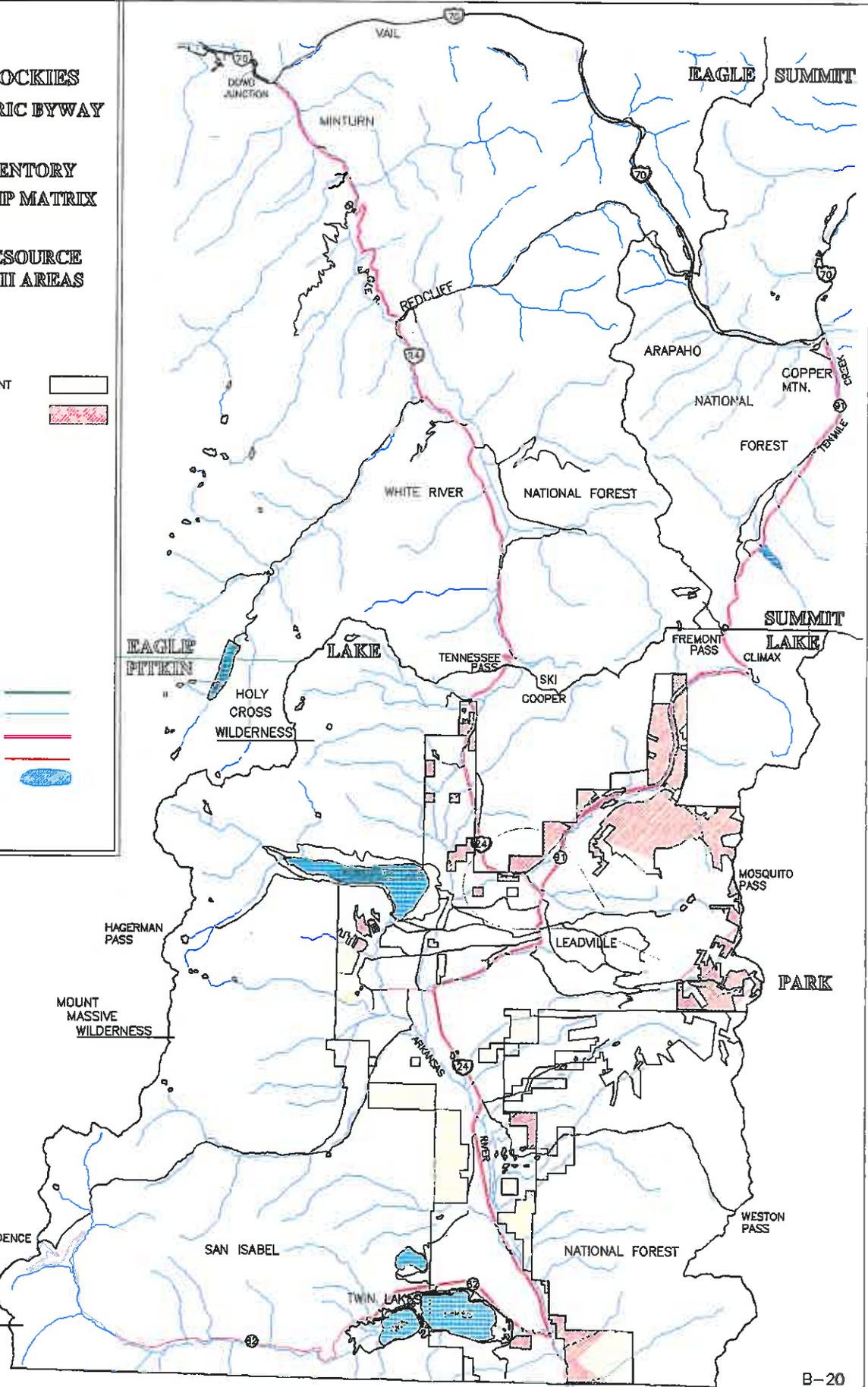
**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

**RESOURCE INVENTORY  
LAND OWNERSHIP MATRIX**

**BLM VISUAL RESOURCE  
MANAGEMENT II AREAS**

BUREAU OF LAND MANAGEMENT   
 VISUAL MANAGEMENT II AREA 

COUNTY LINE   
 WATER COURSE   
 BYWAY   
 STATE HWY   
 WATER BODY (MAJOR) 



**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

**RESOURCE INVENTORY  
LAND OWNERSHIP MATRIX**

**BLM LAND OWNERSHIP  
ADJUSTMENT MAP**

CATEGORY I  
LANDS FOR DISPOSAL BY  
ANY MEANS

CATEGORY II  
LANDS FOR RETENTION OR  
EXCHANGE UNDER CERTAIN  
CIRCUMSTANCES

CATEGORY III  
LANDS FOR DISPOSAL BY  
EXCHANGE OR OTHER MEANS



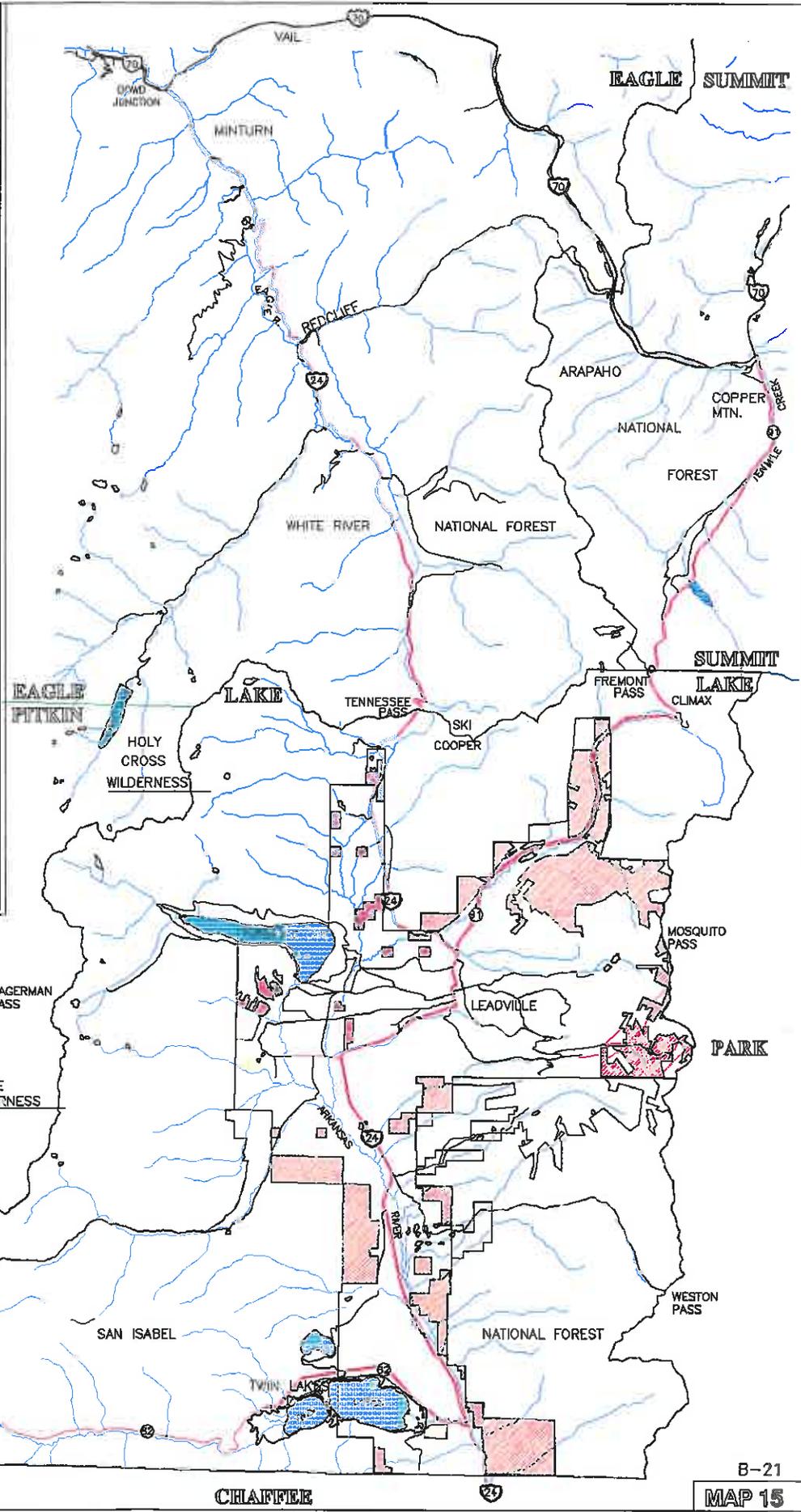
COUNTY LINE

WATER COURSE

BYWAY

STATE HWY

WATER BODY (NAJOR)



The Leadville Stage Road has also been identified as both a scenic and historic asset to the Byway within the Intrinsic Quality Inventory for the Top of the Rockies Byway.

#### **Bureau of Reclamation**

Under the Authorization Act of 1969, the Bureau of Reclamation acquired slightly less than 7000 acres of private land surrounding Twin Lakes in conjunction with construction of the Fryingpan / Arkansas Project. The Bureau transferred administrative jurisdiction of approximately 6906 acres to the Pike and San Isabel National Forest, effective upon publication in the Federal Register on December 13, 1983 (Fed. Reg., Vol. 48, No. 240). Current BOR ownership along the Byway is restricted to the operating area for the Mount Elbert Power Plant and appurtenances.

#### **US Fish and Wildlife Service**

The US Fish and Wildlife Service maintains and operates the Leadville National Fish Hatchery and approximately five (5) square miles within the watershed that feeds the facility. The vast majority of the property associated with the facility is located within the Mount Massive Wilderness. Currently proposed Federal budget cuts could result in the elimination of the facility.

#### **The State of Colorado**

State Trust lands were given to the state by the federal government when Colorado was granted statehood in 1876. Revenues from rent, royalties and land sales go to benefit the state's K-12 public schools and several smaller trusts. The land trusts total nearly 3 million surface acres and 4 million acres of sub-surface mineral rights. Since the trust lands are managed to generate revenue for the public schools and to preserve long term productivity and value, not all of the lands are open to public use. Most State Trust lands are leased to private parties, and access is controlled by those lessees.

The State of Colorado, through the State Land Board controls approximately two and four tenths (2.4) square miles of land within the Top of the Rockies project area, as illustrated on Planning Map 10.

#### **Quantification of Ownership**

The Byway is considered to be more than just the road surface itself. The corridor through which the roadway passes consists of foreground, middleground and background viewsheds that combine to provide the viewer with the overall sense of place that distinguishes this roadway from all others. Not all three viewsheds are necessarily visible from any one vantage point, as steep hillsides and dense forests may limit viewing just to the elements of the immediate foreground, or steep drop-offs, such as those below Battle Mountain Pass might eliminate the foreground completely from view, drawing the travelers eye to the features of the middle and background landscape.

and magnitude of the visual landscape. It is therefore important to understand the whole land ownership picture, rather than just the ownership of the land directly adjacent to the road surface.

**Table 17** quantifies ownership within the Byway Corridor by federal, state and private landholder, as a percentage of the landmass within three established zones. The zones were delineated to approximate the foreground (0 to 1000 feet either side of centerline), middleground (1000 feet to one mile either side of centerline) and background (beyond one mile) viewsheds. The zones are illustrated on Planning Map 16.

As indicated on **Table 17**, the highly sensitive foreground viewsheds are predominately in private ownership (approximately 62% of the total landmass within 1000 feet of the centerline of the roadway), while state and federal lands comprise approximately 38% of the directly adjacent properties.

Beyond the thousand foot perimeter, there is an obvious shift from private ownership to federal stewardship, as privately held lands fall to 35% of the landmass, and State and federal lands account for approximately 65% of the landmass (USFS 49%, BLM 14% and State lands 2%).

The background views are dominated by federal ownership, with over 75% of all lands greater than one mile distant but within sight of the Byway administered by either the US Forest Service or the Bureau of Land Management (US Forest Service 75%, BLM 4%). As is readily apparent, the single largest player within the corridor in terms of land ownership is the US Forest Service, but the lands most sensitive to visual impact and man-made intrusions, as viewed from the Byway, are held in private ownership.

Approximately 50 of the Byway's 76 miles are directly adjacent to private lands, of which approximately 27 miles (54%) are protected by a Scenic Conservation Overlay (SCO) District, while 100 % of all privately held lands adjacent to the Byway are subject to Land Use and Zoning regulations within the respective Counties.

**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

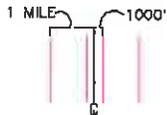
**RESOURCE INVENTORY  
LAND OWNERSHIP MATRIX**

**PROXIMITY ANALYSIS**

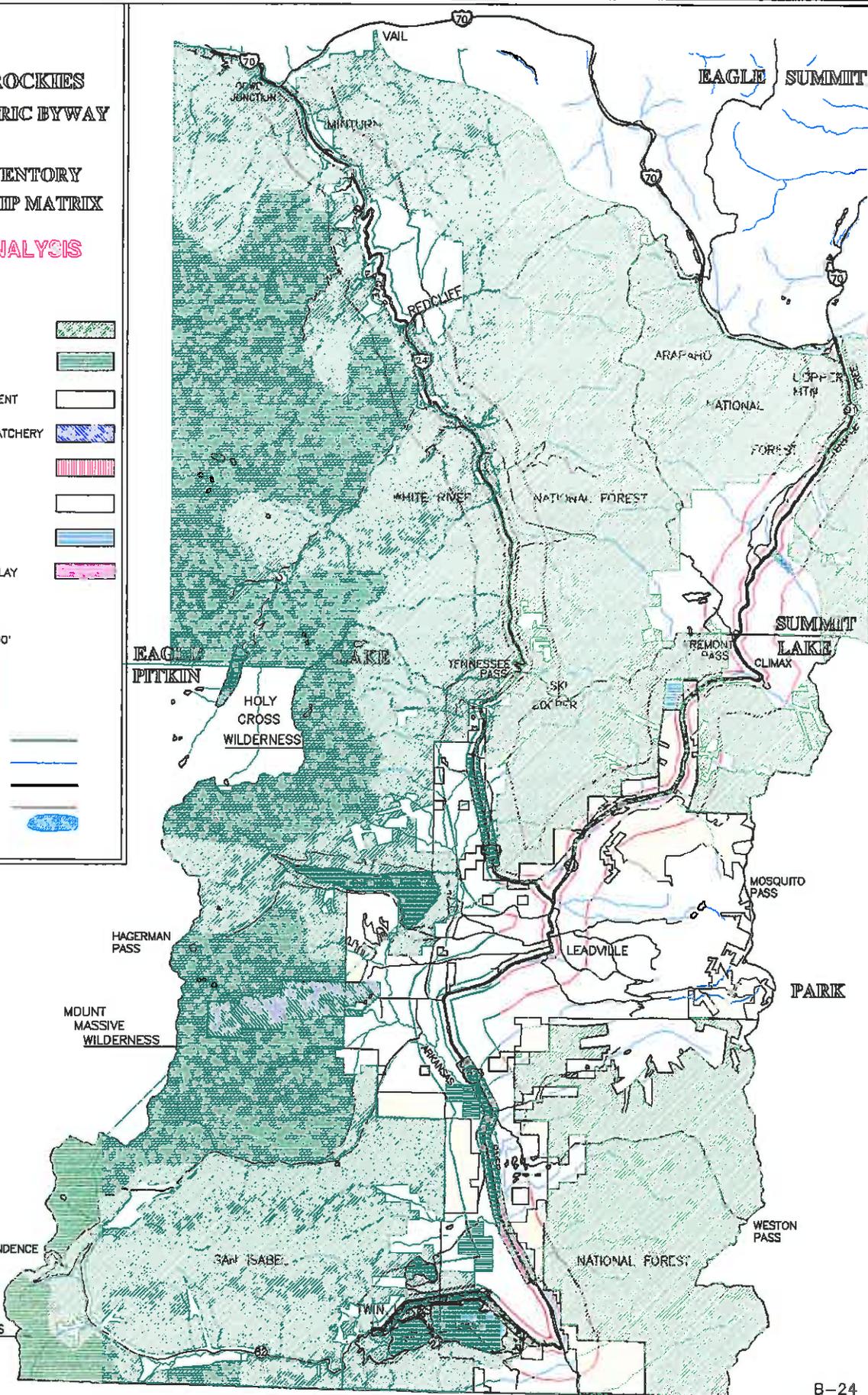
LAND OWNERSHIP STATUS

US FOREST SERVICE	
DESIGNATED WILDERNESS	
BUREAU OF LAND MANAGEMENT	
LEADVILLE NATIONAL FISH HATCHERY	
BUREAU OF RECLAMATION	
PRIVATE	
STATE OF COLORADO	
SCENIC CONSERVATION OVERLAY	

PROXIMITY KEY



COUNTY LINE	
WATER COURSE	
BYWAY	
STATE HWY	
WATER BODY (MAJOR)	



## Appendix B

### Land Use Inventory

**Table 14 A**

Lake County: Permitted, Conditional and Prohibited Uses by Zoning District

**Zoning Districts**

AF = Agricultural Forestry  
 AR = Agricultural / Residential  
 UR = Urban Residential  
 R = Resort

RM = Residential / Multi Family  
 B = Business  
 I&M = Industrial Mining  
 RC = Recreational

**Uses**

R = Use allowed by Right  
 P = Use Prohibited  
 C = Conditional Use / Permit Required

Land Use	AF	AR	UR	RM	B	I&M	RC	R
Single Family Dwelling	R	R	R	R	C	P	R	R
Single Family - 35 or more acres - related to farm or ranching	R	R	C	C	C	P	R	R
Two Family Dwelling	R	R	R	R	C	P	R	R
Multiple Family Dwelling	C	C	C	C	C	P	C	C
Boarding and Rooming Houses, bed and board retirement homes	C	C	C	C	C	P	C	C
Rest, Nursing, Convalescent and developmentally disabled homes	C	C	C	C	C	P	C	C
Hospitals and Clinics	C	C	C	P	C	C	C	C
Hotels, Motels and vacation lodges, including time shares	C	C	C	C	R	P	C	C
Restaurants and Eating Places	C	C	C	C	R	P	R	R
Bars and Lounges	P	C	P	P	C	P	C	C
Public Schools / Educational Inst.	C	C	C	C	C	P	C	C
Private Schools, Educational Inst. and training Centers	C	C	C	C	C	C	C	C
Day Care, Child Care and Nursery Schools and homes	C	C	C	C	C	P	C	C
Churches and Religious Inst. including church camps	C	C	C	C	C	P	C	C
Public Airports and Heliports	P	P	P	P	P	C	P	P
Private Airports and Heliports	C	C	P	P	C	C	C	C
Cemeteries	C	C	C	C	P	P	C	C
Parks Playgrounds, Golf Courses or playing fields and trails	C	C	C	C	C	C	C	C
Essential Public and Government utility uses, facilities, services and buildings: incl. gas and slurry pipelines	C	C	C	C	C	C	C	C

## Appendix B

### Land Use Inventory

**Table 14 B**

Lake County Zoning

Land Use	AF	AR	UR	RM	B	I&M	RC	R
High Voltage (>69KV) electric transmission lines in existing transmission corridors - Underground high pressure gas lines	C	C	C	C	C	C	C	C
High Voltage electric transmission lines in new corridors	P	P	P	P	P	C	P	P
Reservoirs / water storage > 15 AF	C	C	C	C	C	C	C	C
Water diversions < 15 CFS	R	R	C	C	C	R	R	R
Water Diversions => 15 CFS	C	C	C	C	C	C	C	C
Radio & TV transmitting and receiving stations and towers - incl. microwave towers and stations	C	C	P	P	C	C	C	C
Sewage Disposal areas, sanitary landfills for non-hazardous substances and mine waste sites	C	P	P	P	P	C	P	P
Landfills and disposal sites for toxic, radioactive and otherwise hazardous materials	P	P	P	P	P	C	P	P
Agricultural crop production including orchards, nurseries, greenhouses and related commercial use	R	R	C	C	R	R	R	C
Animal Production, including grazing, dairy and fur farming and accessory uses and buildings - excluding commercial feed lots	R	C	C	C	C	C	C	C
Large animal ownership for personal or household use on lots =>3acres (use by right =>35 acres)	R	R	P	P	C	C	C	R
Commercial tree farms and cutting, storage and firewood sales	C	C	C	C	C	C	C	C
Commercial Feedlots and sales yards	C	P	P	P	P	C	P	P
Roadside outlets for sale of agricultural products	R	R	C	C	C	C	C	C
Commercial riding stables	C	C	P	P	C	C	C	C
Kennels and Veterinary Clinics	R	C	P	P	C	C	C	C
Guest Ranches / Vacation Lodges	C	C	C	C	P	P	C	C
Camping Areas & Campgrounds	C	C	C	C	C	P	C	C
Individual Mobile Homes	R	C	P	P	C	C	P	P
Mobile Home Parks / Subdivisions	C	C	C	C	C	P	C	P
Travel Trailer Parks	C	C	P	P	C	P	C	C
Ski Lifts and accessory structures and uses	C	P	P	P	P	P	C	R
Outdoor Amusement and entertainment facilities	C	C	C	C	C	C	C	C
Membership Clubs & Lodges	C	C	C	C	R	C	C	C

## Appendix B

### Land Use Inventory

**Table 14 C**

### Lake Country Zoning

Land Use	AF	AR	UR	RM	B	I&M	RC	R
Professional and Business Offices	C	C	C	C	R	C	C	R
Personal service outlets - ie. Beauty Shops, laundromats, travel agencies etc.	C	C	C	C	R	C	C	C
Retail Sales Outlets	C	C	P	P	R	C	C	C
Wholesale sales and/or distribution with open storage of goods	C	P	P	P	C	C	C	P
Wholesale sales and/or distribution without open storage of goods	C	C	P	P	R	R	C	C
Gasoline Service Stations	C	P	P	P	R	R	C	C
Vehicle Repair facilities including storage garages as principal use	C	C	P	P	R	R	C	C
Motor Vehicle Parking Lots	C	C	P	C	R	R	R	R
Lumber Yards & Sawmills	R	C	P	P	C	R	C	C
Manufacture or storage of gases or above ground storage of flammable liquids - other than agricultural or residential on site use in bulk quantities	C	P	P	P	C	C	P	P
Railroad facilities including repair sheds & switch yards and trucking terminals, excluding trucks	C	P	P	P	C	R	P	P
Junk or wrecking yards - surrounded by 8 foot high solid fence or not visible from public roads	C	P	P	P	C	C	P	P
Batch Plants / Hot Mix Plants & all accessory uses	C	C	P	P	C	C	C	C
Manufacture, fabrication or processing of all materials not otherwise listed and which will not cause excessive noise, heat dust, fumes or other adverse consequences	C	C	C	C	C	R	C	C
Manufacture, fabrication or processing of all materials not otherwise listed and which will cause excessive noise, heat dust, fumes or other adverse consequences	P	P	P	P	P	C	P	P
Rock Quarries, sand and gravel excavation pits not for temporary construction use and all accessory uses	C	C	P	P	P	C	C	P
Dredging and strip and underground mines	C	P	P	P	P	C	P	P
Mining of patented claims subject to other local, State and Federal requirements	C	C	P	P	P	C	C	C

## Appendix B

### Land Use Inventory

**Table 15 A** Eagle County: Uses by Right, Special Uses by Zoning District

**Zoning District**      R/S/M = Residential / Suburban / Medium Density  
**Key**                      R = Use by Right      S = Special Use

Land Use	R/S/M
Single Family Dwelling and accessory uses	R
Two Family Dwelling and accessory uses	R
Greenbelt	R
Park	R
Cluster subdivision up to 50% reduction in minimum lot size	R
Water Diversion Structures, ditches & pipeline <15 CFS - serving less than 10 dwelling units	R
Utility Distribution Facilities	R
Day Care Home	R
Church	S
Commercial Personal Services	S
Community Building	S
Educational Facility	S
Day Care Center	S
Fire Station	S
Group Home	S
Home occupation - excl. on site sale of exchange	S
Major new water or sewer systems	S
Mobile Home park	S
Postal Substation	S
Riding Stable	S
Special Design Cluster Project < 1 unit / 6000 ft of net developable land	S
Temporary Building	S
Gas and Electrical Transmission Lines	S
Utility Substation	S
Electrical Power Generation Facility	S
Water Storage Facility (when not addressed in Subdivision Plan)	S
Water Treatment Facility (when not addressed in Subdivision Plan)	S
Sewage Treatment Facility (when not addressed in Subdivision Plan)	S
Water Impoundments	S
Microwave and Radio Antennae	S
Water Structure > 15 CFS - serving 10 units or more	S
Warehouse or storage bldg - accessory to permitted use	S

## Appendix B

### Land Use Inventory

**Table 15 B** Eagle County: Uses by Right and Special Uses by Zoning District

Zoning District      R = Resource  
Key                      R = Use by Right      S = Special Use

Land Use	R/S/M
Agricultural - including ranch, garden, greenhouse, nursery, orchard etc. and customary accessory uses	R
Dwellings for persons and immediate families employed principally or seasonally in above uses	R
Single Family dwelling on separate lot	R
One caretaker unit per parcel, not to exceed 1500 sq ft	R
Forestry - extraction limited to felling and trimming trees and removal of wood materials, include processing	R
Sale of raw agricultural products	R
Reservoirs and dams engineered to =< 10 acre feet of water	R
Water diversion structures =<15 CFS serving =<10 dwellings	R
Greenbelt	R
Park	R
Outfitter / Guide	R
Utility Distribution Facilities	R
Day Care Home	R
Airport	S
Cluster Subdivision - < 1 unit / 35 acres gross density	S
Feedlot - when subordinate to permitted use	S
Land application of sludge as fertilizer, mulch, soil conditioner	S
Livestock sales yard	S
Major new water or sewer systems	S
Mass gatherings > 500 people	S
Camper Park, Church, Community Building, Day Care Center, Day or resident camp, Educational Facility, group home, fire station, Public building, Postal substation	S
Commercial Firewood sales, Contractors yard, Kennel, Home occupation (excl. on site sales / exchange), temporary building, slaughterhouse or rendering plant retail sales of agricultural equipment	S
Race Track, Recreational facility, Riding Stable, Ski Facility, Arts & Crafts studio, Golf Course,	S
Reservoirs and Dams engineered to contain >10 A.F.	S
Electric Power generation and transmission, natural gas transmission, utility substation, water storage / treatment facilities if not addressed in subdivision plans	S
Car impoundment lot, salvage yard, sanitary landfill, sewage treatment facility	S
Extraction, including gravel, petroleum, coal metallic or non-metallic ore, processing other than wood, including alfalfa pellets, saw mill, gravel crushing, asphalt and concrete batching	S
Commercial Radio and Microwave Antennae	S
Water Diversion Structures, to convey >15 CFS to >10 dwelling units	S

## Appendix B

### Land Use Inventory

**Table 16 - A**

Summit County: Land Use Matrix

A - Accessory

C - Conditional

NA - Not Allowed

P - Permitted

T - Temporary

Zoning Districts

M-1 Mining

A-1 Agricultural

Land Use	Agricultural A-1	Mining M-1
<b>Agricultural</b>		
Agricultural Operations	P	NA
Bunkhouse	P	P
Greenhouse	P	NA
Farm / Ranch	P	NA
Animal Clinic	C	NA
Animal Feedlot	C	NA
Animal Hospital	C	NA
Animal Pound	C	NA
Animal Sales Yard	C	NA
Fish Farm	P	NA
Fish Hatchery	P	NA
Fur Farm	P	NA
Kennel - Breeding	C	NA
Kennel - Boarding	C	NA
Stable / Barn - Boarding	P	NA
Stable / Barn - Commercial	P	NA
Stable / Barn - Community	P	NA
Stable / Barn - Private	P	NA
Wild Game Ranches	P	NA
Wildlife Rehab	P	NA
<b>Commercial</b>		
Art Gallery	NA	NA
Auto Rental	NA	NA
Auto Repair	NA	NA
Auto Sales	NA	NA
Service Station - w/ Auto Repair	NA	NA
Service Station - wo/ repair	NA	NA
Auto Wash / Polish	NA	NA
Bank	NA	NA
Bar / Tavern	NA	NA
Business - Retail	NA	NA
Business Service	NA	NA
Drinking / Dining Estab.	NA	NA
Equipment Rental	NA	NA
Equipment Repair	NA	NA
Equipment Sales	NA	NA
Health Club	NA	NA
Liquor Store	NA	NA
Lumber Yard	NA	NA

## Appendix B

### Land Use Inventory

**Table 16 - B**

Summit County: Land Use Matrix

A - Accessory

C - Conditional

NA - Not Allowed

P - Permitted

T - Temporary

Zoning Districts

M-1 Mining

A-1 Agricultural

Land Use	Agricultural A-1	Mining M-1
Market - Convenience	NA	NA
Market - Super Market	NA	NA
Nursery - Retail	P	NA
Nursery - Wholesale	P	NA
Administration / Business / Professional	NA	NA
Construction	T	T
Government	NA	NA
Property Management	NA	NA
Real Estate Sales	NA	NA
Rental	NA	NA
Outdoor Vendors	A	NA
Restaurant	NA	NA
Retail Sales	P	NA
Wholesale Sales	P	NA
<b>Community and Institutional</b>		
Auditorium	NA	NA
Cemetery	NA	NA
Child Care Center	NA	NA
Church	NA	NA
Community Center	C	NA
Concert Hall	NA	NA
Fire Station	C	N
Fraternity / Service Club	NA	NA
Funeral Home	NA	NA
Government Facilities	NA	NA
Library	C	NA
Museum	C	NA
Police Station	C	NA
Schools - Elem / secondary, Public	P	NA
Schools - other	NA	NA
Clinic	NA	NA
Convalescent Home	NA	NA
Hospital	NA	NA
<b>Industrial</b>		
Asphalt Plant	C	NA
Auto Body / Paint	C	NA
Concrete Batch	C	NA
Industry	NA	NA
Manufacturing	NA	NA

## Appendix B

### Land Use Inventory

**Table 16 - C**

Summit County: Land Use Matrix

A - Accessory                      C - Conditional    NA - Not Allowed  
 P - Permitted                      T - Temporary

Zoning Districts    M-1 Mining                      A-1 Agricultural

Land Use	Agricultural A-1	Mining M-1
<b>Lodging / Tourist Services</b>		
Bed and Breakfast	P	NA
Boarding House	NA	NA
Condo - Hotel	NA	NA
Conference Facilities	A	NA
Dude Ranch - Large Scale	NA	NA
Dude Ranch - Medium Scale	C	NA
Dude Ranch - Small Scale	P	NA
Hotel / Motel	NA	NA
Packing / Outfitting	P	NA
Recreational Vehicle Park	NA	NA
<b>Miscellaneous</b>		
Outdoor Display - Art	P	NA
Outdoor Display - Merchandise	P	NA
Subdivision - Non-Residential	P	P
<b>Natural Resources</b>		
Crushing - Gravel Operation	C	NA
Firewood - Split / Store - Commercial	C	NA
Firewood - Split / Store - Private	P	P
Lumbering - Commercial	P	P
Lumbering - Private	P	P
Milling	P	P
Mining - Commercial	P	P
Mining - Private	P	P
Sawmill - Commercial	C	C
Sawmill - Private	P	P
<b>Recreation</b>		
Alpine Ski Area	NA	NA
Athletic Facilities - Commercial	NA	NA
Athletic Facilities - Community	A	NA
Athletic Facilities - Private	A	NA
Bowling Alley	NA	NA
Campground	NA	NA
Fairground	NA	NA
Game Arcade	NA	NA
Golf Course	NA	NA
Nordic Ski Center	P	NA
Park / Playground - Accessory	P	NA
Park / Playground - Freestanding	C	NA
Recreation Facility - Commercial	NA	NA
Recreation Facility - Community	A	NA
Recreation Facility - Private	A	NA

## Appendix B

### Land Use Inventory

**Table 16 - D**

Summit County: Land Use Matrix

A - Accessory

C - Conditional

NA - Not Allowed

P - Permitted

T - Temporary

Zoning Districts

M-1 Mining

A-1 Agricultural

Land Use	Agricultural A-1	Mining M-1
Shooting Range - Public - Indoor	NA	NA
Shooting Range - Public - Outdoor	C	NA
Shooting Range - Private - Indoor	P	NA
Shooting Range - Private - Outdoor	C	NA
Theater	NA	NA
Tubing Hill	A	NA
<b>Residential</b>		
Manufactured Home Park	NA	NA
Residential Subdivision - Cluster	P	NA
Residential Subdivision - Standard	P	NA
Zero Lot Line Development	NA	NA
Primary Dwelling - 1 Family Unit	P	P*
2 Family Unit	NA	NA
Multi Family	NA	NA
Manufactured Home	P	NA
Modular	P	NA
Rec. Vehicle	NA	A
Subsidiary Dwellings - Accessory Apt.	C	NA
Caretaker	P	A
Incorporated	P	A
Rec Vehicle		A
Group Residence Home - Group Home	P	NA
Dormitory	NA	NA
Retirement	NA	NA
Employee Housing - Associated w/ Busns.	P	A
<b>Accessory Uses</b>		
Child Care Home	P	NA
Community Bldg.	A	NA
Recreation Bldg.	A	NA
<b>Storage and Disposal Uses</b>		
Construction Staging	T	T
Crematorium - Animal	A	NA
Crematorium - Human	NA	NA
Garage - Private	A	A
Garage - Public - accessory	NA	NA
Garage - Public - Primary	NA	NA
Impound Yard	NA	NA
Junkyard	NA	NA
Mini-Warehouse	NA	NA
Motor Vehicle - Parking/Storage	P	P
Park and Ride	NA	NA

## Appendix B

### Land Use Inventory

**Table 16 - E**

Summit County: Land Use Matrix

A - Accessory                      C - Conditional  
 NA - Not Allowed                P - Permitted  
 T - Temporary

Zoning Districts      M-1 Mining              A-1 Agricultural

Land Use	Agricultural A-1	Mining M-1
Parking Lot - Accessory	A	A
Parking Lot - Primary	NA	NA
Recreational Vehicle - not in storage	A	P
Sanitary Landfill	C	NA
Sludge Disposal	C	NA
Sludge - Temporary Storage	C	NA
Storage Areas - Equipment	A	A
Residential	A	NA
Storage Buildings	A	P
Storage Yards - Equipment	NA	P
Non- Rec Vehicle	NA	NA
Non-Residential	A	A
Rec. Vehicles	NA	NA
Warehouse	NA	NA
<b>Transportation</b>		
Airport	NA	NA
Bus Shelter	P	P
Bus Terminal	NA	NA
Heliport	C	C
Helistop	C	C
Truck Terminals	NA	NA
<b>Utilities</b>		
Communication Tower - Commercial	C	NA
Commercial / Accessory	P	P
Non-Commercial	P/C	P/C
Dish Antenna - Commercial	NA	NA
Private	A	A
Hydro Plant - Large Scale	C	C
Small Scale	P	P
Sewage Treatment Plant - Major Facility	C	C
Minor Facility	P	P
Water Treatment Plant	C	NA
Windmill - Large Scale	C	C
Small Scale	P	P

## Appendix B

### Land Use Inventory

**Table 17**  
Ownership Status by Percent\*

**Highway 24 - Eagle County**

	USFS	BLM	Private	State	BOR
Distance - CL					
0 - 1000'	57%	0%	43%	0%	0%
1000 - 5280'	92%	0%	8%	0%	0%
5280' +	94%	0%	6%	0%	0%

**Highway 24 North - Lake**

	USFS	BLM	Private	State	BOR
Distance - CL					
0 - 1000'	17%	15%	68%	0%	0%
1000 - 5280'	51%	5%	44%	0%	0%
5280' +	92%	0%	8%	0%	0%

**Highway 24 - City of Leadville**

	USFS	BLM	Private	State	BOR
Distance - CL					
0 - 1000'	0%	0%	100%	0%	0%
1000 - 5280'	0%	0%	100%	0%	0%
5280' +	50%	0%	50%	0%	0%

**Highway 24 South - Lake**

	USFS	BLM	Private	State	BOR
Distance - CL					
0 - 1000'	1%	3%	96%	0%	0%
1000 - 5280'	4%	23%	64%	9%	0%
5280' +	55%	9%	35%	1%	0%

**Highway 91 - Summit**

	USFS	BLM	Private	State	BOR
Distance - CL					
0 - 1000'	37%	0%	63%	0%	0%
1000 - 5280'	52%	0%	48%	0%	0%
5280' +	63%	0%	37%	0%	0%

**Highway 91 - Lake**

	USFS	BLM	Private	State	BOR
Distance - CL					
0 - 1000'	6%	33%	60%	1%	0%
1000 - 5280'	24%	54%	20%	2%	0%
5280' +	72%	11%	17%	0%	0%

**Highway 82 - Lake**

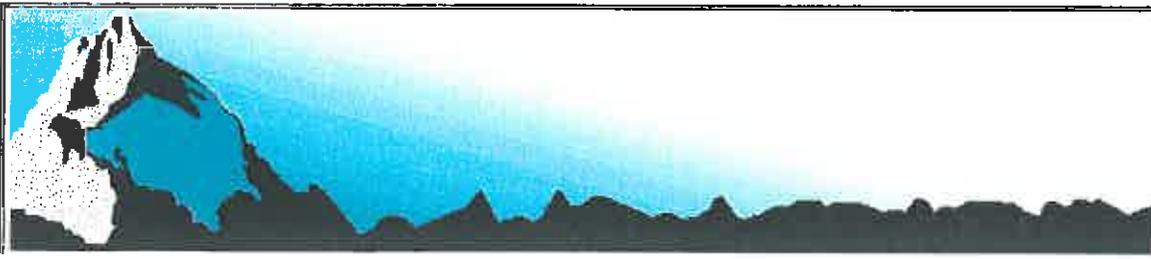
	USFS	BLM	Private	State	BOR
Distance - CL					
0 - 1000'	66%	1%	32%	0%	1%
1000 - 5280'	66%	2%	32%	0%	0%
5280' +	70%	0%	30%	0%	0%

**Total Byway**

	USFS	BLM	Private	State	BOR
Distance - CL					
0 - 1000'	30%	8%	62%	<1%	<1%
1000 - 5280'	49%	14%	35%	2%	0%
5280' +	75%	4%	21%	<1%	0%

\* All figures approximate - some error due to rounding





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 7**

**APPENDIX C**  
**INTRINSIC QUALITY INVENTORY**





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 7**

**Appendix C**  
**INTRINSIC QUALITY INVENTORY**

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## Introduction

The Corridor Management Plan is a community based strategy to balance the conservation of the corridor's intrinsic qualities with the use and enjoyment of those same resources. The Plan specifies the actions, procedures, controls, operational practices and administrative strategies, such as; zoning, scenic conservation overlay districts, conservation land trusts, and other protective measures, that may be employed to maintain the intrinsic qualities of the Byway. Intrinsic qualities are the scenic, historic, recreational, cultural, archeological or natural features that are considered representative, unique, irreplaceable, or distinctly characteristic of the area.

The Intrinsic Quality Inventory is the first step in identifying and noting the significance and condition of the resources that exist along the Byway. From the inventory existing intrusions upon the visual landscape and potentials for resource degradation, as well as opportunities for conservation, enhancement or interpretation, can be identified and appropriate strategies and action plans developed to ensure balance between conservation and beneficial use of the corridor.

## Intrinsic Qualities

The Federal Highway Administration defines the six Intrinsic Qualities as follows:

### **Scenic Quality**

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

### **Natural Quality**

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

### **Historic Quality**

*Historic Quality* encompasses legacies of the past that are distinctly associated with physical elements of the landscape, whether natural or manmade, that are of such historic significance that they educate the viewer and stir an appreciation for the past. The historic elements reflect the actions of people and may include buildings, settlement patterns, and other examples of human activity. Historic features can be inventoried, mapped and interpreted. They possess integrity of location, design, setting, material, workmanship, feeling, and association.

#### **Cultural Quality**

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

#### **Archeological Quality**

*Archeological Quality* involves those characteristics of the scenic byways corridor that are physical evidence of historic or prehistoric human life or activity that are visible and capable of being inventoried and interpreted. The scenic corridor's archeological interest, as identified through ruins, artifacts, structural remains, and other physical evidence have scientific significance that educate the viewer and stir an appreciation for the past.

#### **Recreational Quality**

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

## **Resource Identification Process**

During the nomination process, the public was invited to a series of workshops in Lake County in order to solicit their input and assess the level of public interest in pursuing designation for the Top of the Rockies Scenic and Historic Byway. The public was challenged to identify those resources that made the corridor unique from a historic, cultural, archeological, recreational, scenic, or natural perspective. The ensuing resource list was used as the template for a slide presentation and nomination packet that reflected the public input and grassroots issues raised. The nomination packet and slide display were presented to the State Byway Commission by citizens of the byway community, and in September of 1993, the Top of the Rockies Scenic Byway was unanimously approved as Colorado's newest byway.

This resource list was used by Conlin Associates, the resource planning consultant hired to assist the Regional Byway Advisory Committee, in the preparation of the Top of the Rockies Corridor Management Plan as a starting point for the Intrinsic Quality Inventory. Computer generated mapping of the Byway corridor was created, and the locations of resources identified during the nomination process were delineated on the maps.

Working with the Regional Committee, the Consultant then prepared a standardized resource inventory form for use in the field. The inventory form was intended to: identify, categorize and describe the resource; note it's significance; determine it's current character and physical condition; identify existing safety hazards and visual intrusions upon the landscape; identify any potentials for degradation or need for protection; inventory user facilities and services; determine accessibility to the resource by various user groups; identify existing barriers to access; and elicit participants' recommendations

for conservation, interpretation or enhancement of the landscapes and resources of the Byway.

For two consecutive afternoons in the fall of 1995, the consultant team, members of the Regional Byway Committee, representatives of local government, Chambers of Commerce, local business', and the general public toured the Byway by bus to familiarize themselves with the route and assess its potentials and liabilities. Resources identified through the nomination process were visited in the field and reviewed in light of the questions on the inventory form. By consensus, some listed items were eliminated for lack of significance, dependency upon or direct association with the Byway. In other cases, clusters of proximal resources were consolidated for logistical reasons. New resources were also added to reflect the increased knowledge base gained on-site. Planning workbooks, maps, and inventory forms were left with contact persons in each of the three Byway Counties to allow for a continuous flow of public input into the inventory process.

The resulting inventory of locally identified intrinsic resources is illustrated on Planning Map 17. Also illustrated are campgrounds, trails and trailheads, four wheel drive roads, lakes and streams, ski areas, and cross country ski huts that contribute to and are dependent upon the Byway.

## Intrinsic Resource Inventory

Resource worksheets 1 through 25, corresponding to the numbered resources illustrated on planning Map 17, are included at the end of Appendix C. Inventories of the resources and services found within the communities along the Byway, corresponding to the lettered resources illustrated on planning Map 17, are also included on worksheets A through E at the end of this Appendix

## Viewshed Inventory

Many of the resources identified in the Intrinsic Resource Inventory refer to specific elements of the corridor, such as an individual structure or facility within an overall scenic or historic landscape. In many cases, however, listed resources represent only one component within the larger visual environment of the viewshed. During the course of the site evaluation, participants identified those distinct viewsheds that were considered significant to the overall scenic, natural and historic character of the Byway. Planning Map 18 illustrates the distinct viewsheds identified as being representative, unique to or characteristic of the Byway.

Viewsheds illustrated on planning Map 18 are described as follows:

### 1) Copper Mountain / Tenmile Canyon

The section of State Highway 91 from Copper Mountain to the Climax tailings impoundments follows the course of Tenmile Creek through a narrow mountain valley surrounded by high mountain peaks jutting above timberline. Foreground and middleground views are dominated by the natural riparian vegetation of the creek and the verdant forests of the montane life zone. Minimal evidence of human presence

**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

**RESOURCE INVENTORY  
INTRINSIC QUALITIES**

INVENTORIED RESOURCE



INVENTORIED COMMUNITY



CLASS 3 / 4 ROAD

CLASS 5 TRAIL / 4WD

WATER COURSE

WATER BODY

WATER BODY (MAJOR)

RAILROAD

COUNTY LINE

BYWAY

STATE HWY

CAMPGROUND

TRAILHEAD

COLORADO TRAIL

SUMMIT COUNTY AND  
10th MOUNTAIN HUT SYSTEM

SKI AREA



EAGLE  
PITKIN

LAKE

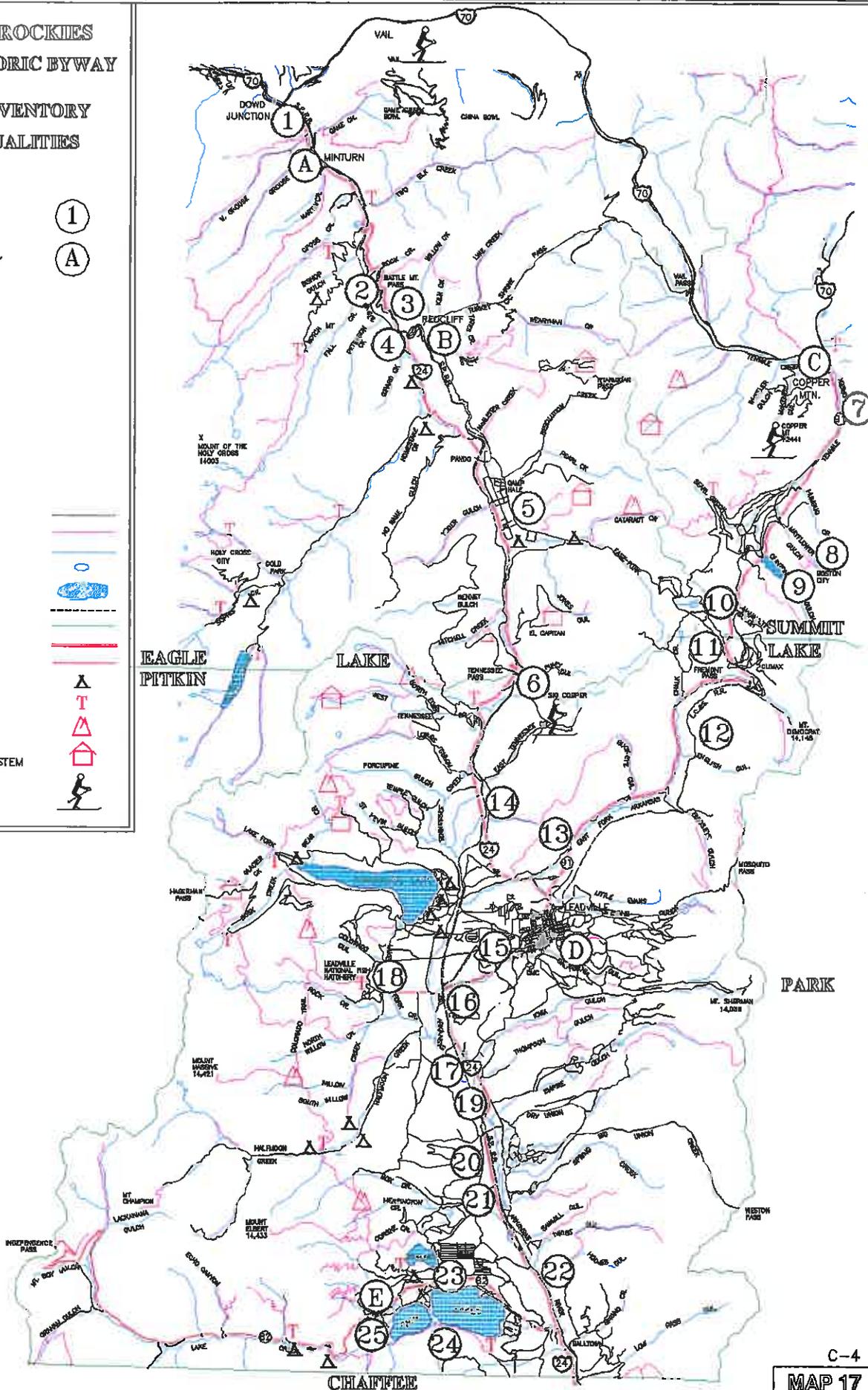
SUMMIT  
LAKE

PARK

CHAFFEE

C-4

MAP 17



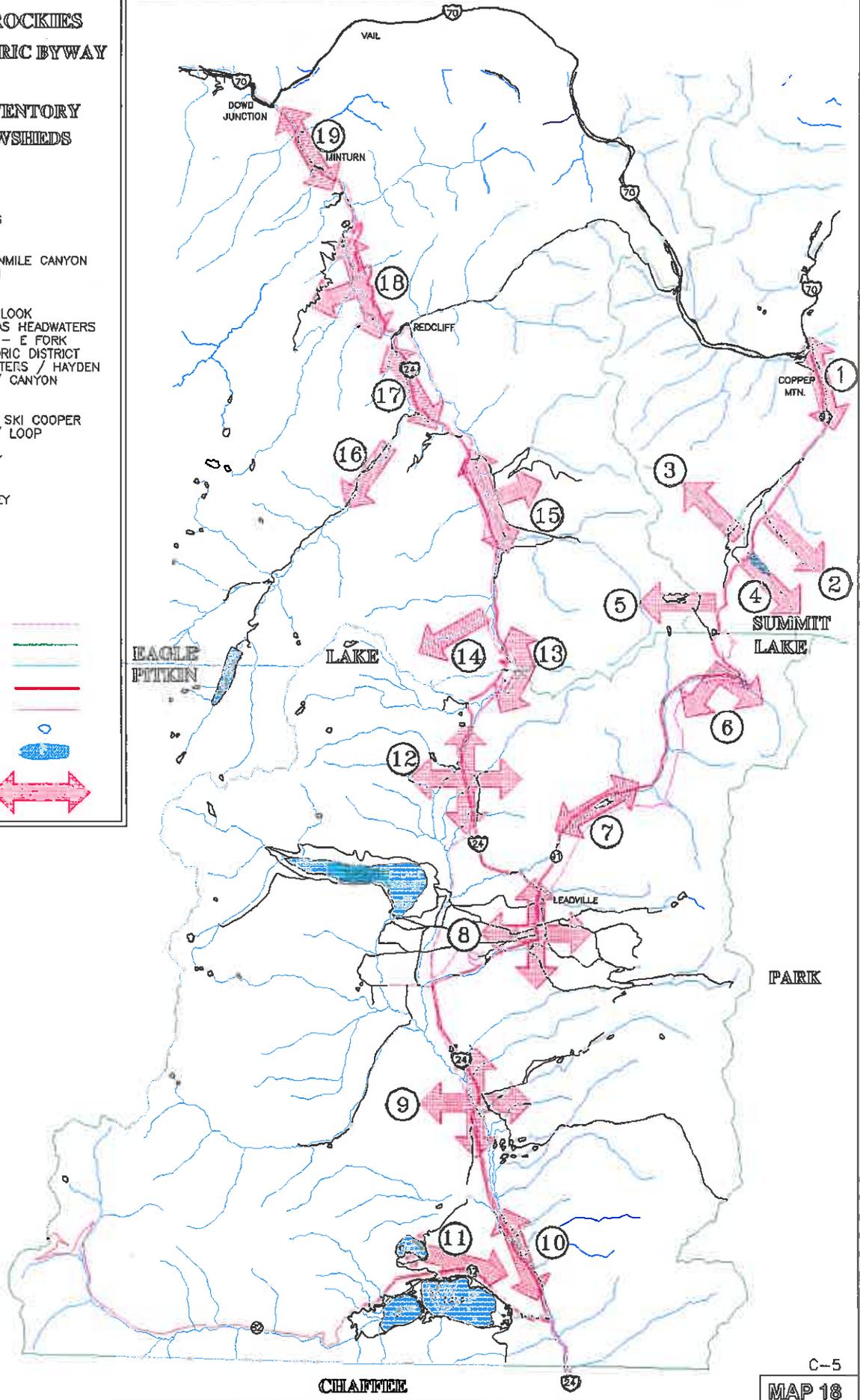
**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

**RESOURCE INVENTORY  
PRIMARY VIEWSHEDS**

**SIGNIFICANT VIEWSHEDS  
KEY**

- 1 COPPER MT. / TENMILE CANYON
- 2 MAYFLOWER GULCH
- 3 SEARLE GULCH
- 4 CLINTON GULCH
- 5 HOLY CROSS OVERLOOK
- 6 CLIMAX / ARKANSAS HEADWATERS
- 7 ARKANSAS VALLEY - E FORK
- 8 LEADVILLE / HISTORIC DISTRICT
- 9 ARKANSAS HEADWATERS / HAYDEN
- 10 ARKANSAS RIVER / CANYON
- 11 TWIN LAKES
- 12 ESCONDIDO FLATS
- 13 10TH MOUNTAIN / SKI COOPER
- 14 MITCHELL CREEK / LOOP
- 15 CAMP HALE
- 16 HOMESTAKE VALLEY
- 17 HOMESTAKE CREEK
- 18 BATTLE MOUNTAIN
- 19 EAGLE RIVER VALLEY

- |                         |   |
|-------------------------|---|
| RAILROAD                |    |
| COUNTY LINE             |    |
| WATER COURSE            |   |
| BYWAY                   |  |
| STATE HWY               |  |
| WATER BODY              |  |
| WATER BODY (MAJOR)      |  |
| PRIMARY VIEWSHED VECTOR |  |



outside of the roadway itself is limited to several high voltage power lines, and remnants of the old rail grades that once connected the communities of Summit and Lake Counties. Manmade intrusions are largely subordinate to the natural setting.

From the crossing of Tenmile Creek to the summit of Fremont Pass, foreground and middleground views to the west are dominated by the man-built environment, most specifically the deposition of tailings materials and the associated structures and activities of large scale mining at the Climax Mine. Views to the east are limited by the close proximity of the road to the base of the steep hillside.

### 2) Mayflower Gulch

Mayflower Gulch is a natural appearing high mountain valley terminating in a spectacular cirque, nestled against the backdrop of Pacific Peak. Foreground and middleground views include the wetland and riparian habitats associated with the creek which drains the basin, and the tall spruce/fir forests of the upper-montane life zone. Background views of the alpine and sub-alpine life zones are punctuated by jagged spires and buttresses of gray granite against the skyline. Manmade structures within the foreground, including a paved parking area and dirt road leading up the valley to the historic site of Boston City, are visually subordinate to the natural surroundings. Structures at the Boston City site are not evident from the Byway.

### 3) Searle Gulch

Searle Gulch is a high mountain valley to the west of the Byway. Foreground and middleground views are dominated by the man-built environment associated with both large and small scale mining. Background views are largely natural in appearance, and include vast expanses of alpine tundra against a backdrop of skree and rock outcrop. Vestiges of past mining activity, including old road benches, are evident.

### 4) Clinton Gulch

Clinton Gulch is visually dominated by the waters of Clinton Reservoir, nestled against a backdrop of ragged peaks. Since Highway 91 crosses the reservoir dam, foreground views of the water body are unobstructed. Evidence of historic mining activity is present above the northwest corner of the reservoir, but time and natural revegetation make its presence, and the presence of paved parking at either end of the dam visually subordinate to the natural surroundings. Middleground views are dominated by spruce/fir forests and alpine meadows, while background views are of alpine scarps and precipitous peaks.

### 5) Holy Cross Overlook

Nearing the summit of Fremont Pass, an existing overlook on the west side of the road provides the only view along the Byway of the Mount of the Holy Cross. Interpretive signs at the pullout, and the Masonic Memorial help provide information on the historic and scenic landscape that stretches before the viewer.

Foreground and middleground views are dominated by the man-built environment, most specifically, the storage of mine tailings from the Climax mine. The area is currently undergoing the first stages of reclamation, as a cap of mine waste rock and soil is being applied to reduce fugitive dust and create a base for future revegetation. Mining activity at the Climax location has been ongoing since around the turn of the century, and once accounted for majority of all Molybdenum produced in the United States. Interpretive signage descriptive of the history of the site could help soften it's visual intrusion on the

landscape by giving the viewing public a better appreciation of the significance of resource extraction industries and their role in matters ranging from the national defense to safety of the vehicle in which they drive.

#### 6) Climax / Arkansas Headwaters

The Climax mine is located over 11,200 feet above sea level, at the summit of Fremont Pass. From this alpine location, one can view the headwaters of the Arkansas River, the Mosquito Range and the first glimpses of the Sawatch Range. Foreground views continue to be dominated by activities associated with large scale mining, while background views are of windswept ridges and peaks, alpine cirques, meadows and snowfields.

#### 7) East Fork of the Arkansas

Proceeding down the Arkansas River drainage from Fremont Pass, the viewer is immersed in the relatively natural setting of a high mountain valley, with associated riparian, wetland and montane vegetation dominating the viewshed. In the upper extent of the valley, the primary indicators of human presence are the high voltage transmission lines that parallel the road, and the hillside cut of the rail grade between Leadville and Climax.

In the lower reaches of the valley, as Highway 91 approaches the town of Leadville, the trappings of civilization begin to dominate the foreground and middleground, as the Sawatch Range becomes the dominant background feature. Foreground views are typified by an assortment of mobile homes, cabins and associated appurtenances of rural Colorado life.

#### 8) Leadville, Colorado

The town of Leadville is located at the foot of the Mosquito Range, and offers panoramic views of the Upper Arkansas Valley. Within the 360 degree viewshed are the striking peaks of the Sawatch Range, including Mount Elbert, Mount Massive, Mount Harvard and La Plata Peak, four of Colorado's five highest peaks. Also within the background views are Turquoise Lake, Mosquito Pass (Colorado's highest driveable pass) and the historic Leadville Mining District.

Foreground and middleground views are dominated by the man built environment. The town of Leadville is one of the largest National Historic Districts in Colorado, and exhibits many of the vestiges of the Victorian architecture and ambiance of late 1800's Colorado's history. Mining in and around Leadville has been continuous since the late 1850's, leaving much of its heritage of and history intact and in place.

#### 9) Arkansas Headwaters / Hayden Ranch

Traveling west from the town of Leadville one encounters the broad ranch lands of the Upper Arkansas Valley. Foreground and middleground views are dominated by gently sloping grasslands and sagebrush flats that afford spectacular, unobstructed background views of the surrounding mountain peaks. The flat, un-forested terrain is highly sensitive to man induced change, and affords very little visual screening for manmade structures and facilities that intrude upon the landscape. This low visual absorptive capacity is especially noticeable on vertical structures, such as the high voltage transmission lines that traverse the valley emanating like a spider web from the Malta Sub-Station, just west of Highway 24.

Other ranch related structures, such as the hay barns and corrals of the Hayden Ranch add to the ambiance and bucolic character of the valley, especially against a backdrop of one of the highest concentrations of 14,000 foot peaks found anywhere in the United States.

#### 10) Arkansas River

Leaving the broad grasslands of the Hayden Ranch, Highway 24 enters a narrow canyon alongside the Arkansas River. The confines of the canyon restrict views to the foreground, which is typified by sand colored rock outcrops and the riparian habitats of the river bottom. Manmade structures and facilities, including the Southern Pacific Rail Line and associated communication lines, are evident and due to their proximity to the roadway, within the narrow confines of the canyon, tend to subordinate the natural environment.

#### 11) Twin Lakes

Before it was dammed to increase water storage, Twin Lakes is one of the largest naturally formed bodies of water in Colorado. Set in an amphitheater of surrounding peaks, the lakes dominate the viewshed and provide unobstructed background views of some of Colorado's most spectacular mountains. Due to the proximity of the road to the base of the hillside on Twin Lakes north shore, views are predominately to the west, south and east. In those directions, manmade structures are principally limited to the Interlaken Hotel, listed on the National Historic Register, the Twin Lakes Dam, and the Twin Lakes Power Plant. The plant, operated by the Bureau of Reclamation, houses a visitor information center, providing facts on its operations and on the history of the Twin Lakes Area.

To the west, at the southernmost terminus of the Top of the Rockies Byway is the Village of Twin Lakes, also listed on the National Historic Register. In character with its history, the town appears as a small collection of turn of the century structures nestled at the base of Mount Elbert, overlooking the upper of the Twin Lakes.

#### 12) Escondido Flats

Escondido Flats is a collection of old and active ranches in the Tennessee Creek drainage of the Upper Arkansas River Valley. Foreground and middleground views are dominated by arable grasslands and sagebrush flats, which provide unobstructed background views of the Sawatch Range to the west, and Mount Zion to the east. Most structures on the flats date back to the days of active ranching, and are in character with the bucolic setting and character of the valley. Owing to the flat topography, the area exhibits the same low level of visual absorptive capacity seen in the Hayden Ranch area, making it difficult or impossible to hide or mask structural development. The principal evidence of man is the rail grade of the Southern Pacific Railroad.

Foreground views in the upper end of the valley are dominated by extensive wetlands and associated vegetation, which offer some level of protection against future development. On the lower end of the valley, mobile home parks within the foreground subordinate the natural setting.

#### 13) Ski Cooper / Tennessee Pass

The summit of Tennessee Pass, astride the continental divide, provides views into both the Eagle River and Arkansas River Valleys. At the summit itself, foreground views are dominated by overstory vegetation, providing only intimate glimpses of the valleys below. Once off of the pass on either side, viewsheds open to expose high mountain valleys,

meadows, wetlands and sweeping vista's of the Colorado Rockies. Ski Cooper's slopes built to train the 10th Mountain troops during World War II, appear as natural openings in the upper montane and sub-alpine forests that form the backdrop to the east. With the exception of the Southern Pacific line, which is relegated to the middleground, little evidence of the man built environment exists.

#### 14) Mitchell Creek

Mitchell Creek is a sheltered alpine valley, branching off of the Upper Eagle River Valley. Foreground views include the tracks of the Southern Pacific railroad against a backdrop of lush mountain meadows, surrounded by verdant forests. Background views provide a glimpse of the Sawatch Range.

#### 15) Camp Hale

Camp Hale was the site of the 10th Mountain Division Training Center during the second world war. Selected for its vast expanse of relatively flat, easily developed terrain surrounded by towering peaks, the valley provided a perfect training center for high altitude winter combat. With the demolition of the camp, the valley reverted back to a more natural setting, interspersed with vague reminders of its past land use. Foreground and middleground views appear as grasslands, while background views appear as alpine peaks and valleys.

#### 16) Homestake Valley

The Homestake Valley appears as a high mountain valley, framed by high peaks and rocky escarpments. The view up the valley from the Byway is fleeting, yet reveals foreground views of riparian and wetland vegetation, punctuated by the meandering channel of Homestake Creek. In the background, glimpses of far off snowcapped peaks tease the viewer and encourage further exploration.

#### 17) Homestake Creek

Homestake Creek represents a high quality riparian / wetland habitat against a backdrop of rock buttresses and scarps. The valley is very natural in appearance, and due to its confining topography, limits views to the foreground and middleground. With the exception of Forest Service picnic facilities, little evidence of man is evident outside the road corridor.

#### 18) Battle Mountain Pass

Battle Mountain Pass is a precipitous section of mountain road perched among towering cliffs and sheer rock faces. The geology of millennia lies exposed, and is the dominant feature in the foreground and middleground viewshed. The man-built environment is limited to the roadway itself, the steel arch bridge over the south branch of the Eagle River, and the vestiges and scars of past mining activity centered around the ghost town of Gilman. Background views are principally to the west, providing spectacular vistas of Notch Mountain and surrounding peaks.

#### 19) Eagle River Valley

Coming down off of Battle Mountain Pass offers the first glimpse of the Eagle River Valley above the Town of Minturn. The narrow valley is centered around the meandering path of the Eagle River, and flanked by high cliffs to the east and rolling hills to the west. Once in the valley, foreground views are dominated by the man-built environment, while middleground and background views are limited by the topographic confines. Views include the rock formation named "Lionshead" by the English explorer, Lord Gore.

## Community Resources

The following communities are located along the route of the Top of the Rockies Scenic and Historic Byway. Letter designations correspond to the locations illustrated on Planning Map 17. The inventories contain data about the location, specific attributes, available services and amenities, and other resource information.

### Worksheet A     **Minturn**

The town of Minturn is located two miles south of Interstate 70 on Highway 24 on the Top of the Rockies Scenic and Historic Byway. Minturn is a town in transition, with a mining and railroad history. However, its proximity to the world-class ski resorts of Vail and Beaver Creek has meant that it has opportunity for businesses catering to the ski / tourist crowds.

Population: 1,066

Elevation: 7,920 ft.

#### History:

The town of Minturn was established with the arrival of the Rio Grande railroad tracks and was officially incorporated in 1904. Railroad tracks were laid in the 1880's to service the mines of Redcliff and Gilman. In 1887, the railroad tracks reached Booco's Station (the future town of Minturn). Minturn served as an important railroad stop where extra "helper" engines were added to pull trains over Tennessee Pass. This attracted a number of railroad workers to service these engines. The Gilman mines, historically a major producer of zinc, copper, silver, and lead, also attracted a number of settlers to Minturn. Operations at Gilman were largely curtailed in 1977.

#### Lodging:

There are two Bed and Breakfast Inns located in Minturn.

#### Restaurants:

There are eight restaurants featuring Italian, Mexican, and general cuisine.

#### Services:

There is one gas station, and several types of retail stores and galleries featuring arts, crafts, antiques, etc. The Meadow Mountain Business Park, north of Minturn on Highway 24, contains various other service-oriented establishments.

#### Recreation:

The Holy Cross Ranger District Station, located two miles north of Minturn at Dowd Junction, is a source of trails and recreational information for the area. A number of trails originating in and around Minturn are utilized for hiking and camping in the summer months and snowshoeing in the Winter. These are Grouse Creek Trail, Game Creek Trail, Martin Creek Trail, Two Elk National Recreation Trail, Tigiwon Trail, and Upper Eagle Valley Trail.

#### Worksheet B

#### Redcliff

The town of Redcliff is nestled in a valley east of Highway 24 at the south end of Battle Mountain Pass. Travelers must look east from the large, steel, highway bridge to see Redcliff. Continued travel south for about one mile leads to the turn-off to the main road into town.

Population: 300

Elevation: 8,700 ft.

History:

Redcliff was founded in 1879 when gold and silver were discovered on Homestake Mountain on the east side of town. The influx of prospectors seeking these riches caused the creation of the first town in Eagle County, as well as the county seat until the 1940's when the courthouse burned down. Redcliff had an opera house, numerous large hotels, and businesses. The town had a large contingent of Welsh and Cornwall miners who were imported from British mines. After World War I when the population declined and mining was no longer profitable, logging became the main industry on nearby Shrine Pass. The railroad and the Eagle Zinc Mine in Gilman became the main industries and employers in the 1920s. At that same time, Hispanic immigrants from Mexico and southern Colorado became the dominant population, and continue to be today. Today, most Redcliff dwellers are employed in the ski industry at Vail or Beaver Creek.

Lodging:

There is one hotel in Redcliff.

Restaurants:

There are two restaurants in Redcliff featuring Mexican cuisine.

Services:

There is an outdoor guiding service in town, a woodworker, and a liquor store.

Recreation:

Outdoor recreation opportunities in the area include hiking, four-wheeling, cross-country skiing, snowshoeing, and snowmobiling. The Redcliff Museum has exhibits on the mining history of the area, with a special exhibit on nearby Camp Hale. The Evergreen Cemetery, above the town, is the resting place for miners, loggers, and ordinary citizens. Ladies of "ill repute" and criminals are buried outside of the cemetery's fence.

#### Worksheet C

#### Copper Mountain

The world-class ski resort of Copper Mountain is located at the gateway to the Top of the Rockies Byway at the junction of Interstate -70 and Highway 91. The modern alpine village contains shopping, dining, and many other activities. Copper Mountain Resort features over 100 trails and 2,300 skiable acres served by 20 lifts with an impressive average annual snowfall of over 250 inches.

#### **Copper Mountain**

Population: 40 - 8,000

Elevation: 9,700 ft. at the village; 12,441 ft. at the ski area summit.

History:

Copper Mountain was first settled in 1860. Miners from all over rushed to the Summit County area to strike it rich with gold and silver mining. Graveline Gulch was the mining center during the early years; remnants of several of the gold mines (sealed) remain today on the ski area's "Encore" trail. An innovative miner dug a shaft at the mountain's summit, only to uncover a low grade copper ore, too inaccessible to mine. But from this legend, Copper Mountain obtained its name. In the mid 1870's, the logging / mining town of Wheeler Junction was built at the base of Copper Mountain. The camp experienced the silver crash in the early 1890's, but was revived about 1900 by a boom in lumber, timber, and the addition of sheep herding. These activities lasted until the 1950's. The log buildings on the south side of Copper Road at the resort entrance are the original structures of homesteads occupied in the summers between 1940-1960. In the early 1960's, Copper Mountain was first recognized for its ski mountain potential. The development began in 1969 with an initial investment of \$500,000 and a development proposal presented to the Dillon Ranger District. Dedicated in 1972, the United States Forest Service termed it "the most nearly perfect ski mountain in the United States."

NOTE: The Copper Mountain Resort Chamber offers complete information and brochures about lodging, dining, and other activities available in Copper Mountain.

Lodging:

There is a central reservation service and numerous management companies offering condominium and suite lodging opportunities at Copper Mountain. There are approximately 1500 rooms available in Copper Mountain.

Restaurants:

There are nearly twenty restaurants at Copper Mountain, featuring many kinds of cuisine and atmosphere, from deli food to full-course dining. A few of the establishments are operated on or in conjunction with the ski mountain during the Winter months only.

Services:

Copper Mountain is a full-service resort, with one gas station, banking services, real-estate and property management companies, a medical clinic, post office, and many retail outlets featuring skis, snowboards, complete rentals, ski clothing, other sporting goods, gifts, groceries, and liquor.

Recreation:

In addition to the ski area, there is accessibility to back-country skiing opportunities, guiding services, an athletic club, an 18-hole golf course, horseback riding, ice skating, fishing and paddle-boat rides, and free chairlift rides in the Summer. Every Labor Day weekend, Copper Mountain is host to West Fest, a celebration of art, culture, and music of the west.

#### Worksheet D

#### **Leadville**

At the hub of the Top of the Rockies Scenic Byway on Highway 24 is the historic city of Leadville, north America's highest incorporated city. Described as quaint and absolutely original, seventy square blocks of Victorian architecture and the adjoining twenty square miles of the Leadville mining district testify to the various legacies. Leadville has been designated as a National Historic Landmark District.

Population: 2,800 in the incorporated City, 6,450 total in Lake County. Most (90%) of the County population is located in and around the City of Leadville.

Elevation: 10,430 ft.

#### History:

Named for the lead carbonate ore from which came the silver, Leadville was once a city of nearly 30,000 people. Many famous and infamous people got their start in Leadville, including J.J. and Molly Brown, Guggenheims, Boettchers, and the Tabors. Horace Tabor, the "Silver King", grubstaked his way to fabulous wealth and scandalized the country with his romance of the young and ever faithful Baby Doe, for which he abandoned his first wife, Augusta. Nearly everyone visited Leadville in its heyday -- politicians, writers, three presidents. Leadville's main street, Harrison Avenue, is perhaps one of the most photographed in Colorado. Many of the buildings, which are still in use, are architectural legacies dating back to the 1870's. The three-story, brick Tabor Opera House, built by its namesake, opened its doors in 1878. The Silver Dollar Saloon across the street has been in continuous operation since 1879. The elegant Tabor Grand Hotel, up the street, opened for business in 1885, with 117 rooms and silver dollars embedded in the lobby floor. The Leadville High School, built in 1900, now houses the federally chartered National Mining Hall of Fame and Museum. Described as the "Smithsonian of the Rockies", the museum has priceless mineral specimens, including gold from Molly Brown's "Little Johnny" mine in Leadville. Numerous fine Victorian homes still exist in Leadville, which were built by Leadville's famous and most prominent. Some are operated as businesses today -- bed and breakfasts and museums.

#### Lodging:

There are 27 facilities, ranging from B&B's to hotels to cabins. There are 465 rooms available in the Leadville area.

#### Restaurants:

There are 26 restaurants featuring Mexican, Chinese, and general cuisine.

#### Services:

There are numerous gas stations, museums, antique stores, and retail outlets. Leadville's historic Harrison Avenue is home to a variety of shopping, dining, cultural, and lodging opportunities.

#### Recreation:

There are 6 museums, a scenic train (Summer), ski area, golf course, and a recreational center with a pool. Leadville is also a hub for outdoor enthusiasts, with back-country hiking, four-wheeling, skiing, snowshoeing, snowmobiling, and almost any other form of recreation available. The historic mining district, surrounding Leadville proper, is replete

with historic dirt roads, trails, and incredible vistas of the nearby Sawatch and Mosquito Mountain Ranges, containing the highest peaks in the state. Nearby Turquoise Lake, with a scenic loop road, and the National Fish Hatchery, offer additional biking, hiking, skiing, and camping opportunities. The Mt. Massive Wilderness Area includes primitive, back-country experiences.

#### Worksheet E      **Twin Lakes**

The village of Twin Lakes, both historic and quaint, is located at the base of Independence Pass on Highway 82. Twin Lakes serves as the turn-around point for the Top of the Rockies Scenic and Historic Byway.

Population: 25

Elevation: 9,200 ft.

History:

The sleepy village of Dayton, once a center of commerce for miners, was reborn as Twin Lakes in 1879. The route of Highway 82 was first pioneered that same year as a toll road to connect the silver mining communities near Leadville with Aspen. Besides catering to miners, Twin Lakes became a favorite recreation destination because of the lakes and the spectacular scenery. The well-to-do from Leadville and people with respiratory illnesses often selected Twin Lakes for summer recreation. Interlaken was a rival to the Broadmoor Hotel, and during its heyday, the hotel sported a 30-foot yacht to ferry guests. Twin Lakes Village and the Interlaken Complex are listed as historic districts on the Federal Register.

Lodging:

There are six facilities in and around the Twin Lakes area.

Restaurants:

There are two restaurants in Twin Lakes, one featuring German cuisine.

Services:

There is a gas station, post office, bike store, kayak store, rafting business, gift shop and antique store in the village.

Recreation:

Fishing, camping, boating, sightseeing, hiking, four-wheeling, back-country skiing and snowmobiling abound. The Colorado Trail is accessible within the town limits. Free tours of the Mt. Elbert Hydroelectric Power Plant and visitor center are available.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review**      October 24, 1995

**1) Name of Resource**      #1 Holy Cross Ranger District Station

**2) Type of Resource**

Scenic \_\_\_ Cultural \_\_\_ Historic \_\_\_ Archeological \_\_\_ Recreational x Natural \_\_\_

**3) Jurisdictional Consideration**

U. S. Forest Service public land

**4) Description of Resource**

One-stop multi-agency visitor information center at the portal to the Top of the Rockies Scenic and Historic Byway on Highway 24, north of Minturn at the junction of Interstate 70.

**5) Significance of Resource**

Visitor information center, open 7 days per week in summer, 5 days a week fall, winter and spring

**6) Character / Condition**

Excellent: new facility.

**7) Intrusions / Hazards**

**8) Potential for Degradation /  
Need for Protection**

**9) User Facilities**

Overlook	Information	Interpretation	Services
	Yes	Yes	Yes

**10) Accessibility**

ADA		Seasonal		Non Vehicular		Vehicular	
Wheel Chair	X	Winter	X	Bicycle	X	Tour Bus	X
Visual		Spring	X	Pedestrian	X	R.V.	X
Infant	X	Summer	X	Equestrian		Semi Tractor	X
Elderly	X	Fall	X	X-C Skiers		Snowmobile	
						ATV	

**11) Access Barriers**

None

**12) Potential for Interpretation,  
Education, Enhancement**

Additional interpretation of Byway

**Recommendations:**

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review**      October 24, 1995

**1) Name of Resource**      #2: Abandoned Townsite of Gilman; Belden Mill Site

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**

EPA Superfund site and private land

**4) Description of Resource**

Deserted company town of Gilman perched on hillside six miles south of Minturn near top of Battle Mountain pass. One thousand foot drop to river level where mining and milling activities took place. Historic Belden mill site is located at the river's edge, 1,000 feet below town of Gilman. Historic mill was constructed half bermed in cliff's edge.

**5) Significance of Resource**

Company town of Gilman was not deserted until 1977 when Eagle Mine closed. Mines produced zinc, copper, and silver. Town included residences, hospital, stores, etc. Designated as EPA Superfund site in 1980's. 1,200 people once worked in New Jersey Zinc and Eagle Mines. Mine drops one mile to level of river. Beautiful vista of Notch Mountain and surrounding area.

**6) Character / Condition**

Gilman is well preserved. Belden mill site is partially disintegrating.

**7) Intrusions / Hazards**

EPA Superfund site restricts all access.

**8) Potential for Degradation /  
Need for Protection**

Mill site is disintegrating.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Soft surface pull-out on Highway 24.	No	No	Soft surface pull-out.

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair	Winter X	Bicycle X	Tour Bus
Visual	Spring X	Pedestrian X	R.V.
Infant	Summer X	Equestrian	Semi Tractor
Elderly	Fall X	X-C Skiers	Snowmobile
			ATV

**11) Access Barriers**

Gilman visually accessible from roadway only. Belden only visually accessible from pull-out at north side of summit of Battle Mountain Pass.

**12) Potential for Interpretation,  
Education, Enhancement**

Rich history and information exists with respect to both Gilman townsite and Belden mill.

**Recommendations:**

Pull-outs converted to hard surface.

Interpretive signage regarding mining and cultural history of area.

Signage on highway could denote upcoming resource.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review**      October 24, 1995

**1) Name of Resource**      #3: Battle Mountain; View of Notch Mountain

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**  
 Private land abutting roadway and EPA Superfund.

**4) Description of Resource**  
 Eight mile stretch of roadway on Highway 24 between towns of Minturn and Redcliff. Precipitous drop to river level 1,000 feet below in places.  
 EPA Superfund site lines roadway on west side near townsite of Gilman.

**5) Significance of Resource**  
 Alpine vistas of mountain ranges, pine, and aspen forests. Historians from the area state that the Ute and Arapaho Indian tribes endured a fierce battle in the area in 1849. Remnants of an old roadbed from Minturn to Redcliff are visible in places. Eagle River canyon below was site of huge outcrops of various ore bodies. Great Aspen viewing in fall.

**6) Character / Condition**  
 Road curving, steep, and can be icy in winter. Precipitous drops.

**7) Intrusions / Hazards**  
 Potential avalanches, rock slides, rock fall - limited guard rails.

**8) Potential for Degradation / Need for Protection**  
 Property on east side privately owned - high development potential. Development potential exists due to Vail's Category III expansion plans

**9) User Facilities**

Overlook	Information	Interpretation	Services
Several soft surface overlooks.	No	No	No

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input checked="" type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input checked="" type="checkbox"/>	R.V. <input checked="" type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**  
 Sites visually accessible mostly from roadway only. No acceleration or deceleration lanes for pull-outs. Road can be hazardous in winter months.  
 Heavy commuter traffic by workers in Vail resort area can impede safety of utilizing pull-outs.

**12) Potential for Interpretation, Education, Enhancement**  
 Interpretive signage could be developed in combination with information about Gilman and Belden.

**Recommendations:**  
 Emergency pull-outs.

Signage on highway could denote upcoming pull-outs.

Passing lanes.

Develop interpretive signage at summit where Belden mill site visible at river level.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review** | October 24, 1995

**1) Name of Resource** | #4: Steel Bridge near Redcliff; Lover's Leap

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**

U. S. Forest Service and private land.

**4) Description of Resource**

Huge steel arched bridge over Eagle River 500 feet below.

**5) Significance of Resource**

Legend holds that Ute Indian chief's daughter and her lover from an opposing tribe leaped to their death from the north side cliff above the bridge. Bridge is architecturally interesting. Scenic view of Homestake Creek and Eagle River

**6) Character / Condition**

Bridge in fair to good condition.

**7) Intrusions / Hazards**

Rockfall, limited line of sight distance, blind road entrance on north end of bridge

**8) Potential for Degradation /  
Need for Protection**

Maintain condition of bridge. Without proper maintenance, it could be replaced with less architecturally interesting structure.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes, from roadway.	No	No	No, except soft-surface pull-outs on north side of bridge.

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input checked="" type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input checked="" type="checkbox"/>	R.V. <input checked="" type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**

Stopping on bridge prohibited due to two-lane structure. Soft surface pull-outs with no acceleration or deceleration lanes. Not ADA Accessible - limited access for bus or large vehicle traffic

**12) Potential for Interpretation,  
Education, Enhancement**

Interpretive signage about structure of bridge and Indian mythology

**Recommendations:**

Interpretive signage regarding lover's leap and bridge itself.

Signage on highway could denote upcoming resource.

Acceleration and deceleration lanes.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review** | October 24, 1995

**1) Name of Resource** | #5: Camp Hale and Tenth Mountain Troop Memorial

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**

U. S. Forest Service and small parcel of private property.

**4) Description of Resource**

Camp Hale and Pando Valley; 10th Mountain Division Memorial Highway.

**5) Significance of Resource**

Historic training site for Tenth Mountain Division skiing troops specializing in mountain and winter warfare in World War II. Camp was vacated in 1944; all except building foundations was demolished. Many veterans of Tenth Mountain Division became involved in recreational ski industry, at sites including nearby Cooper Hill and the Vail area.

Site is on National Register of Historic Places.

Site affords accessibility to many outdoor activities, including hiking, climbing, and cross-country skiing. Also accesses two Tenth Mountain Division Hut Association huts.

Wildlife viewing area.

**6) Character / Condition**

Hard surface pull-out with acceleration and deceleration lanes.

Interpretive signage regarding Camp Hale in excellent condition. Signage maintained by Department of Transportation.

**7) Intrusions / Hazards**

Private property development could continue in small private land parcel adjacent to Camp Hale. Hazardous material spills from the UP Rail line above and west of Camp Hale have contaminated a small area of soil.

**8) Potential for Degradation /  
Need for Protection**

Buffer zone for forestation should be set out of viewshed.  
Site can be congested.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	Yes	Yes	Emergency phone. Hard surface pull-out.

**10) Accessibility**

ADA		Seasonal		Non Vehicular		Vehicular	
Wheel Chair	X	Winter	X	Bicycle	X	Tour Bus	X
Visual	—	Spring	X	Pedestrian	X	R.V.	X
Infant	X	Summer	X	Equestrian	—	Semi Tractor	—
Elderly	X	Fall	X	X-C Skiers	X	Snowmobile	X
						ATV	

**11) Access Barriers**

**12) Potential for Interpretation,  
Education, Enhancement**

Increase existing interpretation

**Recommendations:**

Maintain excellent condition. Expand Byway interpretation on site.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review**      October 24, 1995

**1) Name of Resource**      #6: Summit of Tennessee Pass; Ski Cooper; Troop Memorial

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**

U. S. Forest Service and private property.

**4) Description of Resource**

Top of Tennessee Pass and memorial to Tenth Mountain Division soldiers killed in W.W.II.

**5) Significance of Resource**

Historic recreational site at Ski Cooper (Cooper Hill developed by Tenth Mountain veterans).  
  
Continental Divide.  
  
Tenth Mountain Trail Association hut access.  
  
Maintained and non-maintained cross-country skiing and alpine skiing.

**6) Character / Condition**

Good views. Good existing interpretive signs.  
Blind curve could be hazardous.

**7) Intrusions / Hazards**

Roadway condition and visibility can be hazardous in winter. Lack of accel/decel lanes.

**8) Potential for Degradation /  
Need for Protection**

.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	Yes	Yes	Yes

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input checked="" type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input checked="" type="checkbox"/>	R.V. <input checked="" type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input checked="" type="checkbox"/>	Snowmobile <input checked="" type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**

Ninety degree turn at entrance to Ski Cooper and Memorial. Lack of handicap access.

**12) Potential for Interpretation,  
Education, Enhancement**

Partnership with CDOT, Ski Cooper, Forest Service, Tenth Mountain Memorial, etc. - increase Byway interpretation - Continental Divide, Alpine environment

**Recommendations:**

Improve acceleration / deceleration lanes.

Signage on highway could denote upcoming resource.



**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review** October 23, 1995

**1) Name of Resource** #8: Mayflower Gulch

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Considerations**  
 U. S. Forest Service and some privately owned land.

**4) Description of Resource**  
 Gulch runs southeast from Highway 91. Dirt road accesses Boston City ghost town. Much of property is private. Historic mining cables at town-site. Large parking lot / pull-out at entrance off of highway. Road to ghost town is gentle, but 4WD recommended.

**5) Significance of Resource**  
 Mining history. Historic mining cables at ghost town-site. Cross-country ski-trail and hiking trail.

**6) Character / Condition**  
 Distinctive viewshed with magnificent view of Tenmile Range: rugged peaks on horizon. Ghost town well preserved. No public facilities. Parking lot maintained by Climax.

**7) Intrusions / Hazards**  
 Some avalanche danger in farthest east area of gulch and at town-site. No deceleration or acceleration lanes into area.

**8) Potential for Degradation / Need for Protection**  
 + Preserve Boston City ghost town.  
 - Mining claims and private property could be developed, diminishing the recreational value. Also would destroy skiing capability if dirt road was plowed.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	No	No	Paved parking lot.

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair X	Winter X	Bicycle X	Tour Bus X
Visual	Spring X	Pedestrian X	R.V. X
Infant X	Summer X	Equestrian X	Semi Tractor X
Elderly X	Fall X	X-C Skiers X	Snowmobile X
			ATV X

**11) Access Barriers**  
 Private property. Could not market area without permission of landowners.  
 Parking lots maintained by Climax / Amax; could be discontinued at any time without agreement.

**12) Potential for Interpretation, Education, Enhancement**  
 Trailhead could display access to easy skiing and hiking trails.  
 Opportunity for partnership with Amax for maintenance and enhancement.  
 Mining history, geology and life zones could be interpreted.

**Recommendations:**  
 Opportunity to connect Mayflower Gulch with Clinton Reservoir and its gulch for hiking and skiing opportunities.  
 Provide public facilities.  
 Signage on highway could denote upcoming resource.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review** October 23, 1995

**1) Name of Resource** #9: Clinton Reservoir

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Considerations**

Private: Consortium of water users own reservoir. Climax property begins at south edge.

**4) Description of Resource**

Reservoir privately owned by Climax. Beautiful viewshed into gulch. View of rugged Tenmile Range. Parking lots at north and south sides of reservoir. Some hiking and fishing.

**5) Significance of Resource**

Beautiful viewshed. Recreational resource for fishing and hiking. Home of Clinton Gulch strain of cutthroat trout.

**6) Character / Condition**

Good: well maintained by Climax. Landscaped walking paths.

**7) Intrusions / Hazards**

Avalanche hazard in winter due to steepness of valley. Whiteout conditions can exist in winter due to open valley.

**8) Potential for Degradation /  
Need for Protection**

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	No	No	Paved parking.

**10) Accessibility**

ADA		Seasonal		Non Vehicular		Vehicular	
Wheel Chair	X	Winter	X	Bicycle	X	Tour Bus	X
Visual		Spring	X	Pedestrian	X	R.V.	X
Infant	X	Summer	X	Equestrian	X	Semi Tractor	X
Elderly	X	Fall	X	X-C Skiers	X	Snowmobile	X
						ATV	

**11) Access Barriers**

Private property on south side. Steep hills from parking lot to lake.

**12) Potential for Interpretation,  
Education, Enhancement**

Could discuss alpine geology, cutthroat trout history, or water usage (for snow-making).

**Recommendations:**

Opportunity for hiking and skiing connection to Mayflower Gulch to the north.

Signage on highway could denote upcoming resource.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review** | October 23, 1995

**1) Name of Resource** | #10: View of Holy Cross; Kokomo; Racine

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Considerations**  
 All private Climax owned land.

**4) Description of Resource**  
 Pull-out nearing the top of Fremont Pass which bears sign commemorating Masons in the towns of Kokomo, Racine, and Robinson. Overlooks huge Climax mine tailings ponds. Commanding view to west of Mt. of the Holy Cross and Notch Mountain.

**5) Significance of Resource**  
 Signage commemorating Masonic lodge members in towns of Kokomo, Racine, and Robinson. Towns were destroyed by Climax to utilize area for tailings from Climax Mine. Only view of Mount of the Holy Cross and Notch Mountain from the Top of the Rockies Byway.

**6) Character / Condition**  
 Pull-out and parking area with view of Mount of Holy Cross and interpretive signage about towns. Signage only exists in summer months; dismantled in winter months so that snow from Highway 91 can be plowed into pull-out. No acceleration or deceleration lanes. Rough dirt surface in pull-out.

**7) Intrusions / Hazards**  
 Viewshed dominated by man-built environment. Foreground view all of Climax property and tailings.

**8) Potential for Degradation / Need for Protection**  
 Climax remediation is acting to lessen the man-built character of the viewshed

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	Yes	Yes	Soft surface pull-out.

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input checked="" type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input checked="" type="checkbox"/>	R.V. <input checked="" type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**  
 No safe bicycle access. No deceleration lanes into pull-out.

**12) Potential for Interpretation, Education, Enhancement**  
 Year-round signage. Increase interpretation of Byway at site.

**Recommendations:**  
 Acceleration / deceleration lanes into pull-out.  
 Signage on highway could denote upcoming resource.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review** October 23, 1995

**1) Name of Resource** #11: Summit of Fremont Pass; Chalk Mountain

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Considerations**  
 All private Climax owned land.

**4) Description of Resource**  
 Top of Fremont Pass. Wide shoulders with safe deceleration and acceleration lanes. View of Climax Mine and Mount Bartlett. Access to Chalk Mountain recreational activities. Interpretive signage regarding Climax mining operations and machinery.

**5) Significance of Resource**  
 Climax Mine and the enormous view of its workings, as well as interpretive signs. Pull-out exists which includes historic mining implements and signage. Site of Leighton's Department store and base of Chalk Mountain ski lift; both of which were maintained by Climax for mine employees.  
  
 Continental Divide.  
  
 Headwaters of Arkansas River.  
  
 Present day back-country skiing and snow-mobiling on Chalk Mountain.

**6) Character / Condition**  
 Climax maintained pull-out. Pull-out signage dismantled in winter months: snow level would impede winter viewing.

**7) Intrusions / Hazards**  
 Foreground views dominated by man-built environment.

**8) Potential for Degradation / Need for Protection**  
 Reclamation currently occurring east of roadway may lessen visual impacts of past mining activity.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	Yes	Yes	Restrooms, emergency phone, soft surface parking.

**10) Accessibility**

ADA		Seasonal		Non Vehicular		Vehicular	
Wheel Chair	X	Winter	X	Bicycle	X	Tour Bus	X
Visual	—	Spring	X	Pedestrian	X	R.V.	X
Infant	X	Summer	X	Equestrian	—	Semi Tractor	X
Elderly	X	Fall	X	X-C Skiers	X	Snowmobile	X
						ATV	

**11) Access Barriers**  
 Summer signage only due to snow height in winter.

**12) Potential for Interpretation, Education, Enhancement**  
 Climax partnership for more or enhanced interpretive potential.

**Recommendations:**  
 Plow snow to one end or other to afford winter maintenance of interpretive signage.  
 Continental Divide sign.  
 Snow depth stake for public to view.  
 More information about history and workings of Climax: Climax museum?  
 Potential bike trail development on old rail grade through valley toward Leadville.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review**      October 23, 1995

**1) Name of Resource**      #12: Leadville Colorado and Southern Railroad

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**

Privately owned and operated tourism railroad

**4) Description of Resource**

Tourist railroad located on historic Colorado, South Park and Pacific line. Originally linked Summit and Lake Counties. Modern tourist line runs from Leadville station to just south of Climax.

**5) Significance of Resource**

Recreation and tourism use. Historical railroad.

**6) Character / Condition**

Good; maintained by owners for summer tourism use.

**7) Intrusions / Hazards**

Middle ground views of man-built environment. Avalanche danger in winter months.

**8) Potential for Degradation /  
Need for Protection**

Isolation in the event that the Southern Pacific main line is abandoned.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes, from train	Yes, at Leadville station	Yes, at Leadville station and via conductor on train ride	Yes, in Leadville

**10) Accessibility**

ADA		Seasonal		Non Vehicular		Vehicular	
Wheel Chair	X	Winter	___	Bicycle	___	Tour Bus	___
Visual	___	Spring	___	Pedestrian	___	R.V.	___
Infant	X	Summer	X	Equestrian	___	Semi Tractor	___
Elderly	X	Fall	___	X-C Skiers	___	Snowmobile	___
						ATV	___

**11) Access Barriers**

Rail line is privately owned.

**12) Potential for Interpretation,  
Education, Enhancement**

Expand on-train explanation of Byway visible below.

**Recommendations:**

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review** | October 23, 1995

**1) Name of Resource** | #13: Ossman Ranch

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**  
 All privately owned land off roadway

**4) Description of Resource**  
 Wetlands; elk viewing area in winter months. Soft surface pull-outs.

**5) Significance of Resource**  
 Wildlife viewing area and vistas of Sawatch Range with highest peaks in Colorado.

**6) Character / Condition**  
 Widened soft surface shoulders.

**7) Intrusions / Hazards**  
 Can be unsafe on roadway due to other drivers viewing elk as they approach.

**8) Potential for Degradation /  
Need for Protection**  
 Private home site, cannot be marketed.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Very rough	No	No	No

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input type="checkbox"/>	Pedestrian <input type="checkbox"/>	R.V. <input checked="" type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**  
 Soft surface. No pedestrian area. Viewing only from automobile or bicycle.

**12) Potential for Interpretation,  
Education, Enhancement**  
 Work with Division of Wildlife - watchable wildlife funding - increase interpretation of alpine wildlife - life cycles etc.

**Recommendations:**

Work with D.O.W. watchable wildlife program to increase interpretation on site.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review**      October 24, 1995

**1) Name of Resource**      #14: Tennessee Park; Escondido Flats

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**  
 Privately owned land

**4) Description of Resource**  
 Open valley vistas of Sawatch mountain range.

**5) Significance of Resource**  
 Scenic vista of valley and mountain ranges.

**6) Character / Condition**  
 Unobstructed scenery. Man-built environment does not impede view.

**7) Intrusions / Hazards**  
 Trailer parks at east end of valley.

**8) Potential for Degradation / Need for Protection**  
 Southern Pacific Railroad abandonment of main line from Gypsum to Canon City could affect railroad easement in this valley.  
 Development potential of private land parcels.

**9) User Facilities**

Overlook	Information	Interpretation	Services
No	No	No	No

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair    ___	Winter        ___	Bicycle       ___	Tour Bus      ___
Visual           ___	Spring       ___	Pedestrian   ___	R.V.            ___
Infant           ___	Summer      ___	Equestrian   ___	Semi Tractor  ___
Elderly          ___	Fall           ___	X-C Skiers    ___	Snowmobile   ___
			ATV            ___

**11) Access Barriers**  
 Views accessible from roadway only. Private property abuts roadway. No safe pull-outs.

**12) Potential for Interpretation, Education, Enhancement**  
 Work with railroad, local land owners.

**Recommendations:**  
 Commuter and tourist passenger potential of rail line should be examined.  
 Rails to trails project in event of abandonment.  
 Addition of passing lanes and acceleration / deceleration lanes if pull-outs implemented.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review**      October 23, 1995

**1) Name of Resource**      #15: Smelters southwest of Leadville

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**  
 Privately owned, as well as EPA superfund designation

**4) Description of Resource**  
 Site of main smelters one mile south of Harrison Avenue in Leadville on Highway 24. Slag heaps, old depot, and Boom Days drilling rocks.

**5) Significance of Resource**  
 Historic smelters and depot, also other mining implements.

**6) Character / Condition**  
 Predominant foreground view of man-built environment, including some "junk" and some artifacts.  
 Active construction as slag is removed for railroad ballast.

**7) Intrusions / Hazards**  
 Private property and EPA superfund.  
 Heavy metal repository: slag.

**8) Potential for Degradation / Need for Protection**  
 Concern that EPA might require removal of historic building foundations of smelters.

**9) User Facilities**

Overlook	Information	Interpretation	Services
No	No	No	Soft surface pull-out

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input checked="" type="checkbox"/>	R.V. <input type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**  
 Private property.

**12) Potential for Interpretation, Education, Enhancement**  
 Interpretive signage about historic significance. Access to old mining implements and depot.

**Recommendations:**  
 Partnership between private owners, State Historic Society, Chamber of Commerce, etc. for clean-up, maintenance, and development of interpretive site/signage.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review**      October 23, 1995

**1) Name of Resource**      #16: Malta

**2) Type of Resource**  
 Scenic     Cultural     Historic     Archeological     Recreational     Natural

**3) Jurisdictional Consideration**  
 Private property and EPA Superfund site.

**4) Description of Resource**  
 Malta area includes scenic vista of Sawatch Range, historic schoolhouse, and rail switching station.

**5) Significance of Resource**  
 Historic schoolhouse; view of mountains.

**6) Character / Condition**  
 Good view from roadway. No pull-out.

**7) Intrusions / Hazards**  
 Foreground views dominated by man-built environment, including junkyard and abandoned gas station.

**8) Potential for Degradation / Need for Protection**  
 Potential for development within foreground viewshed. Area could be sub-divided into commercial or home-sites.

**9) User Facilities**

Overlook	Information	Interpretation	Services
No	No	No	No

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input type="checkbox"/>	Bicycle <input type="checkbox"/>	Tour Bus <input type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input type="checkbox"/>	Pedestrian <input type="checkbox"/>	R.V. <input type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**  
 Can be viewed from roadway only because of private property. No pull-outs or acceleration or deceleration lanes.

**12) Potential for Interpretation, Education, Enhancement**  
 Work with historical entities to open access to schoolhouse.

**Recommendations:**  
 Build partnerships to open access to schoolhouse.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review**      October 23, 1995

**1) Name of Resource**      #17: Arkansas Headwaters Rec. Area sign and Crystal Lakes.

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**

U. S. Forest Service and private property.

**4) Description of Resource**

Large pull-out depicting beginning of Arkansas Headwaters Recreation Area and park. Also access to Crystal Lakes for fishing. Interpretive signage.

**5) Significance of Resource**

Fishing and other recreation. Open valley viewshed with magnificent vistas of Sawatch, Mosquito, and Collegiate mountain ranges.

**6) Character / Condition**

Good pull-out with acceleration / deceleration lanes. Well signed. Handicapped fishing dock at Crystal Lakes.

**7) Intrusions / Hazards**

View of large power lines and main power substation.

**8) Potential for Degradation /  
Need for Protection**

Privately owned land in valley could be subdivided for home sites.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	Yes	Yes	Paved pull-out and restrooms

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input checked="" type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input checked="" type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input checked="" type="checkbox"/>	R.V. <input checked="" type="checkbox"/>
Infant <input checked="" type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input checked="" type="checkbox"/>	Semi Tractor <input checked="" type="checkbox"/>
Elderly <input checked="" type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**

Although signage depicts beginning of Arkansas Headwaters Recreation Area, the river is inaccessible from sign due to distance and private property.

**12) Potential for Interpretation,  
Education, Enhancement**

Potential for Byway / AHRA partnership.

**Recommendations:**

Enhance waterfowl habitat and fishing access - interpret migratory flyways, habitat requirements etc.

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Date of Review**      October 23, 1995

**1) Name of Resource**      #18: Leadville National Fish Hatchery

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**

United States Department of Interior: Fish and Wildlife

**4) Description of Resource**

Accessible from Byway: 100 year old fish hatchery building, grounds, groundskeeping cabins, and hundreds of acres of forested land which abuts Mount Massive Wilderness Area in San Isabel National Forest.

**5) Significance of Resource**

Historic fish hatchery is oldest in nation west of Mississippi River. Historic ruins of turn-of-the-century hotel which burned to the ground. Access to Colorado Trail for hiking, skiing, fishing, and other outdoor experiences. Access to Mount Massive Wilderness Area.

**6) Character / Condition**

Fish hatchery well preserved and maintained. Beautiful acreage affords scenic vistas and wilderness experience.

**7) Intrusions / Hazards**

Fish Hatchery in jeopardy due to potential federal abandonment and de-designation.

**8) Potential for Degradation /  
Need for Protection**

Fish Hatchery in jeopardy due to potential federal abandonment. Land should not be subdivided.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	Yes: regarding history, industry, outdoor experiences, etc.	Yes	Yes: phone, restrooms, picnic tables, etc.

**10) Accessibility**

ADA		Seasonal		Non Vehicular		Vehicular	
Wheel Chair	X	Winter	X	Bicycle	X	Tour Bus	X
Visual	___	Spring	X	Pedestrian	X	R.V.	X
Infant	X	Summer	X	Equestrian	X	Semi Tractor	X
Elderly	X	Fall	X	X-C Skiers	X	Snowmobile	___
						ATV	

**11) Access Barriers**

Mount Massive Wilderness area prohibits all mechanized vehicles.

**12) Potential for Interpretation,  
Education, Enhancement**

Excellent now.

**Recommendations:**

Maintain as operating facility if federal abandonment occurs. Do not subdivide land.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review** | October 23, 1995

**1) Name of Resource** | #19: Charcoal Kilns

**2) Type of Resource**  
 Scenic \_\_\_ Cultural \_\_\_ Historic X Archeological \_\_\_ Recreational \_\_\_ Natural \_\_\_

**3) Jurisdictional Consideration**  
 Located on private land.

**4) Description of Resource**  
 Ruins of charcoal kilns used for fueling smelters before coal and coke introduced into Leadville area. Brick, beehive-shaped structures.

**5) Significance of Resource**  
 Historic implements of 19th century living. Entire base of Mount Massive was de-forested in late 19th century to supply wood for charcoal kilns.

**6) Character / Condition**  
 Poor: disintegrating.

**7) Intrusions / Hazards**  
 Transmission lines

**8) Potential for Degradation / Need for Protection**  
 Located on private land and not maintained.

**9) User Facilities**

Overlook	Information	Interpretation	Services
No	No	No	No

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair ___	Winter ___	Bicycle ___	Tour Bus ___
Visual ___	Spring ___	Pedestrian ___	R.V. ___
Infant ___	Summer ___	Equestrian ___	Semi Tractor ___
Elderly ___	Fall ___	X-C Skiers ___	Snowmobile ___
			ATV ___

**11) Access Barriers**  
 Can be viewed from roadway only due to their location on private land.

**12) Potential for Interpretation, Education, Enhancement**  
 Interpretation of local logging and mining history

**Recommendations:**  
 Work with State Historical Society and local landowner to prevent further deterioration of the structure

## Top of the Rockies: Scenic and Historic Byway Resource Inventory Worksheet

**Data of Review**      October 23, 1995

**1) Name of Resource**      #20: Shore Pretty Drive / Rainbow Highway / Derry Dredge

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**  
 County road through private and U. S. Forest Service land.

**4) Description of Resource**  
 Scenic drive from Highway 24 to Twin Lakes on same alignment as historic wagon road called Rainbow Highway.

**5) Significance of Resource**  
 Evidence of dredge / placer mining along roadway. Views of Sawatch, Mosquito, and Collegiate mountain ranges, and Twin Lakes. Historic ghost town along route. Pan Ark water diversion project and Mt. Elbert Power Plant. Access to Colorado Trail, other fishing, hiking, skiing experiences.

**6) Character / Condition**  
 County road is partly paved, partly gravel.

**7) Intrusions / Hazards**  
 Power lines

**8) Potential for Degradation / Need for Protection**  
 Paving project for entire road should be completed.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes, many	Yes, at Power Plant	Yes	Only at campgrounds and Power Plant.

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input checked="" type="checkbox"/>	R.V. <input type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**  
 Roadway accessible by auto and bicycle. Private land abuts roadway in many places.

**12) Potential for Interpretation, Education, Enhancement**  
 Signage could depict alternate return route for Byway visitors.

**Recommendations:**  
 Finish paving. Signage at Mt. Elbert Power Plant for alternate loop back to Highway 24 from Highway 82.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review**      October 23, 1995

**1) Name of Resource**      #21: Hayden Ranch

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**  
 Private property.

**4) Description of Resource**  
 Valley area where historic ranch site and buildings exist on Highway 24 twelve miles south of Leadville.

**5) Significance of Resource**  
 Historic site where livestock and feed were raised. Ranching supported mining industry in 19th century. Valley irrigated by system of ditches which are still in use. Cattle continue to graze in area.  
  
 Scenic vistas of Sawatch, Mosquito, and Collegiate mountain ranges.

**6) Character / Condition**  
 Some ranch buildings better preserved than others. Well-maintained, irrigated ranch land.  
  
 Historic man-built environment enhances views, bucolic setting.

**7) Intrusions / Hazards**  
 Power lines dominate middle and distant views.

**8) Potential for Degradation / Need for Protection**  
 Maintain and protect old buildings.

**9) User Facilities**

Overlook	Information	Interpretation	Services
No	No	No	No, except at nearby Pan Ark Lodge.

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input type="checkbox"/>	R.V.
Infant <input type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV

**11) Access Barriers**  
 Only visible from roadway since no pull-outs or shoulders exist.

**12) Potential for Interpretation, Education, Enhancement**  
 Interpretive signage regarding ranching history of valley.

- Recommendations:**
- Hard surface pull-out to create interpretive area.
  - Partnership with land owners to restore structures.
  - Signage on highway could denote upcoming resource.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review** | October 23, 1995

**1) Name of Resource** | #22: Old Stagecoach Road

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**

BLM and Private land.

**4) Description of Resource**

Remnants of Old Stage Road from Buena Vista to Leadville visible along Arkansas River from Highway 24 near Balltown.

**5) Significance of Resource**

Historic stage road and Midland and Denver & Rio Grand railroad routes.

**6) Character / Condition**

Visually subordinate to background.

**7) Intrusions / Hazards**

Disturbance of historic roadbed by land owners.

**8) Potential for Degradation /  
Need for Protection**

Area could be developed into homesites.

**9) User Facilities**

Overlook	Information	Interpretation	Services
No	No	No	No

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input type="checkbox"/>	R.V. <input checked="" type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**

Visible from roadway only. No access from roadway to old roadway due to river and railroad.

**12) Potential for interpretation,  
Education, Enhancement**

Early transportation modes

**Recommendations:**

Work with landowners and BLM to retain historic grades and historic integrity of travel routes.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review**      October 23, 1995

**1) Name of Resource**      #23: Twin Lakes Dam and Reservoir and Mt. Elbert Power Plant

**2) Type of Resource**  
 Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**  
 Bureau of Reclamation, Private, and U. S. Forest Service property

**4) Description of Resource**  
 Twin Lakes area on Highway 82, characterized by large power plant building with visitor information center.

**5) Significance of Resource**  
 Current lakes and dam and power plant are part of Pan Ark water project.  
 Fishing, camping, and other recreational opportunities.  
 Access to trails and wildlife viewing area.  
 Wetlands.

**6) Character / Condition**  
 Well-maintained building and visitor center. Well maintained water recreation resource.

**7) Intrusions / Hazards**  
 Large concrete structure and appurtenances.

**8) Potential for Degradation /  
Need for Protection**

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	Yes	Yes	Yes

**10) Accessibility**

ADA		Seasonal		Non Vehicular		Vehicular	
Wheel Chair	X	Winter	X	Bicycle	X	Tour Bus	X
Visual		Spring	X	Pedestrian	X	R.V.	X
Infant	X	Summer	X	Equestrian	X	Semi Tractor	X
Elderly	X	Fall	X	X-C Skiers	X	Snowmobile	X
						ATV	

**11) Access Barriers**  
 None

**12) Potential for Interpretation,  
Education, Enhancement**  
 Interlaken, Twin Lakes, and surrounding mining district - early stage transportation route to Aspen

**Recommendations:**  
 Work with Bureau to include Byway interpretation at Power Plant.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review**      October 23, 1995

**1) Name of Resource**      #24: Colorado Trail; Interlaken Resort

**2) Type of Resource**

Scenic  Cultural  Historic  Archeological  Recreational  Natural

**3) Jurisdictional Consideration**

U. S. Forest Service

**4) Description of Resource**

Colorado Trail intersects Highway 82 near Twin Lakes.  
  
Historic Interlaken hotel and resort site on south side of Twin Lakes.

**5) Significance of Resource**

Fishing, hiking, skiing, and other outdoor activities.  
  
Historic hotel and resort site with interpretive signage; site on National Register of Historic Places.

**6) Character / Condition**

Trail well-maintained.  
  
Resort area in good condition - limited, non-personal interpretation.

**7) Intrusions / Hazards**

Areas of Colorado Trail near Twin Lakes can be prone to avalanche danger in winter months.

**8) Potential for Degradation /  
Need for Protection**

Maintain historic character of hotel and resort site. Consider guides or other forms of personal interaction and interpretation on site.

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	Yes	Yes	No, except access pull-outs.

**10) Accessibility**

ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input checked="" type="checkbox"/>	R.V. <input type="checkbox"/>
Infant <input type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input checked="" type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input checked="" type="checkbox"/>	Snowmobile <input checked="" type="checkbox"/>
			ATV

**11) Access Barriers**

Both Colorado Trail and Interlaken trail primarily accessible in summer months only. Closed to ORV travel.

**12) Potential for Interpretation,  
Education, Enhancement**

Good interpretive signage exists at hotel site. Would be useful to denote access point to Interlaken trail from Highway 82.

**Recommendations:**

Partner with Forest Service for Interlaken use.

**Top of the Rockies: Scenic and Historic Byway  
Resource Inventory Worksheet**

**Date of Review**      October 23, 1995

**1) Name of Resource**      #25: Mt. Bump

**2) Type of Resource**  
 Scenic     Cultural     Historic     Archeological     Recreational     Natural

**3) Jurisdictional Consideration**  
 USFS adjacent to private land

**4) Description of Resource**  
 Located adjacent to Twin Lakes village historic district on Highway 82. Prehistoric camp site from 1200 years ago.

**5) Significance of Resource**  
 Prehistoric camp site.  
 Recreational walking area with interpretive signage.

**6) Character / Condition**  
 Well constructed walkways and signage.

**7) Intrusions / Hazards**  
 limited parking and facilities

**8) Potential for Degradation /  
Need for Protection**

**9) User Facilities**

Overlook	Information	Interpretation	Services
Yes	Yes	Yes	Yes

**10) Accessibility**

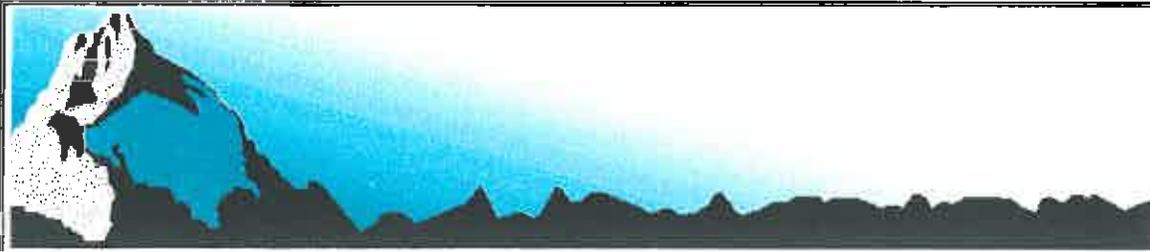
ADA	Seasonal	Non Vehicular	Vehicular
Wheel Chair <input checked="" type="checkbox"/>	Winter <input checked="" type="checkbox"/>	Bicycle <input checked="" type="checkbox"/>	Tour Bus <input checked="" type="checkbox"/>
Visual <input type="checkbox"/>	Spring <input checked="" type="checkbox"/>	Pedestrian <input checked="" type="checkbox"/>	R.V. <input checked="" type="checkbox"/>
Infant <input checked="" type="checkbox"/>	Summer <input checked="" type="checkbox"/>	Equestrian <input type="checkbox"/>	Semi Tractor <input type="checkbox"/>
Elderly <input checked="" type="checkbox"/>	Fall <input checked="" type="checkbox"/>	X-C Skiers <input checked="" type="checkbox"/>	Snowmobile <input type="checkbox"/>
			ATV <input type="checkbox"/>

**11) Access Barriers**  
 Winter snow conditions might impede access to walkways.

**12) Potential for Interpretation,  
Education, Enhancement**  
 Award winning interpretive site.

**Recommendations:**  
 Maintain at current level.





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 8**

**APPENDIX D**  
**PUBLIC INPUT**





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 8**

**Appendix D  
PUBLIC PARTICIPATION**

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## Introduction

The public participation process for the Top of the Rockies Scenic and Historic Byway began with the cooperation and support of a strong Regional Committee made up of representatives from Lake, Summit, and Eagle Counties, municipalities within those counties, and representatives from two district Forest Service offices. This Committee served as the coordinating body to disseminate Byway planning information and solicit public input not only through members themselves, but also through offices where they work (i.e. Chamber of Commerce and municipal planning departments).

Many public participation methods have been utilized to increase the opportunity for public involvement and promote public ownership as the Corridor Management Plan has developed. Press releases were used to give information and advertise public meetings, and public meetings were held in all three Byway counties. Focus groups have been held with selected private interest groups / individuals who may have been able to offer specific comments and considerations.

In addition, the public education and participation process has been enhanced by several techniques:

- Inclusion of the public in the identification, verification, and inventory of the Byway's intrinsic resources, through bus tours held for Regional Committee members and the public;
- Preparation of Byway-specific educational packets, including byway definitions, purpose and need statements for the Corridor Management Plan, mission and vision statements, etc. – all for Regional Committee use and to further public understanding of the planning process (examples attached);
- The Regional Committee worked with the consultants to formulate a mission for the Committee itself and a vision statement that would guide further planning efforts and educate the public about the spirit of these efforts (attached);
- The preparation and distribution of an attitudinal survey at public meetings to explore perceptions of the Byway and its potential utilization as a tool to either enhance or retain the resources and viewsheds along the corridor (results attached);
- The preparation of a digital slide presentation of the Top of the Rockies Byway resources, to allow public meeting participants to visualize the concepts of Corridor Management Planning as they pertain to specific resources and communities;
- The addition of a specialist in resource protection and preservation techniques to the public presentation team at three initial public meetings, to ensure that the public would understand options available to counties and communities as the Corridor Management Plan is developed;
- Preparation and distribution of the draft Resource Inventory to Regional Committee representatives to allow for continuous public review and revision;
- Preparation of a "target survey" for distribution to public groups as well as specific user groups such as commuters, commercial drivers, and land owners along the route. This target survey was designed to elicit specific information about how the respondent used the Byway, the respondent's

perceived adverse effects or benefits associated with the designation of the Byway, and the respondent's suggestions for "treatment" of the Byway: how the person would specifically protect, enhance, or promote certain or all areas of the Byway (attached) .

- Focus group meetings with business owners, safety personnel (police, state patrol, sheriffs, EMS, fire, CDOT), and Cyprus / Amax Mining Corp.
- A Regional Byway Committee "retreat" and work session was held to establish the interpretive theme and the management entity responsible for implementing the Corridor Management Plan document .

### Public Input

Following is detailed information from the various public input meetings, attitudinal surveys, focus groups meetings, target surveys, and other sources which were helpful in gathering public input in the planning process for the Byway.

### Summit County / Copper Mountain Public Meeting

The Summit County public meeting was held at the Copper Mountain Chamber Resort breakfast meeting on January 17, 1996. About twenty-five chamber members and three Regional Byway Committee members were in attendance, in addition to the three consultants. Fifteen surveys were returned. The following are comments from the three breakout groups held.

*Group - 1 Resources and Safety (Facilitator: M. Conlin, Scribe: N. Moore)*

*Task: How can the Byway be improved to make it a safer and more enjoyable experience for all users?*

- Potential legislation to raise speed limits could be an issue. Increased speeds not compatible with goals of Byway, or safety of users. Byway designation should be used as leverage to retain current limits.
- Increase number of safe pullouts and scenic overlooks to reduce commuter and tourist conflict of use.
- Safe pullouts should be signed so that sufficient time / distance exists before drivers utilize them.
- Rest rooms, picnic tables could be added at overlooks for leisure and enjoyment. Emergency telephones would add to sense of security.
- Inadequate shoulder widths preclude safe utilization by bicyclists. Recommend separated bike / pedestrian paths. Different needs of recreational and "racer" bicyclists should be considered.
- Encourage an increase in the number of commuter occupants per vehicle - carpools and use of mass transit.
- Recreational and scenic areas more limited during Winter months. Winter access could be improved. Develop partnerships with private landowners and jurisdictional districts.
- Recommend increased informational and interpretive signage for upcoming pullouts and points of interest. "Tell the story" of elements visible within

viewsheds. Interpretation one method of mitigating areas disturbed by past or present mining activity.

Group - 2 Preservation Techniques (Facilitator: J. Herman, Scribe: G. Cheshier)

*Task: Which resources or viewsheds along the Byway are perceived as being subject to degradation, and what preservation / protection techniques might be applicable?*

- Key players determined as Cyprus / Amax, US Forest Service, and Copper Mountain. Cooperation for Amax (largest private land owner) determined very important in light of potential for disruption of viewsheds and recreational access resulting from mining activities.
- Land currently used for mining could someday become available for other uses, such as residential development.
- Expansion of Copper Mountain "back-side" could change land use and transportation patterns in Ten Mile Basin.
- No master plan for Ten Mile Basin currently, but one on the boards. Timing good for incorporating goals and objectives of Corridor Management Plan with Ten Mile Basin Master Plan. CMP should recommend that a "Scenic Byway Overlay" be incorporated.
- CMP goals and objectives should also be incorporated into future USFS Land and Resource Management Planning. USFS lands deemed critical to maintenance of Byway resources should not be made available for land exchange. Private lands that control access to recreational sites should be targeted for USFS acquisition.
- Explore land exchanges to place private properties in upper Mayflower and Humbug Gulches into public domain to prevent mining or residential development.
- Public skepticism of land exchanges in Summit County could make further exchanges difficult.
- Recreational access should be maintained in Searle, Mayflower, and Humbug Gulches, and eastern access to Camp Hale. Assured access is critical to high quality and diversity of recreational experiences in Summit County.
- CMP should not add an additional layer of bureaucracy to be cleared by potential developers. Plan should make recommendations that are implemented through existing or future land use documents.

Group - 3 Byway Benefits to the Community (Facilitator: B. Baier, Scribe: L. Skall)

*Task: How can the Byway benefit the Copper Mountain / Summit County area?*

- Increase in tax revenues, by increasing tourists in Summer months and shoulder seasons.
- Increase awareness of Copper Mountain's history - Wheeler Gulch -- as well as other historic amenities in regions.
- Expand promotional opportunities: resort in addition to regional history. This might include Copper as destination resort and day trips to Leadville, for instance.
- Amax, as partner, might continue to clean up Climax Mine tailings.
- Safety a concern with increased traffic.

- Would state or national designation improve priority status with CDOT for improvements?
- Need to consider what is safe threshold of traffic for existing roadway without improvements.
- Need for preservation of intrinsic resources will hopefully become more understood. Each community should undertake education of citizenry.

#### Attitude Survey Results: Copper Mountain Public Meeting

(15 surveys received)

Each of the following statements was ranked according to the reaction of Copper Mountain public forum participants, with a 1 meaning strongly agree and a 5 meaning strongly disagree.

AS WE PREPARE THE TOP OF THE ROCKIES CORRIDOR MANAGEMENT PLAN, WE SHOULD FOCUS ON STRATEGIES TO .....

Mean Score  
from  
Copper Mountain

- |    |            |  |
|----|------------|--|
| A) | <b>2.1</b> | Eliminate current visual intrusions within the Byway corridor viewsheds.                                 |
| B) | <b>1.4</b> | Preserve existing viewsheds and Byway resources.   |
| C) | <b>1.9</b> | Enhance existing resources or user facilities along the Byway.   |
| D) | <b>2.2</b> | Market the resources and viewsheds of the Byway to increase tourism and economic development potentials. |
| E) | <b>1.5</b> | Eliminate existing safety hazards on the Byway.  |
| F) | <b>1.9</b> | Control the location, appearance and density of signage along the Byway                                  |
| G) | <b>2.1</b> | Reduce the visual impact of new development within the Byway corridor viewsheds.                         |
| H) | <b>2.0</b> | Control the location of new development within the Byway corridor viewsheds.                             |
| I) | <b>2.0</b> | Incorporate the Corridor Management Plan into long-range planning effort within the Byway communities.   |

#### Comments of Interest from Copper Mountain Surveys:

- Safety issues resolved (road expansion, bike paths, etc.) before national designation attempted.
- Committee should discuss reaction to proposed speed limit legislation.
- No signage on roadway; rather, a map with resources coded by mile markers.
- Expanded summer and winter uses: hiking, picnics, viewing, snowmobiling, snowshoeing, cross country skiing. Expanded use encourages longer stays.
- Tourism information and interpretive centers should be provided to enhance existing resources.
- Work cooperatively with private land owners to promote Byway.
- Do not create another level of bureaucracy.
- Not all visual intrusions should be eliminated. Climax is intrusive, but a part of the history / economics of area. It is a valuable resource as such.

- Open Camp Hale access from Summit County side (from Chalk Mountain and Observatory area).
- Include rest areas with some scenic pullouts.

### Lake County / Leadville Public Meeting

The Lake County public meeting was held at the National Mining Hall of Fame community room at 6:30 p.m. on February 7, 1996. Ten citizens and three Regional Byway Committee members were in attendance, other than the three consultants. Seven surveys were returned. The following are comments from the three breakout groups held.

Group - 1 Resources and Safety (Facilitator: M. Conlin, Scribe: N. Moore)

*Task: How can the Byway be improved to make it a safer and more enjoyable experience for all users?*

- Places where roadway should be banked, i.e. Homestake turn-off, Battle Mtn.
- Law enforcement should be increased -- passing zones ignored, cars sometimes abandoned.
- Look at ways to encourage overall safety of bicyclists.
- How do we safely mix sightseeing / gawking tourists with everyday commuters? Two different agendas, speeds, etc.
- We should eliminate unsafe pull-outs and add safe ones.
- Signage and corresponding maps could be made available utilizing mileage markers for significant resources, viewsheds, photo opportunities.
- Trees and other landscaping could be planted to minimize winter white-out areas -- where snow blows and drifts over roadway.
- Enter into partnership to ensure maintenance of Searle and Clinton gulches.
- Mark elk and deer crossings or viewing areas on maps.
- Put Arkansas Headwaters Recreation Area pull-out to better use.
- Litter barrels should be placed in strategic places.

Group - 2 Preservation Techniques (Facilitator: J. Herman, Scribe: D. Seppi)

*Task: Which resources or viewsheds along the Byway are perceived as being subject to degradation, and what preservation / protection techniques might be applicable?*

- The new liming towers were constructed on the north side of Fremont Pass without any input from Byway group. However, Amax has committed to painting them a color other than brick red.
- How will the Byway impact the wilderness areas? Will trailheads off of Byway get more use?
- How will private land be protected, along the lines of voluntary vs. regulatory processes? How is the integrity of the viewsheds to be protected?
- No one in the region was asked about preservation of the old bridge south of Leadville when the new one was constructed. There is a feeling that the old bridge had historic and visual value.

- Conservation easements and land trusts were discussed. It was suggested that residents along the Byway be surveyed for attitudes. Incentives could be made to residents to consider voluntary preservation techniques.
- Where do we go / what do we do with the Corridor Management Plan? No real land use planning or enforcement exists in Lake County. We need broader public involvement. The Regional Byway Committee and consultants need to search out special interests for input. Go to more of the localities and develop a citizen-based facilitation process.
- Education about what the Byway is and the future of the Byway is necessary. People tend to think that now that Byway has been designated, there is no more to be done
- Attention must be paid to preservation of man-built environments of historical or other value, i.e. Malta Schoolhouse.

Group - 3 Byway Benefits to the Community (Facilitator and Scribe: B. Baier)

*Task: How can the Byway benefit the Leadville / Lake County area?*

- Improve image of Leadville, in-state and nationally. Also recognition from CDOT, tourism groups, etc. Leadville will be a "bigger fish" in the state tourism pond.
- Business growth will take place as Leadville becomes a more desirable place to be and live.
- Mining will be interpreted in a more favorable light; not just the Superfund image.
- Money and economic development will result. Property values will increase.
- Infrastructure will be improved, both the service mix and the quality of services.
- Short-term opportunities for funding, i.e. further ISTEAs funds.
- Does anyone hate a Byway? "Warm and fuzzy." Address the naysayers by showing them how it can help them. Commuters will enjoy improved, less hazardous roads. Residents along the route can benefit from increased property values.
- Improvement of county and ancillary roads to Byway may result.
- People will come to special events in Leadville.
- Development of bicycle trails and recreational courses.
- Increase in year-round vehicle counts. Will pull people off the interstate.
- May induce more clean-up and spruce-up.
- May increase citizens' awareness of importance of preservation.
- Road improvements will benefit all users by making Byway roadways safer.
- Potential for a new visitor's / interpretive center to be constructed in Leadville.

Attitude Survey Results: Leadville Public Meeting

(7 surveys received)

Each of the following statements was ranked according to the reaction of Lake County public forum participants, with a 1 meaning strongly agree and a 5 meaning strongly disagree.

AS WE PREPARE THE TOP OF THE ROCKIES CORRIDOR MANAGEMENT PLAN, WE SHOULD FOCUS ON STRATEGIES TO

Mean Score  
from  
Leadville

- |    |            |  |
|----|------------|--|
| A) | <b>2.1</b> | Eliminate current visual intrusions within the Byway corridor viewsheds.                                 |
| B) | <b>1.3</b> | Preserve existing viewsheds and Byway resources.   |
| C) | <b>1.7</b> | Enhance existing resources or user facilities along the Byway.   |
| D) | <b>2.3</b> | Market the resources and viewsheds of the Byway to increase tourism and economic development potentials. |
| E) | <b>1.3</b> | Eliminate existing safety hazards on the Byway.  |
| F) | <b>1.6</b> | Control the location, appearance, and density of signage along the Byway.                                |
| G) | <b>1.4</b> | Reduce the visual impact of new development within the Byway corridor viewsheds.                         |
| H) | <b>1.6</b> | Control the location of new development within the Byway corridor viewsheds.                             |
| I) | <b>1.7</b> | Incorporate the Corridor Management Plan into long-range planning efforts within the Byway communities.  |

Comments of Interest from Leadville Surveys:

- Representative from Arkansas Headwaters Recreation Area would like to be involved in planning of visitor's center and improvements to AHRA pull-out.
- Forest Service representative would like to be involved with interpretive opportunities and products.
- Three other citizens interested in preservation, interpretation, education, and safety.

### Eagle County / Minturn Public Meeting

The Eagle County public meeting was held at the Minturn Town Hall at 6:30 p.m. on February 13, 1996. Nine citizens and three Regional Byway Committee members were in attendance, along with the three consultants. Nine surveys were returned. The following are comments from the meeting which were addressed as an entire group, rather than break into separate groups as was done in the previous town meetings in Copper Mountain and Leadville.

Entire Group Comments: Resources and Safety (Facilitator: M. Conlin, Scribe: B. Baier)

*Task: How can the Byway be improved to make it a safer and more enjoyable experience for all users?*

- How will it be communicated to users where the services are?
- It is a given that Highway 24 will only get busier as time goes on.
- There are no passing lanes or pull-outs, especially on Battle Mountain. These need to be created, as well as shoulders, too. The straightaways are dangerous because they are the only passing opportunities.

- Speed limits need to be established and enforced. General enforcement needs to be increased.
- Mutual Emergency Medical Services agreements have been made between Eagle and Lake Counties.
- Colorado State Patrol needs to prioritize Highway 24.
- Incentives should be developed to encourage utilization of group and mass transit.
- Let's look at national Byways as models, i.e. Blue River Parkway in Kentucky.
- Snow plowing and street cleaning in Minturn reduces highway to two lanes in town. Leadville contracts with CDOT to do their own plowing in downtown area. Good idea.
- Safety improvements to the roadway in Minturn proper might help to mitigate feelings that the Byway creates unwanted traffic through town.
- Explore utilizing the rail system for mass commuter transit.
- Do a CDOT traffic count: what percentage of vehicles on Highway 24 are commuters? Do more than once per year and more than just in rush hour. This will help determine usage times / seasons by commuters. Find out who exactly is using Highway 24 and what are their needs. Also conduct an accident count and determine locations.
- There are very few phones or services between the towns. Phones would help EMS get to accidents more quickly.

Entire Group Comments: Preservation Techniques (Facilitator: J. Herman, Scribe: B. Baier)

*Task: Which resources or viewsheds along the Byway are perceived as being subject to degradation, and what preservation / protection techniques might be applicable?*

- Areas in need of protection identified: Gilman, due to its historic properties, and the land above Gilman to the east. Viewsheds need to be protected. Also Camp Hale, which is already a National Historic Site.
- Minturn: the integrity of the community and quality of life need to be preserved. Growth and tourism would be better tolerated if some economic benefits can be realized. Minturn is doing new visioning process.
- Delineate and educate the difference between promoting tourism and real estate development. Tourists come and go, while real estate development means more. Visitors vs. permanent growth.
- Bikeways should be developed.
- If rail line is abandoned, increased truck hauling traffic may result. Rails are currently used by Asarco and other heavy industries. Should the railroad be utilized for mass transit?
- The Corridor Management Plan should be incorporated with existing or developing county master plans. What "teeth" does the CMP have in and of itself?
- Don't remove the intrinsic "fun" of traveling the road. There is a sense of adventure presently.
- Water rights are an issue in the Eagle river valley. Front-range interests still a threat. Underground water potential / rights being studied.
- The term "promotion" makes some nervous: think of Moab, Utah.
- Development may result in influx of money into county.

## Appendix D

### Public Participation

- Develop partnerships with developers and seek voluntary mitigation efforts.

Entire Group Comments: Byway Benefits to the Community (Facilitator and Scribe: B. Baier)

*Task: How can the Byway benefit the Minturn / Eagle County area?*

- The Byway may benefit / stimulate the Leadville / Lake County economy and spur development of local jobs. Maybe fewer people will need to commute to Eagle County for jobs. Leadville is still the most affordable place to live.
- There is a large number of service-oriented businesses in Minturn.
- Promote use of the Byway during optimum viewing times and low traffic times so that commuters and tourists won't interfere with each other.
- Do not discourage utilization of Highway 24; think of it as an opportunity.
- Develop an audio "tour" to rent.

#### Attitude Survey Results: Minturn Public Meeting

(9 surveys received)

Each of the following statements was ranked according to the reaction of Eagle County public forum participants, with a 1 meaning strongly agree and a 5 meaning strongly disagree.

AS WE PREPARE THE TOP OF THE ROCKIES CORRIDOR MANAGEMENT PLAN, WE SHOULD FOCUS ON STRATEGIES TO

#### Mean Score from Minturn

- A) **2.8** Eliminate current visual intrusions within the Byway corridor viewsheds.
- B) **1.9** Preserve existing viewsheds and Byway resources.
- C) **1.9** Enhance existing resources or user facilities along the Byway.
- D) **2.7** Market the resources and viewsheds of the Byway to increase tourism and economic development potentials.
- E) **1.6** Eliminate existing safety hazards on the Byway.
- F) **2.0** Control the location, appearance, and density of signage along the Byway.
- G) **1.9** Reduce the visual impact of new development within the Byway corridor viewsheds.
- H) **2.0** Control the location of new development within the Byway corridor viewsheds.
- I) **1.9** Incorporate the Corridor Management Plan into long-range planning efforts within the Byway communities.

#### Comments of Interest from Minturn Surveys:

- No extra comments received, but every survey respondent signed and indicated a special interest in recreation, road improvements / safety, marketing, education of historical amenities, review of development proposals / planning efforts, emergency medical services, or preservation of open space.

#### Business Focus Group Meeting

The business owners focus group meeting was held on April 18, 1996 at the Mining Hall of Fame in Leadville, Colorado. The meeting was attended by business owners primarily from the Leadville / Lake County area with one Eagle County business represented. Following are the comments.

#### Road Conditions

- Concern that Highway 91 will suffer with expanded use.
- Highway 91 does not receive the maintenance in winter months necessary for expanded use.
- Roads do not presently accommodate bicyclists safely. Suggestion not to limit action plans to vehicular usage.
- Coordinate improvements with CDOT.
- Can this Corridor Management Plan put pressure on CDOT to make necessary safety improvements?
- Maintenance of pull-outs should be seasonally managed.
- Railroad abandonment would mean more industrial hauling on the roads.
- More passing lanes should be constructed.

#### Signage

- Need lead signage for pull-outs, scenic overlooks, etc. so that people will not be pulling off without warning.
- Crane Park view of Mt. Elbert and Mt. Massive is preferred place for discussion of highest peaks in Colorado.
- "Scenic Byway" signs may be too small.
- Camp Hale interpretive signs are exemplary. Similar treatment should be given to AHRA pullout, Pan-Ark straightaway, Continental Divide, Holy Cross vista, and others.
- Early warnings needed that Aspen not accessible from Hwy 82 in winter months.

#### Safety

- There is a dichotomy of usages on the Byway and a corresponding dichotomy of speeds.
- There will be seasonal safety issues, i.e. increased need for chains and other adjustments if drivers move from I-70 to Highways 24 and 91 in the winter months.
- Could work with Asarco and other industrial haulers to coordinate best driving times for haulers to miss tourists and visitors.
- There could be a greater presence of law enforcement on Hwy 82.
- Electronic speed limit controls should be explored. "Get a ticket in the mail" concept.
- There were differences of opinion about appropriate speed limits.

#### Funding / Administration

- What is next in process; clarification of funding needed.
- CDOT should make improvements; utilize Byway CMP funds for interpretation, education, etc.
- Develop partnerships wherever possible with private land owners and public land managers (Amax, US Forest Service, Ski Cooper, etc.)

#### Marketing Issues / Interpretation / Aesthetics

- AMAX may develop audio tapes that combine history and interpretation of Climax with other features of Byway.
- Educate Byway visitors about usage patterns: when commuters use, when is the best time to drive, etc.
- Develop a system to remove trash systematically.
- Balltown area a potential for interpretation, etc.
- How many interpretive centers should be developed?

### **Public Safety and Emergency Medical Services Focus Group Meeting**

The public safety focus group meeting was held on April 30, 1996 at the Minturn Community Building in Minturn, Colorado, and was attended by representatives of the Colorado Department of Transportation and the Colorado State Highway Patrol, as well as local ambulance, fire rescue and sheriff's department representatives from the Byway communities. A brief description of the purpose and need for the Corridor Management Plan (CMP) was presented by Michael Conlin, consultant to the Regional Byway Committee, to include the federal mandate that the CMP include... "A general review of the road's or highway's safety and accident record to identify any correctable faults in highway design, maintenance or operation."

The topic of discussion was established to explore any element of travel over the Byway which could be improved to increase public safety and enjoyment of the experience, as well as the modification of any element of operations and maintenance along the roadway that could serve to improve the efficiency of emergency services in responding to accidents.

General statements regarding safety along the Byway included:

#### Frequency of Accidents

- It was observed that more accidents occur during the winter months, but they tend to be less severe, in part because the accumulated snow tends to cushion impacts and slow the rate of descent of vehicles going off the road on steep mountainous terrain.
- Summer accidents, while less frequent, tend to be more severe.
- Most EMS and enforcement personnel participating in the focus meeting had not observed a significant increase in traffic volumes or the number of accidents along the Byway since its designation, although the severity of accidents appears to have increased in recent years. The most commonly identified safety factors included: travelers exceeding the speed limit; lack of

shoulder width; poor road surface condition; and the dichotomy of speeds between commuters and tourists.

- Most participants felt that the increased use of the roadway for scenic travel during the summer months would serve to even out seasonal use of the Byway, which is currently dominated by commuter traffic between Leadville and the Ski Resorts of Summit and Eagle Counties during the winter months.
- Concern was raised that the anticipated increase of tour bus traffic and shuttle vans over the roadway could result in more significant loss of life and incidence of injury in the event of a major traffic accident.
- CDOT will provide the most recent accident data to supplement the information already incorporated in the CMP.

#### Communications

- "Dead Zones" along sections of U.S. Highway 24 and Highway 91, for both radio and cellular phone communications, serve to limit the effectiveness of accident reporting and dispatching of emergency personnel.
- No common emergency frequency or means of communication currently exists. In the event of a large scale emergency (eg. train wreck) one participant stated that he would have to carry three radios and a cell phone to communicate with all appropriate agencies.
- The way that "territories" are broken out sometimes limits maintenance efficiency. As an example: snowplows maintaining U.S. 24 as far north as Redcliff are dispatched out of Leadville, where weather and road conditions may vary significantly. The range on the snowplow radios is currently only about 2 miles from the dispatch point in Leadville, making real time communication to drivers about areas requiring immediate attention north of Leadville difficult. Also, 911 calls placed from Camp Hale, in Eagle County, are dispatched through Leadville, in Lake County, creating jurisdictional issues and slowing response times.
- More emergency phones or 911 call boxes are needed in the remote areas along the Byway. Dedicated public emergency phones along the Byway are currently limited to two locations: the Homestake S-curve and Camp Hale, both located on U.S. 24 in Eagle County. Other public phones exist in association with private business within most Byway communities, but no public emergency phone exists in Redcliff, along Highway 91 from Copper Mountain to Leadville, on south U.S. 24 from Leadville to Balltown, or from Camp Hale to Leadville on north U.S. 24.
- Public phones were considered to be more versatile than 911 call boxes, in that non-emergency calls, such as calling a tow truck for a stalled vehicle, did not require routing through a 911 dispatch line.
- Better signage indicating the location of and distance to emergency phones is needed.
- Communication of road and weather conditions to motorists at Byway portals is lacking or absent, especially during those times when the Vail Pass segment of I-70 is closed and the Byway represents the only alternative route. Motorists need to know that the Byway is not an interstate highway, but represents a steep, curving, mountainous route, and that conditions may be no better, or even worse, than on the road that has been closed.
- In the future, Colorado Highway Patrol dispatching currently handled locally in Leadville will be done out of Pueblo.

Roadway

- Pullouts along the Byway serve two primary functions: the first being a safe place to get off of the road surface in the event of an emergency; the second being a convenient parking area from which to access and enjoy the resources and scenic beauty of the Byway. Emergency pullouts, in many instances, do not make good scenic pullouts, and may actually encourage the unsafe practice of crossing oncoming traffic lanes in areas where line of sight distance is limited. While emergency pullouts cannot be eliminated for safety reasons, signage channeling tourists to designated and properly designed scenic pullouts could reduce unsafe use.
- The limited number of pullouts and turn-around areas capable of accommodating large emergency vehicles (eg. fire trucks) hampers the response time and efficiency of emergency services provided to accident victims, and increases the danger to EMS personnel working the accident scene.
- Lack of shoulder width adjacent to the road surface, most specifically on U.S. 24 and sections of Highway 91, limits the critical "recovery zone" for motorists inadvertently leaving the travel surface, limits the area available for safely pulling a vehicle off of the road surface and making necessary repairs, and limits or eliminates the safe passage area for bicycles and other forms of intermodal transportation.
- Super-elevation corrections and the elimination of frost heaves were considered to be critical geometric safety issues at specific locations along the Byway.
- Virtually no helicopter landing zones currently exist on the remote sections of the Byway, requiring the transport of critical accident victims by ambulance to designated sites for transfer to medivac aircraft.

Other

- Increased marketing of the Byway will likely increase the use of the roadway by tour buses, campers and motor homes as well as drivers inexperienced in mountain driving.
- In the event that the Southern Pacific Railroad abandons the Dotsero to Canon City segment of their line and ceases rail transport on the rails paralleling the Byway, increased truck traffic can be anticipated.
- Both U.S. 24 and Highway 91 are listed as primary north-south hazardous materials corridors. In the event of the railroad abandonment, the materials currently transported by train will most likely be transported over the roads of the Byway.
- Increases in speed limit currently being enacted within sections of rural Colorado are not likely to impact the Byway, with the exception that U.S. Highway 24 south of Leadville could see an increase from 55 to 65 mph.
- It was observed that the public's perception of danger in areas such as the shear cliffs and tight curves of Battle Mountain Pass, may actually cause people to drive more cautiously and may be one of the reasons that EMS personnel respond to so few accidents along that road segment. Areas that appear safe, such as the straight-away south of Redcliff near the Hornsilver campground account for many more accidents. Attempts to correct safety issues may provide

a false sense of security, and actually increase the rate and severity of accidents.

#### **Specific Safety Concerns**

Specific areas of concern were identified on the Byway map, and included:

##### Highway 24: Eagle County

- Congestion on Highway 24 through the Town of Minturn, most specifically during the winter months when snow banks reduce the usable road width and visibility through the core of the community;
- The tight curve radius and lack of guard rails along the S-curve on US 24 at the northern end of Battle Mountain Pass;
- Steep grades and tight curves on Battle Mountain Pass, over its' entire length;
- The blind entrance to the high road connecting the north end of the steel arch bridge to the Town of Redcliff;
- Road damage, frost heaves and super-elevation problems on that section of US 24 from the lower access road to Redcliff to the S-curve at the entrance to the Homestake Valley referred to as the Beaver Pond, in the vicinity of the Hornsilver Campground (Mile 155 1/2);
- Tight curve radius on the S-curve at the turn-off to Homestake;
- Frost heaves between Mitchell Creek and Camp Hale;
- The tight curve radius north of Tennessee Pass at the crossing of Piney Gulch;
- The lack of acceleration / deceleration lanes at the turn-off to Ski Cooper at the summit of Tennessee Pass;

##### Highway 24: Lake County

- Poor super-elevation and road condition on the curves at the crossing of the East Fork of the Arkansas River, just north of the intersection of Highways 24 and 91;
- Blind driveways into the Dower Tract, south of Malta;
- Poor line of sight approaching the intersection of Highway's 24 and 82 (Twin Lakes turn-off) from the south

##### Highway 82: Lake County

- Speeders through the Town of Twin Lakes

##### Highway 91: Summit County

- Intersection of I-70 and Highway 91 and at the entrance to Copper Mountain;
- Road condition at the culverted crossing over Ten Mile Creek 3.75 miles south of Copper Mountain
- Traffic entering Highway 91 from the parking areas at Mayflower and Clinton Gulches;
- Seven fatalities in one year at mile marker 19 (as measured from Leadville)

##### Highway 91: Lake County

- Frost heaves and decreasing radius curve at the Storke Level of the Climax Mine;

**Recommendations**

The focus group made the following recommendations:

- All communities along the Byway Corridor should be on the same EMS frequency, preferably the 800 mhz digital trunk system that the Colorado Highway Patrol has proposed switching to.
- The system should be designed to be powerful enough to eliminate the current "dead spots" that plague communications and emergency response times.
- Emergency phones, as well as signage indicating their location and distance should be installed.
- Scenic pullouts should be developed and signed well in advance to channel tourists to safe overlooks rather than emergency pullouts.
- Truck haulers should be encouraged to use the Byway during off-peak periods.
- Additional enforcement personnel should be assigned to the Byway.
- Work with CHP, AARP, AAA, Colorado Get-aways and other groups to create public awareness and sponsor "Mountain Driver Training" .
- Repair specific segments of the Byway (frost heaves, super-elevation corrections etc.) outside of the current STIP budget.
- Install permanent traffic counters along critical segments of the Byway to monitor changes in utilization and support appropriate planning.
- Work with CDOT to move shoulder and passing lane improvements up in priority.
- Place information boards or a road and weather AM station at the I-70 portals to the Byway to inform motorists of the commitment they are making when they decide to bypass Vail Pass because of road closures.
- Inventory areas where large scale emergency equipment can turn around - add additional turn-outs as necessary, ensure winter maintenance.
- Inventory and map possible Helicopter landing zones along the Byway to shorten the vehicular transport times.
- Review current "territories" to ensure highest efficiency for reporting and dispatching EMS crews.
- Encourage Judicial follow-through on tickets issued for speeding along the Byway.
- Encourage retention of current speed limits along Byway.

**Cyprus / AMAX Focus Group Meeting**

On January 15, 1996, Regional Byway Committee member Gloria Cheshier and Mike Conlin, representing Conlin Associates met with Mr. John Clapper, Mine Manager of the Climax Mine. The purpose of the meeting was to familiarize Mr. Clapper with the Corridor Management Planning process, and to explore the potentials for establishing partnerships on projects occurring along that segment of the Byway that passed through properties owned by Cyprus / AMAX.

Mr. Clapper delineated some of the ongoing reclamation efforts underway that could help reduce the visual intrusion of past mining activity, which include:

- Removal of additional buildings and increased revegetation at the Storke Level in Lake County.
- Conversion of the Mayflower Tailings pond (northernmost pond), which has already been partially reclaimed, to a clearwater reservoir.
- Rock cover, soil building and revegetation of the northernmost pond, use as industrial water supply.
- Consolidation of mine waste and water treatment to the middle pond, which is least visible from the Byway.
- Cleanup of the water storage facilities between Climax and Camp Hale.

Areas in which potentials for partnership were discussed included:

- Painting of the liming station towers to a less reflective, more natural color to blend with the background and reduce visual intrusion;
- Establishment of an AM radio transmitter to provide motorists with information on the Byway and the Climax Mine site;
- Providing signage informing travelers of the radio message in conjunction with existing Byway signage;
- Improving access through Climax properties to Searle Gulch and other recreational areas;
- Use of Climax properties for safe, educational pullouts with expanded interpretive signage;
- Use of Climax properties as well as their existing phone lines to provide an emergency phone and rest area facilities at the summit of Fremont Pass;
- Year round maintenance of the Fremont Pass and Mount of the Holy Cross interpretive pullouts;

## Target Survey

Following is the survey which was distributed to commuters, commercial drivers, land owners along the Byway and others. The intent of this survey was to elicit specific opinions and ideas about resource protection and / or promotion of areas, either site-specific or in general. A detailed analysis of results follows the survey.

### QUESTIONNAIRE: TOP OF THE ROCKIES SCENIC AND HISTORIC BYWAY

The **TOP OF THE ROCKIES SCENIC AND HISTORIC BYWAY** was designated in 1993 by the Colorado Byway Commission. The Byway begins at Copper Mountain on Highway 91 and stretches south to the City of Leadville. Shaped like a "Y", its other section begins at Minturn and travels Highway 24 through Leadville and south to Highway 82, where it takes a short jog to the west and the Town of Twin Lakes.

A regional committee, consisting of members from Lake, Summit, and Eagle Counties is working with the consulting firm Conlin Associates to develop a management plan, or "road map" to direct the future of the Byway. Your input is very important! Please complete the following questionnaire. Thank you!

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### Public Participation

1. How do you most regularly use roadways along the Top of the Rockies Byway? (Check as many answers as apply.)
  - Regularly commute between \_\_\_\_\_ and \_\_\_\_\_ for work.
  - Haul goods on a commercial basis.
  - Drive it from time to time to shop, eat, or do business in an adjacent community.
  - Own land along the Byway.
  - Drive police or fire or other emergency vehicle.
  - Ride bus or company van to work.
  - Carpool to work.
  
2. In which community do you live? \_\_\_\_\_
  
3. Which community do you identify with or spend most of your time in? \_\_\_\_\_
  
4. The Byway designation essentially means that maps and other tourist information will direct more attention to roadways on the Byway. This will probably mean that more people will be using the road. Some think that more visitors are good for the communities, others think not. Where do you stand on this issue?
  - Increased traffic through this community will benefit this community.
  - Increased traffic's pluses and minuses will balance each other out.
  - Increased traffic through this community will harm the community.
  - Other: \_\_\_\_\_
  
5. Some of the benefits people have said will come from the Scenic Byway designation are listed below. In your opinion, which of those is most important? Give that item a #1. Give the second-most important a #2, and so on as far as you wish.
  - \_\_\_\_\_ More traffic will encourage needed improvements to be made to the roads.
  - \_\_\_\_\_ More tourists will stop and spend money in our communities.
  - \_\_\_\_\_ Some areas that are unsightly might get cleaned up.
  - \_\_\_\_\_ The image of our community will improve.
  - \_\_\_\_\_ There could be improved access to recreation sites and / or scenic views.
  - \_\_\_\_\_ The designation and planning efforts will protect the Byway's resources.
  - \_\_\_\_\_ Other benefits I can foresee: \_\_\_\_\_
  
6. Some of the negative outcomes people have said may come from Scenic Byway designation are listed below. In your opinion, which is most serious. Give that item a #1. Give the second-most serious a #2, and so on as far as you wish.
  - \_\_\_\_\_ There will be pressure to raise the speed limit on the road.
  - \_\_\_\_\_ There will be conflict between local users and "gawking tourists".
  - \_\_\_\_\_ More traffic means more accidents.
  - \_\_\_\_\_ There may be more local maintenance expense of the roads.
  - \_\_\_\_\_ It will be more dangerous for bicyclists to use the road.
  - \_\_\_\_\_ It will mean a longer commute to work, due to increased traffic.
  - \_\_\_\_\_ The adverse effects (pollution, congestion, etc.) may not outweigh the benefits to the communities.
  
7. If you were in charge of responding to changes brought about by the Scenic Byway designation, where would you place your priorities? Let's assume you don't have the resources available to do everything completely. So, divide up your 100% "Budget to Improve Things" among the following items. You can put 100% in one item, spread it out evenly, or whatever. You can't spend more than 100%, but you must spend all of your 100%.
  - \_\_\_\_\_ % Eliminate unsafe pullouts and add safe ones.
  - \_\_\_\_\_ % Improve information and interpretive signage.
  - \_\_\_\_\_ % Add more amenities (rest rooms, picnic tables, telephones, etc.)
  - \_\_\_\_\_ % Improve safety for bicyclists.
  - \_\_\_\_\_ % Coordinate Byway planning efforts with regional comprehensive planning efforts.
  - \_\_\_\_\_ % Increase law enforcement.
  - \_\_\_\_\_ % Other / Specific improvement: \_\_\_\_\_
  - = 100%
  
8. If you could make only one section or area of the Byway safer, it would be (describe location and your plan):  
\_\_\_\_\_  
\_\_\_\_\_

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9. If you could enhance or make only one section or area of the Byway more enjoyable or educational, it would be (describe location and your plan):

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10. The main reason why people in this area should be interested in the Scenic Byway is . . .

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11. When a community or area promotes tourism, there are usually things or places local residents want to **show off** to the tourists, as well as things or places you want **protected** from the tourists. What would you place in each category?

SHOW OFF

PROTECT

<hr/>	<hr/>
<hr/>	<hr/>
<hr/>	<hr/>

OTHER COMMENTS: \_\_\_\_\_

NAME AND ADDRESS (OPTIONAL): \_\_\_\_\_

PLEASE RETURN TO: CONLIN ASSOCIATES - 875 MOUNTAIN VIEW DRIVE - LEADVILLE, CO. 80461

### TARGET SURVEY ANALYSIS

The survey was distributed to Regional Byway Committee members in all of three counties. Surveys were coded to determine their origin; 111 surveys were returned. They were from the following groups and areas:

Commuters -	15
Land Owners -	9
Commercial Drivers -	9
Lake Co. General -	50
Summit Co. General -	23
Eagle Co. General -	5

Several questions were of particular interest in determining public attitude and for steering future direction, and they are discussed below.

**Question #4** was the first general attitude question: "Some think that more visitors are good for the communities, others think not. Where do you stand on this issue?"

**59 respondents (54%) believed increased traffic would benefit the community.**

**43 respondents (40%) believed traffic's pluses and minuses will balance out.**

**7 respondents (6%) believed increased traffic will harm the community.**

From the general Summit County respondents, balanced results were greater -10- than the benefits -6-, and only 2 believed there would be harm. From Lake County respondents, benefits -31- outweighed those believing there would be balance -21-, and only 5 believed the Byway traffic would be harmful. Eagle County respondents were split between benefit and balance, with no respondents believing there would be harm. From the target groups of commuters, land owners, and commercial drivers, benefits outweighed balance clearly with land owners and commercial drivers, but nearly as many commuters felt balance would be the outcome as those believing benefit would be the outcome.

**Question #5** asked that respondents rank and prioritize benefits that might result from the Scenic Byway designation. Because not all respondents chose to rank all seven statements, only those that were ranked with the highest priority are identified. From all of the groups of respondents, three priorities were identified clearly, and they were:

***More traffic will encourage needed improvements be made to the road.***

***Some areas that are unsightly might get cleaned up.***

***More tourists will stop and spend money in our communities.***

**Question #6** asked that respondents rank and prioritize negative outcomes that might result from the Scenic Byway designation. Again, even fewer respondents chose to rank outcomes lower than approximately four. (This could be construed to signify that there is a general tendency toward positive attitudes about the Byway designation in general.) From all of the groups of respondents, the following negative outcomes were ranked:

***There will be conflict between local users and gawking tourists.***

***More traffic means more accidents.***

***There may be more local maintenance expense on the roads.***

***It will be more dangerous for bicyclists to use the road.***

The last response about bicyclists was heavily ranked among commercial drivers, who noted over and over again that Highway 24 between Leadville and Minturn can be treacherous for all involved when bicyclists are present. Several even noted that bicyclists should be banned from use of the road.

**Question #7** asked that respondents take an imaginary amount of resources and use the money for improvements to the Byway. Starting with 100% (or \$100), they were to divide up their expenditures according to their personal priorities, in any amount credited to each item, as long as the total amounted to, but did not exceed, 100. The first way the results were analyzed was to take the total amounts assigned to each action item from

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### Public Participation

all 111 surveys, and determine the percent of the total allocated to each item. That prioritized list from the aggregate responses follows:

#### Aggregate Response to Question #7

	Percent of Allocated per Item	Number of "Dollars"
		Total
Eliminate pullouts & add safe ones	2,294	22%
Improve information & interpretive signage	1,523	14%
Add more amenities: rest rooms, phones	1,679	16%
Improve safety for bicyclists	1,835	17%
Coordinate Byway planning efforts	1,375	13%
Increase law enforcement	1,190	11%
Other / Specific ideas	<u>765</u>	<u>7%</u>
Total:	10,661	100%

The most important action item, by the aggregate group, was to eliminate unsafe pull-outs and add safe ones. Improving safety for bicyclists, and adding more amenities were the next most important issues to address, according to the respondents.

In another analysis of the results, each specific respondent group was added and totaled to 100%. That chart is listed below:

#### Responses to Question #7

<u>Response</u>	<u>Summit</u>	<u>Lake</u>	<u>Eagle</u>	<u>Land Owners</u>	<u>Commuters</u>	<u>Commercial Drivers</u>
<b>Total Number of Respondents</b>						
Eliminate pullouts & add safe ones	<b>21%</b>	<b>20%</b>	14%	<b>19%</b>	<b>23%</b>	<b>34%</b>
Improve information & interpretive signage	18	16	9	12	7	12
Add more amenities: rest rooms, phones	14	14	<b>20</b>	<b>19</b>	<b>23</b>	<b>14</b>
Improve safety for bicyclists	<b>23</b>	<b>17</b>	16	14	16	10
Coordinate Byway planning efforts	16	12		15	12	12
Increase law enforcement	6	13	3	14	12	11
Other / Specific ideas	2	7	<b>37</b>	7	6	6
<b>TOTALS*</b>	100%	100%	100%	100%	100%	100%

\* Some rounding error occurs.

The top priorities among each group are specified in bold italic print. The first item, "eliminate unsafe pull-outs and add safe ones" is clearly ranked as the most important overall, by all but one group. The second priority for improvement seems to be "add more amenities such as rest rooms, picnic tables, and phones".

**Question #8** asked for open-ended responses to which section of the Byway the person would make safer. Responses included the following ideas:

Battle Mountain - general	Better law enforcement/ speed patrolling throughout
Battle Mountain guard rails	Night reflectors on all roads
All of Highway 24	Better pull-outs
Add bike route on Hwy 24	Don't make safer - eliminates "elegance of ruggedness"
Third lane or bike path on Hwy 24	Slow emergency traffic through Twin Lakes
Grade Hwy 24 better	Throughout City of Leadville
Better snow removal on Hwy 24	Ten Mile Canyon
Windy section of Hwy 24 near Ma and Pa's	Bike path in Ten Mile canyon
Passing lanes on Hwy 24	Get rid of old gas station signs so tourists down slow down to enter
Sharp curve west of Gilman	Hwy 91
Hwy 24 and high Redcliff road	Railings on curves near Climax
Mirror at Redcliff road	Bike path on Hwy 91
Tennessee Pass	Widen and straighten Hwy 91
Tennessee Pass - pull-outs you can anticipate	Signage into Mayflower Gulch
Move highway out of Minturn	Storke curve
Pando Bridge	Four lanes from Storke Curve to Summit County line
Accell/decel lanes at Hwy 24 and CR 99	
Fix dips near Homsilver Campground	
Brighter lines on roads	

**Question #9** asked respondents which section of the Byway they would enhance, that is, make more enjoyable or educational. Responses included:

Safe pull-outs and stops for tourists	"Ghost town" of Gilman, including pull-outs
Points of interest on Fremont Pass	Trailhead parking and information
Historic mining areas of Leadville	Anticipatory signs leading to Twin Lakes
Clean up entrance to Leadville	Twin Lakes Village
Slag heaps in Leadville	Gold panning area north of Granite
Clean up Stringtown	Arched rock west of Gilman
Kokomo pull-out	Battle Mountain
Clean up Climax (especially ponds)	Summit of Tennessee Pass info. on Continental Div.
Climax Mine story -then and now "mining park"	Ski Cooper
Climax Mine tours	Tourist center near Leadville
Interpret Climax to Graveline Gulch	Clinton Res. and Mayflower Gulch picnic areas
Better facilities at Fremont Pass summit	Make AHRA park into something
Headwaters of Arkansas pull-out and info.	
Tourist center at Camp Hale	
Museum at Camp Hale for 10 <sup>th</sup> Mtn.	

**Question #11** asked that respondents list both those things or places that should be "shown off" or promoted, and those that should be protected. Responses to the promote question were mostly site specific in nature, while responses to protection were mostly conceptual feelings and cherished qualities. Following is a list.

## Appendix D

### Public Participation

#### Promote

Leadville's historic buildings, including Tabor Opera House, Tabor Grand Hotel, and museums  
Views of Mts. Elbert and Massive  
Mining history  
Mining district  
Turquoise Lake  
Twin Lakes  
Victorian homes in Leadville  
Mining Hall and Museum  
Beautiful scenery throughout  
Beautiful hiking opportunities  
Other recreational opportunities in National Forests  
Mineral Belt bike trail  
Mountain passes  
Camp Hale  
Ski Cooper  
Redcliff Bridge  
Shrine Pass  
Old railroad routes into and within Leadville

#### Protect

Small town atmosphere  
Privacy and safety  
Schools, hospital, local businesses  
Ruggedness of area  
Local backcountry areas - close roads to 4x4's  
Tundra from mountain bikes  
Pedestrians and bicyclists from traffic  
National Forest access, land, and trails  
Mining district  
Mining artifacts  
Environment from trash  
Wilderness; remote environments  
Wildlife  
Streams and rivers, esp. from trash and pollutants  
Historical buildings  
Private property  
Views from unsightly development  
Ghost towns  
Gilman and Redcliff  
Turquoise Lake

At the end of the survey, respondents were given the opportunity to make general comments. Those which seem to be the most pertinent or interesting - especially topics not mentioned in the above sections - are listed below:

- Vehicles pulling into pull-outs must turn off engines so others don't have to breathe exhaust.
- Byway should include signs designating fines for littering.
- Visitors' Center should include information about out-of-the-way places to hike.
- Add more stop lights in Leadville.
- Extend Byway to Ten Mile Canyon.
- True tourists want quick access to scenery. Give it to them and save less accessible areas for hikers.
- What is the advantage of the designation.
- Someone's going to get killed if there isn't a bike lane between Copper and Leadville.
- If the Byway only adds a small amount of traffic, it's okay. There's already serious commuter traffic.
- Make the counties live up to their obligations with respect to the Scenic Byway designation.
- Both Highways 24 and 91 must accommodate tourists and locals alike.

## **Appendix D**

### **Public Participation**

- Keep Ride the Rockies and other such events out of area - not worth the danger and aggravation.
- Bicyclists are by far the biggest problem (from a commercial user).
- Bicyclists need a safer area to ride in on Highway 24 - to protect them and not impede business (another commercial user).
- If I were a tourist the entrance to Leadville would turn me away.
- There is a certain pleasure to watching Rv's plunge 750 feet down the embankment at Redcliff.

### **Notes from Regional Byway Committee "Retreat"**

**June 20, 1996**

Eight of the twelve county representatives from the Regional Byway Committee (RBC) and two consultants from Conlin Associates attended an all-day "retreat" to discuss and come to consensus on several project decisions which would shape the outcome of the Corridor Management Plan. The meeting was carefully designed and facilitated so that the group could also determine process issues of how they felt they were working as a team, and if they felt they were doing what they should be to direct and maintain the process for developing the Corridor Management Plan.

The team was generally pleased with their work as a team and with the interface with the consultants as a whole during the development of the CMP. Following are notes derived from the discussion of the project issues, which were:

- 1) The Byway Management Entity
- 2) The Interpretive Theme to be Adopted for the CMP
- 3) The Balance Between Preservation / Protection and Promotion
- 4) Whether or Not to Pursue National Designation at This Time

### **The Byway Management Entity**

It was determined that one of the action plans to be included as a part of the Corridor Management Plan would be the recommendation of the nature of the type of entity that would be responsible for the management of the Byway in the future. The RBC decided that the best model of action would be development of a 501(c)3 non-profit corporation that would administer the CMP, acquire and administer grant funding, be responsible for the direction and development of marketing, accept and administer conservation easements, land trusts, etc., and be a liaison, particularly with the Colorado Department of Highways for Byway-related activities. The 501(c)3 could have a director that would be advised by a Board elected from the Regional Byway Committee, with representatives from the three counties and the public agencies such as the Forest Service and Bureau of Land Management, as per the tenets of the Intergovernmental Agreement.

### **The Interpretive Theme**

As the interpretive theme for the Top of the Rockies Scenic and Historic Byway was discussed, a lively discussion took place about the purpose of the theme, and the difference between marketing and interpretation. It was decided that interpretation was the art of translating the language of nature and the voices of

## Appendix D

### Public Participation

history into stories and experiences that everyone could understand and enjoy. Marketing was determined to be a broader topic which also included attributes and assets of the Byway that did not require interpretation in order to be enjoyed, such as cool mountain temperatures in the heat of summer, and that could be used as "selling points". Various marketing attributes were discussed in a brainstorming session. These included, but were not limited to:

Recreation, mountains, altitude, scenic, wildlife, history, temperate summers, year-round recreation, rustic towns, World Class resort, largest mine in the world, other mining opportunities, Mining Hall of Fame, sunshine, legends of the Utes and Arapahos, other museums, lakes and rivers, headwaters of rivers, Victorian architecture, camping, National Fish Hatchery, railroad (present and historic), Camp Hale and 10th Mtn. Division, Ski Cooper, Continental Divide, ghost towns, and highest peaks.

The theme, it was decided, would be the focal point of both marketing and interpretation, and would provide the common "story line" behind the Byway. The theme would attempt to balance the history, manmade features and natural landscapes that set this Byway aside from all others.

The resulting interpretive theme was decided to be:

*"The Top of the Rockies Byway, where the history of the west and its natural resources are showcased in a living, working, landscape."*

### The Question of Balance

Conlin Associates asked the group for input on their preference on the balance, or tone, that should be inherent in the Corridor Management Plan. Especially with the Top of the Rockies Scenic and Historic Byway, there are few vistas where the "man-built" environment is not evident. Therefore, the question was how to handle delicate issues that involve resources that have been utilized to the detriment of the natural landscape. Such places include the Climax Mine, superfund sites in Leadville and Gilman / Minturn, and such areas as junk yards or trailer parks.

The RBC decided upon an approach that would be proactive in terms of looking for solutions, rather than laying blame for past mistakes. It was noted that a "spade should be called a spade", but that references and credit for reclamation should be included. Acknowledge there are problems, but remind that past mining practices, for example, would not be allowable today. It was also determined important to take the stance that the landscape's ills are testimonial to the needs of humans who utilize the natural resources in everyday life - the "living, working landscape" concept adopted in the theme. Finally, it was determined that one of the CMP's most helpful recommendations could be one of constant diligence regarding highway and overall safety for users.

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### **Public Participation**

#### **National Designation - To Pursue Now, Later, or Never?**

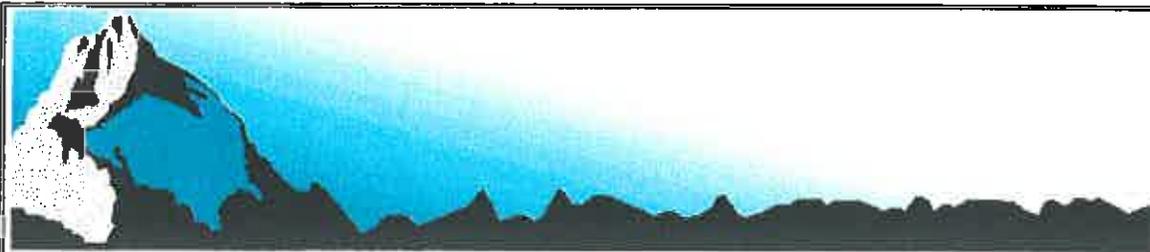
It was determined that the Corridor Management Plan should be written now to satisfy the highest possible designation that might be eventually sought for the Top of the Rockies Scenic and Historic Byway. However, it was the consensus of the group that too little is known - future funding, level of restrictions, undefined standards - to pursue National Designation at this time. It was decided that the issue be tabled until a later time when more information is available.

#### **Other Issues of Importance**

It was a generally accepted belief that the process was going well, that the counties were working together well, and that much had been accomplished to-date. The public participation process was believed to be "gleaning" important information and direction.

It was also determined that a final public meeting would not be necessary in light of the survey effort which solicited input from several key user groups and interested parties. It was requested that the draft document be taken to county and public agency representatives so that specific input could be garnered before final editions of the CMP are released.





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 9**

**APPENDIX E  
RESOURCE ANALYSIS**





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 9**

**Appendix E  
RESOURCE ANALYSIS**

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## Introduction

The resource analysis builds on data documented in the Transportation, Land Use, and Intrinsic Resource Inventories (Appendices A, B, and C respectively), and reviews this data within the context of the issues and concerns established in the public participation process (Appendix D), to determine where adequate protection measures are already in place, where changes to the existing condition are most likely to occur, and where resource enhancement or additional levels of protection may be desirable.

The resource analysis is not intended to replicate or reproduce existing county, municipal or federal land use planning documents, but rather, serves to summarize and analyze existing governmental planning efforts within the context of the goals and objectives established in the Management Plan. The reader is directed to the various governmental land use planning documents referenced in the Bibliography (Section 10) for more detailed information on jurisdictional guidelines and regulations.

## General

The Top of the Rockies Scenic and Historic Byway is unique in many respects. Among its defining features is the fact that, as the only north / south linkage between the Byway communities, no option currently exists to physically segregate commercial traffic, transit providers, tourist traffic, commuters, bicyclists, and other non-vehicular modes of transportation onto alternative roadways. In large part, it is the requirement for multiple use of the roadway, coupled with the inflexibility of the surrounding environment to accommodate modification, that poses the greatest challenge to providing a safe and enjoyable experience for all users of the Byway.

One of the most commonly repeated concerns heard during the public input stage of the planning process was the dichotomy of speeds that exists between the "gawking tourist", attempting to take in the beauty of the surroundings at a leisurely pace, and the "kamikaze commuter", trying to get from point A to point B in the fastest possible time. The current deterioration of the road surface, inadequate shoulder width to safely accommodate emergency exit or bicycle travel, limited pullouts and parking/turn-around points for larger vehicles, and limited passing opportunities, combine to reduce the level of safety for all users.

In the absence of alternative routes, focus must be placed on solutions that make the shared use of the existing corridor more compatible with the divergent needs of the traveling public, both local and visitor alike. Once the initial issue of user safety is resolved, the interpretation and enhancement of the Byway's resources can be accomplished in a more secure and efficient manner.

A second defining characteristic of this Byway is the high level of resource and land use protection already in place. As indicated in **Table 17**, Appendix B, the vast majority of the landmass in the middle and background viewsheds is currently under state or federal protection, (65% of middleground and 79% of background viewsheds respectively), providing a high level of control over its modification and end use. Included under this federal ownership, the Holy Cross, Mount Massive and Collegiate Peaks, Rare II wilderness areas dominate the background landscapes along more than 80% of the western side of the Byway, while the Buffalo Peaks Wilderness Area provides the backdrop for the east side of the roadway at its southern end..

Private lands that dominate the foreground views along 62% of the corridor are all subject under Title 30, Article 28, Colorado Revised Statutes, 1973, to the Land Use and Zoning regulations of the respective counties and municipalities. Of those private lands, more than half are zoned either Resource (R), Recreation (RC), or Agricultural Forestry (AF), designated specifically to protect the natural and recreational resources along the corridor (See Map B-08 A). Additionally, a Scenic Conservation Overlay covers 54% of the roadway as it passes through private lands (See Appendix F for SCO physical description), and National Historic Districts provide supplementary protection to four designated areas along the roadway (Camp Hale, Leadville, Twin Lakes, and Interlaken).

Although some of the zoning designations or management prescriptions may not provide the maximum level of protection attainable, virtually all of the corridor is protected by some form of local, state or federal land use regulation. Since the CMP is not a government enactment, and does not carry the force of law, it is critical that the goals of the Byway be considered in the policy and land use decisions of the respective jurisdictional agencies.

### Existing Tools for Resource Protection

Within the context of this analysis, identified physical or regulatory factors that currently serve to provide some level of resource protection include, but are not limited to:

- Federal land ownership and resultant limitations on permissible end use
- Federal land and resource management planning objectives
- City and County land use, PUD and zoning ordinances
- Scenic Conservation Overlays
- Conservation easements or sanctuaries for existing uses
- CERCLA regulations and liabilities relating to the cleanup or disturbance of hazardous materials
- Section 404 of the Clean Water Act governing disturbance of wetlands
- The National Historic Preservation Act
- Physical constraints that limit future development potential

While each of these factors provide some current level of resource protection, no technique can be considered absolute or completely binding into perpetuity. Land exchanges present the potential for the transfer of federal lands into private ownership. Social and political pressures can result in realignment or weakening of environmental legislation. Exemptions and exceptions can be made to land use, sub-division, and zoning regulations. Forest Management Plans are subject to continual evaluation and revision. Budgetary constraints can limit the ability to implement and enforce established government policies. New technologies may someday overcome physical constraints that currently preclude development along the corridor.

### Format

For the purpose of analysis, this appendix divides the Byway into roadway segments that share common physical, topographic, or geometric characteristics. Each segment has been assigned an identifier based on its route number and its CDOT mileage designation. Planning Map 19 provides a key to the location of the roadway segments relative to the Byway, while Maps 20 through 22 provide a more detailed description of the starting and ending points and defining features of the respective segments.

## **Appendix E**

### **Resource Analysis**

Reference to numbered maps and tables located in previous appendices is prefaced by the appendix letter. (eg. Map A-05 indicates that Map 05 can be located in Appendix A)

For each segment: the existing condition of the roadway, the surrounding land use patterns and forms of protection already in place, and the inventoried intrinsic qualities were analyzed; and potential conflicts with established Byway goals were identified. Each roadway segment was then analyzed within the context of the issues and concerns established through the public participation process, and recommendations were made for balancing the protection, enhancement, and beneficial use of the Byway's resources.

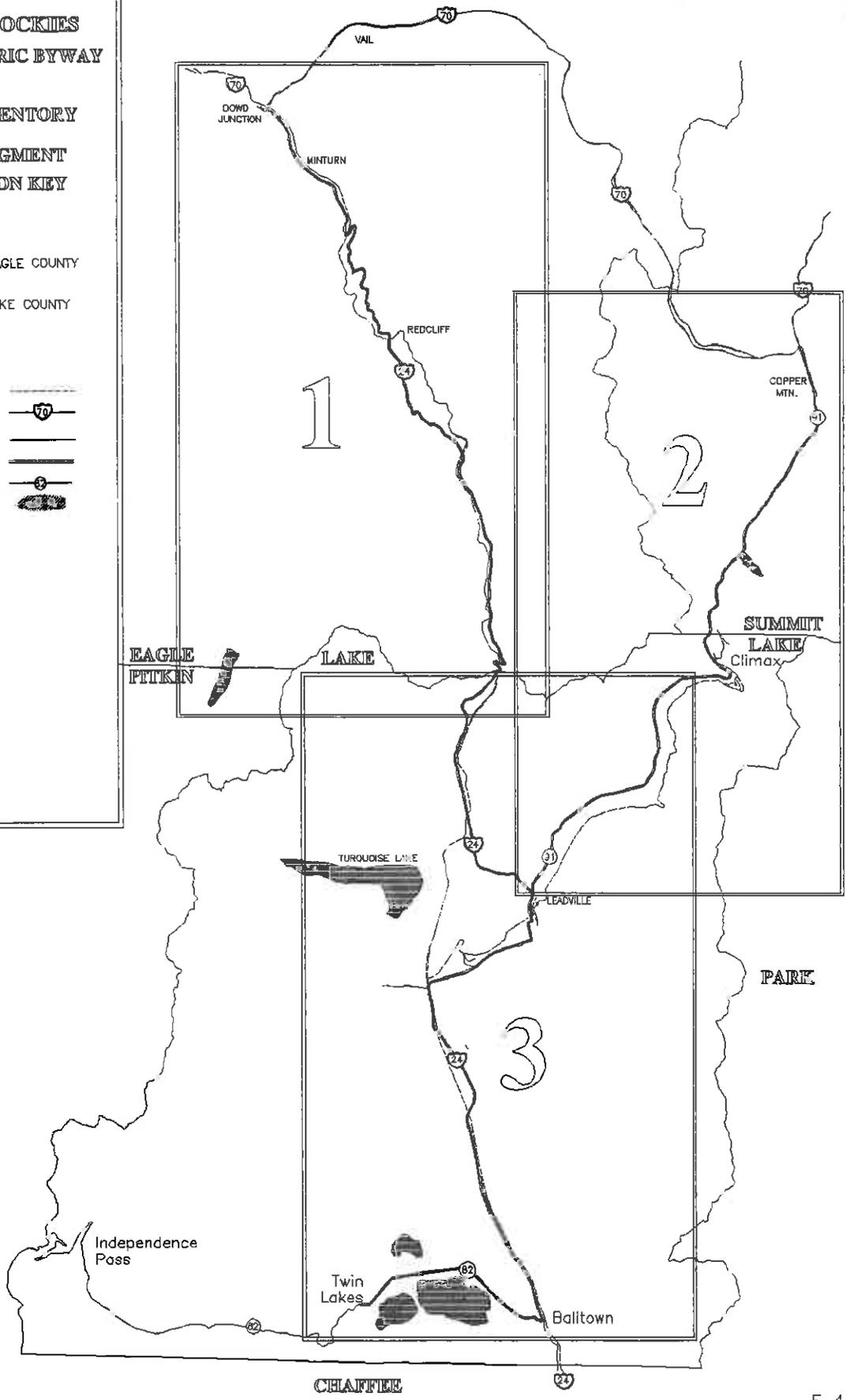
**TOP OF THE ROCKIES  
SCENIC & HISTORIC BYWAY**

**RESOURCE INVENTORY  
ROADWAY SEGMENT  
IDENTIFICATION KEY**

**KEY**

- UNIT 1 - HWY 24, EAGLE COUNTY
- UNIT 2 - HWY 91
- UNIT 3 - HWY 24, LAKE COUNTY

- RAILROAD 
- US HIGHWAY 
- COUNTY LINE 
- BYWAY 
- STATE HIGHWAY 
- WATER BODY 



## Highway 24, Eagle County, Colorado

U.S. Highway 24 in Eagle County is classified as a minor arterial roadway, and extends for a distance of 22.42 miles from its intersection with Interstate 70 to the summit of Tennessee Pass at the Lake / Eagle County line. The entire section is two lane road, with unpaved shoulder widths of four feet or less in evidence on 18.7 miles of its length. Highway 24 is listed as a Critical Travel Corridor and a Primary Hazardous Material Corridor within the Inter-Mountain Transportation Planning Region.

CDOT has broken this section of road into three segments that share common physical characteristics.

### Minturn Identifier 024A143.400:

#### General Description

The segment of U.S. 24 identified as 024A143.400 (See: Map E-20) is a two lane minor arterial roadway that extends for a distance of approximately 2.432 miles from its intersection with Interstate - 70, through the town of Minturn, to its southern boundary in the vicinity of Cross Creek. The Top of the Rockies Byway forms the main street through downtown Minturn, with no alternative commercial route currently available to bypass the core of the community. As a result, commercial carriers, tourists, commuters and residents must share the limited two lane roadway and adjacent parking through the retail and residential core of the community.

The Town of Minturn was built around a railroad switching yard that served nearby mining operations in Gilman and Leadville, and was developed before the advent of the automobile. As was typical of the architectural form of the day, structures were built right up to the edge of the pedestrian / equestrian oriented main street. This close proximity of historic structures to the road surface severely limits any effort to alter or widen the road surface to accommodate additional traffic volume. Winter snow accumulation along the road shoulders further acts to reduce vehicular capacity, line of sight distances, and travel speed during much of the year.

#### Transportation System

CDOT rates the geometric safety of this road segment at a 12, indicating a recognized need to improve the geometric elements of the roadway to safely accommodate existing and future vehicular traffic. Geometric elements include such roadway improvements as adding shoulder and lane width, lessening curve radii, increasing line of sight distances, adding acceleration / deceleration and passing lanes etc., that serve to improve user safety and driving comfort levels. CDOT recommends widening the highway by two lanes between Minturn and I - 70. This proposed 2.4 mile improvement is listed in the Preferred Transportation Plan for the Inter-Mountain Planning Region as project number 2 of the "high priority" geometric safety priorities illustrated on **Table 13**, located in Appendix A of this plan.

Although this project is ranked second on the list of "high priority" projects within the Transportation Planning Region, no funding for implementation is currently foreseeable within the fiscally constrained budget. In light of budgetary constraints and the high cost of recommended roadway improvements (estimated cost \$1.3 million), CDOT's

**TOP OF THE ROCKIES  
SCENIC & HISTORIC  
BYWAY**

**ROADWAY SEGMENTS**

**KEY**

IDENTIFIER: 024A143.400

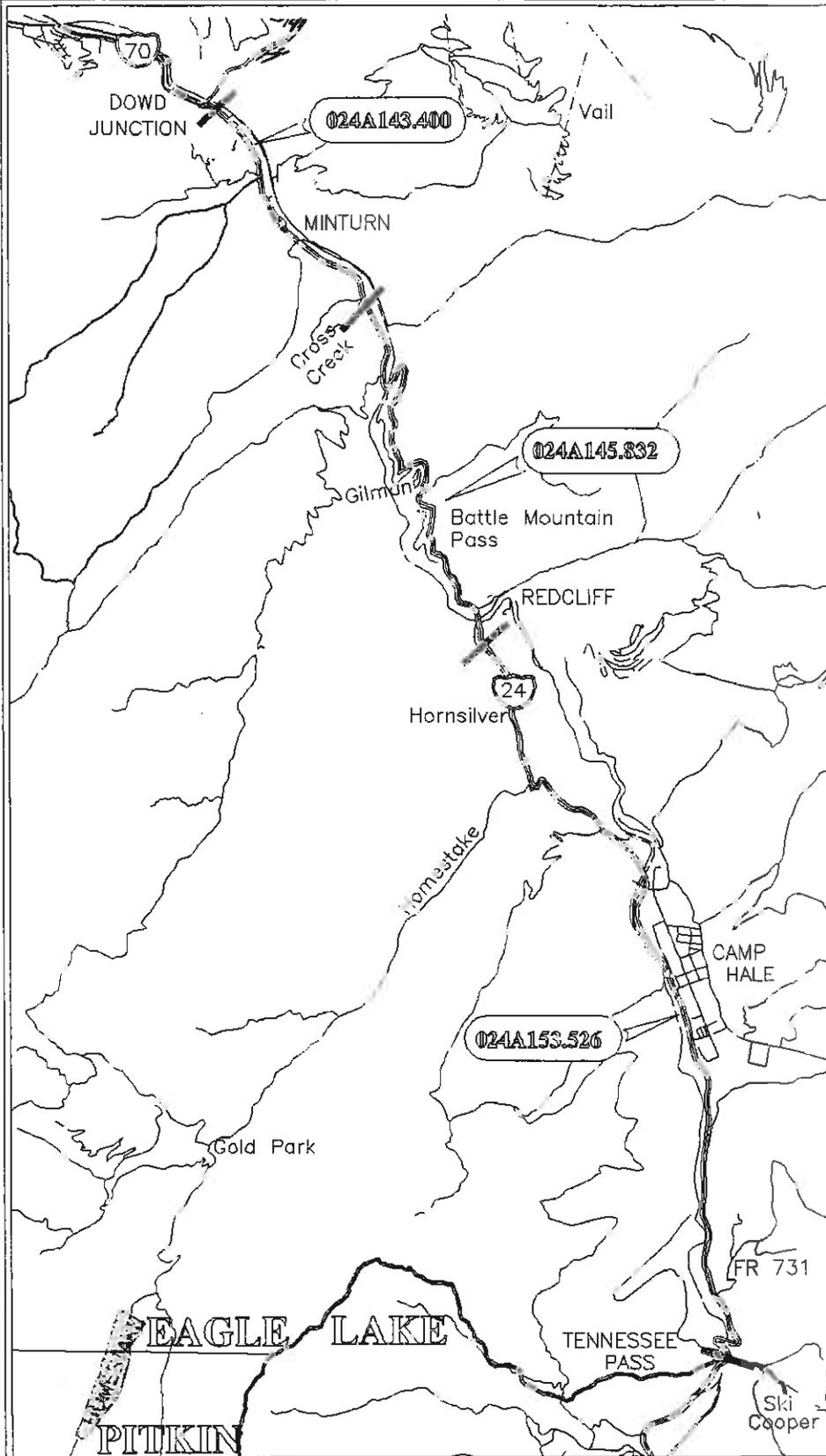
US HIGHWAY 24 FROM IT'S  
INTERSECTION WITH I-70  
TO THE SOUTH MINTURN  
CITY LIMIT

IDENTIFIER: 024A145.832

US HIGHWAY 24 FROM THE  
SOUTH MINTURN CITY LIMITS  
TO THE SOUTHERN CITY  
LIMITS OF REDCLIFF

IDENTIFIER: 024A153.526

US HIGHWAY 24 FROM THE  
SOUTH REDCLIFF CITY LIMIT  
TO THE SUMMIT OF  
TENNESSEE PASS AT THE  
EAGLE / LAKE COUNTY LINE



recommendation for mitigating future congestion emphasizes getting more people riding in less vehicles (eg. car pooling, mass transit or commuter rail) rather than expanding highway capacity.

Twenty accidents were recorded on this segment of road between 1990 and 1992, of which none were fatal. The Average Annual Daily Traffic (AADT) is listed as 6550 vehicles, including an estimated 321 trucks per day.

#### **Transportation System: Conflict Identification**

Safety issues ranked number one on the list of priorities for improving the Byway in the Eagle County attitudes survey. Specific safety concerns relative to the segment identified as 024A143.400 included:

- Tight curves, lack of guard rails and an active mudslide along the section of road between Dowd Junction and the Town of Minturn
- Congestion and safety problems in the downtown area resulting from anticipated traffic increases triggered by the designation of the Byway
- Lack of adequate shoulder width, bike lanes or separated paths to accommodate non-vehicular modes of transportation
- Inadequate traffic data to accurately assess existing use and address future expansion
- Speed limits often exceeded
- Deterioration of the road surface
- Lack of local mass transit opportunities
- Inadequate existing parking in the retail core, coupled with increasing demand for limited on street parking as a result of the Byway designation

#### **Existing Land Use and Protection: West side of Byway**

From the USFS Visitor Center at Meadow Mountain to Grouse Creek, the west side of US Highway 24 is adjacent to the White River National Forest. Foreground, middleground and background viewsheds to the west are within a 4B management area, (See Map B-12) where management emphasis is on the habitat needs of one or more indicator species. Recreation and other human activities are regulated to favor the needs of the designated species. Visual Quality Objectives mandate the design and implementation of management activities to blend with the natural landscape. These management directives are considered to be compatible with the protection of the intrinsic qualities of the Byway.

The balance of the lands adjacent to the west side of U.S. 24 from Grouse Creek to Cross Creek are in private ownership, and currently support a mixed urban / residential land use pattern typified by one to two story structures providing housing, retail and commercial space. Infill of vacant space, as well as conversion or replacement of older structures is evident and, in light of development pressures from nearby resorts, is expected to continue. Due to the confining topography and coniferous vegetation present on the west side of this narrow valley, middle and background views are limited. Ownership beyond the private land in the valley bottom is predominately Forest Service, and it is managed as a 4B wildlife habitat zone.

Areas where additional growth was anticipated by the Eagle County Planning Commission in the layout of zoning districts in 1974 include a parcel located in the

northwest quarter of Section 35, north of Cross Creek and west of U.S. 24, which could be visible from the Byway.

#### **Existing Land Use and Protection: East side of Byway**

The east side of U.S. Highway 24 from the intersection of I-70 and US 24 to the northern end of the Town of Minturn is dominated by middle and background views of towering cliffs, escarpments and steep slopes; sparsely vegetated by deciduous trees, grasses and shrubs at the lower elevations; and capped by coniferous forests at higher elevations. Foreground views are dominated by the Eagle River, and the infrastructure of the Southern Pacific Railroad Yard. Middle and background viewsheds are in Forest Service ownership, and are managed as either 4B, wildlife habitat or 5A, non-forested winter range habitat (See Map B-12). Within 5A management areas, activities are designed and implemented to be visually subordinate or not visually evident and to harmonize and blend with the natural setting. These USFS designations are consistent with the goals and objectives of the Byway.

Private lands between the river and the base of the hillside north of the Town of Minturn are predominately controlled by the Southern Pacific Railroad, which is currently seeking abandonment of the line through Minturn as a part of its authorized merger with the Union Pacific Railroad. Private studies are currently being undertaken to explore the feasibility of purchasing the Southern Pacific properties beneath the current rail yard for mixed residential and commercial development.

From the northern limits of Minturn to its southern border, foreground views to the east side of the Byway are dominated by a mix of residential and commercial development sandwiched between the roadway and the Eagle River. In some areas, the distance between the two defining features is less than 100 feet. Limited structural development is evident on the east side of the Eagle River, although a gravel processing operation has been proposed. Due to high topographic relief and limited vegetative cover, private properties on the southwest facing slopes above the Eagle River provide little natural screening or visual absorptive capacity. Travelers on the Byway should be considered as "critical viewers" in any visual analysis performed for development on these visually sensitive hillsides.

Forest System lands in the middleground and background are currently managed as either 4B or 5B areas, prioritizing the use of the landmass for wildlife habitat and winter range. These management areas are consistent with the visual and resource goals of the Byway.

#### **Land Use: Conflict Identification**

- Development pressures forcing infill and displacement within the narrow band of developable land along the Eagle River.
- Due to the relative position of U.S. 24 on the west flank of the valley overlooking the Southern Pacific rail yard, and the lack of vegetative and topographic screening, any development in this area will be highly visible from the Byway.
- A proposed gravel processing operation on the east side of the Eagle River could be highly visible from the Byway.

**Intrinsic Qualities**

Identified Intrinsic Qualities along the Minturn segment of the Byway are identified on Planning Map C- 17 (located in Appendix C) and include:

- (1) The interpretive facilities located within the Holy Cross Ranger District Visitor Center at Dowd Junction
- (A) Historic structures within the Town of Minturn

Viewsheds of significance are illustrated on Planning Map C-18, and include:

- (19) The viewshed encompassing the Eagle River Valley and Lions Head rock formation

**Intrinsic Resource: Conflict Identification**

Public input has elicited concerns related to the potential for a change in the historic context and scenic character of the Byway through the Town of Minturn as a result of :

- Development pressures from the nearby resort communities of the Vail Valley
- The potential elimination of the railroad through the community
- Increased traffic and demand for limited services and parking resulting from the Byway designation

**Section 024A143.400: Analysis**

It is anticipated that continued development pressure from the neighboring Vail Valley will spawn additional infill, new development, and conversion of existing land uses along this segment of the corridor. Topographic constraints within the narrow Eagle River valley, coupled with limited private lands suitable and available for development will serve as limiting factors for the scope of future growth surrounding the community core. The topography of the narrow valley coupled with the lack of vegetative screening will also make it difficult to conceal or reduce the visual impact of new structural development along the river corridor.

The Town of Minturn, as well as Eagle County have zoning ordinances in place to guide land use, placement of structures, and the appearance of development along this segment of the Byway. The vast majority of private land outside of the Minturn town limits is zoned Resource (R), (See Map B-11) which by definition is intended to "...protect and enhance the appropriate use of natural resources including water, minerals, fiber and open space. The resource zone serves to maintain the open rural character of Eagle County." Under its current status, the Resource zoning designation is compatible with and provides a level of protection for the resources along the Byway. That level of protection is dependent upon jurisdictional commitment to enforcement of the existing zoning codes and conditions of use. As with any zoning designation, however, this district may be subject to re-definition, conditional and exempted uses, and change over time.

Federal Lands surrounding the valley floor are currently managed for protection of wildlife habitat. At the current rate of development in the nearby Vail Valley, and the commensurate incremental loss of wildlife habitat and winter range, the importance of continuing this management direction is viewed as critical. Restrictions placed on the

use of federal lands in 4B and 5A management areas currently provide adequate protection of the resource as well as an economic asset in the form of watchable wildlife. As with any federal management direction, revisions to the Forest Management Plan for the White River National Forest could change over time as could the level of protection currently in place.

#### **Recommendations**

- Consider the addition of a Scenic Conservation Overlay District along rural sections of the roadway segment identified as 024A143.400
- Consider an Historic Conservation Overlay District within the Town of Minturn to protect structures of historic significance from being displaced or significantly altered
- It is recommended that site planners consider travelers on the Byway as "critical viewers" in any visual analysis for proposed changes in use of the Southern Pacific rail yard site. This should include an architectural review of the appearance of the back side of proposed structures that would face the Byway.
- The possibility of realigning U.S. Highway 24 along the Southern Pacific rail easement east of the Eagle River should be explored as a method of relieving congestion through the center of town, increasing pass-through vehicular capacity, freeing up additional land for development, and recapturing the rural character of the retail / residential core area in the event that the railroad abandonment occurs.
- Use of the rail line as a bicycle / pedestrian bypass around the center of Minturn should also be explored in the event of an abandonment of active rail lines through the town.

#### **Battle Mountain** Identifier 024A145.832

##### **General Description**

The segment of U.S. 24 identified as 024A145.832 (See Map E-20) is a two lane minor arterial that extends for a distance of approximately 7.694 miles from the southern city limits of Minturn, to the southern City limits of Redcliff.

From the south end of Minturn to the entrance to the White River National Forest approximately 0.6 miles further south, the roadway closely parallels the Eagle River through gentle curves and grades. This changes dramatically after crossing the Eagle River, as the road ascends the steep mountainside of Battle Mountain. In its ascent to Gilman and subsequent descent to Redcliff, this 7.2 mile section of road consists of steep sustained grades, tight curves, narrow road surface with limited shoulders, limited or no guard rails, limited line of sight distances, and steep drop-offs to the river below. In places the road appears to be literally carved into the face of the sandstone cliffs. It is the epitome of many people's perception of a high mountain pass in Colorado.

##### **Transportation System**

CDOT classifies the geometric deficiency of this segment of road at 12, indicating that a recognized need exists for improvements in the road to safely accommodate vehicular traffic. Geometric projects refer to such improvements as: addition of shoulder width, lessening of curve radii, increasing line of sight distances, addition of acceleration/ deceleration and passing lanes, etc., that serve to improve user safety and driving comfort levels. *Table 13*, Appendix - A, indicates that improvement of 7.2 miles of the Battle Mountain section of the road, from the White River National Forest entrance 0.6 miles south of the Minturn City Limit to the south Redcliff City limit is listed as project number 7 among the high priority geometric projects within the Inter-Mountain Planning Region. The 0.4 mile section of road from a point approximately 0.2 miles south of the Minturn City Limit to the White River National Forest entrance is identified as an area requiring reconstruction of the existing roadway.

Although both projects are ranked high on the list of "high priority" projects within the Inter-Mountain Transportation Planning Region, no funding for implementation is currently foreseeable within its fiscally constrained budget. In light of budgetary constraints and the high cost of roadway improvements within the harsh environment of Battle Mountain (estimated cost ~\$4.1 million), CDOT's recommendation for mitigating future congestion centers on getting more people riding in less vehicles (eg. car pooling, mass transit or commuter rail) rather than expanding highway capacity.

Thirty five accidents were recorded on this segment of road between 1990 and 1992, of which two were fatal. The Average Annual Daily Traffic (AADT) is listed as 2567 vehicles, including an estimated 151 trucks per day. Law enforcement and Emergency Medical Services personnel who routinely patrol this segment of the Byway indicated that the public's perception of danger may cause travelers to use greater caution when driving Battle Mountain, actually reducing the number and severity of accidents.

#### **Transportation System: Conflict Identification**

Identified congestion and safety concerns illicited through the public scoping process included:

- Finite roadway capacity balanced against ever increasing demand
  - \* Increases in tourist traffic inherent to the designation of the Byway
  - \* The potential for increased tour bus traffic resulting from marketing of the Byway, with no suitable pullouts to accommodate large scale vehicle egress from the travel surface
  - \* The potential for increased truck and hazardous material hauling on the narrow mountain road as a result of the proposed railroad abandonment
  - \* The potential for increased daily commuter traffic in the event that Gilman is re-opened to provide employee housing
  - \* Increased traffic from possible residential development south of Two Elk Creek, associated with the proposed Category 3 Expansion of Vail Mountain
  - \* The continued out-migration of Vail Valley workers to the more affordable housing available in Leadville
- The inconsistency of travel speeds between "gawking tourists" and daily "kamikaze" commuters
- Lack of emergency phones or restroom facilities
- Lack of informational signage providing adequate warning of upcoming pullouts or rest areas
- Lack of guard rails and shoulders
- Limited turn-around areas for emergency vehicles
- Inadequate traffic data to accurately assess existing use and address future expansion
- Tight curves, steep grades and deteriorating road surface conditions
- Avalanche and rockfall hazards
- Lack of adequate shoulder width, bike lanes or separated paths to accommodate non-vehicular modes of transportation
- Limited sight distance available at the northern entrance to Redcliff
- The need to cross the southbound lane of traffic to access the scenic overlooks predominately located on the west side of the road, many of which are located on vertical or horizontal curves that severely limit visibility of oncoming traffic

**Existing Land Use and Protection: West side of Byway**

Foreground views to the west side of the Byway, from the southern City Limits of Minturn to the entrance to the White River National Forest are predominately privately held, (See Map B-10) but are dominated by tailings ponds that once provided a repository for mine waste from the Gilman Mine. These tailings ponds were subject to cleanup under CERCLA legislation, and have been re-contoured and revegetated in a manner that blends with the surroundings. The position of the reclaimed ponds relative to the Byway provides an unobtrusive backdrop, which, due to the liabilities associated with any disturbance of the capped waste, should remain undisturbed and undeveloped into the foreseeable future. Private lands to the west of this segment of U.S. 24 are zoned Resource (R), which is compatible with the goals of the Byway and provides a level of protection against resource degradation (See Map B-11).

From the base of Battle Mountain to the southern city limit of Redcliff, the roadway is elevated high above the Eagle River. Steep drop-offs limit foreground views from the roadway, while providing unobstructed middleground and background views of the west side of the valley. Little of the ground on the west side of this segment of the road, with the exception of the abandoned townsite of Gilman, is suitable for building due to the extreme topographic relief and inaccessibility. Middleground viewsheds in private ownership are zoned Resource (See Map B-11) with the exception of the Gilman site which is zoned Residential / Suburban / Medium Density (R/S/M). Existing residential and mine related structural development at the Gilman site dominates the landmass perched atop towering cliffs. The designation of Gilman as a CERCLA Superfund site has discouraged rehabilitation or rehabilitation of the abandoned townsite, due to the financial liabilities associated with cleanup of the site.

Background views are of forested and alpine terrain, largely in its natural state, including impressive views of Notch Mountain. Private inholdings are zoned Resource, while USFS lands are designated as either 4B (wildlife habitat) or 8B, Congressionally designated Rare II Wilderness Areas (See Map B-12). Congressional designation as a wilderness area virtually assures that no significant change will ever occur to degrade the natural appearance of the background views.

**Existing Land Use and Protection: East side of Byway**

Between the southern city limits of Minturn and the mouth of Two Elk Creek, the eastern side of the Byway is dominated by the presence of the Eagle River, interspersed with a limited number of older residential units sandwiched in the narrow band between the roadway and the river. Limited vehicular access, the presence of the railroad, and limited private ownership of lands to the east of the river, serve to limit development within the middle and background views which are typified by steep hillsides and escarpments covered by sparse timber, grasses, and shrubs. Federal Land ownership predominates the middleground and background viewsheds, with 4B and 5A management areas prioritizing land use for wildlife habitat and winter range.

From Two Elk Creek south to the southern city limit of Redcliff, lands within the foreground, middleground, and background viewsheds are predominately in private ownership. Proximity of the road surface to the steep hillsides and cliffs adjacent to the east side of the roadway limit views to the foreground over much of this segment of road; and the extremely steep hillsides pose a significant constraint to development or egress from the roadway. Due to the severity of the terrain and the sensitivity of the

foreground viewshed, modifications to the upslope side of the road would be obvious and difficult to screen from view. Private lands between Two Elk Creek and Redcliff are currently zoned Resource (R), prioritizing the protection and enhancement of natural resources and open space (See Planning Map B-11).

Local concerns expressed during the bus tour of the Byway in the fall of 1995 included the proposed expansion of the Vail Ski Area into the area south of Two Elk Creek, and its potential to stimulate development of portions of the private landmass south of Two Elk, east of Gilman and north of Redcliff. It is highly unlikely that such development would be visible from the Byway, because of the topography and proximity of the roadway to the steep hillside to the east. The concern expressed was, rather, that if access to these private holdings was off of Battle Mountain and U.S. Hwy 24, the additional traffic volume would significantly increase safety and congestion issues on the roadway and through both Minturn and Redcliff.

#### **Land Use: Conflict Identification**

Resource protection concerns along road segment 024A145.832 were primarily limited to the potential for conversion of current open space areas to support intensive development of employee and second home infrastructure. Concern was expressed that, faced with increased development pressure and "deep pockets," current zoning that favors retention of the "rural character" of the Byway could be converted to more development intensive designations. Principal areas of concern were identified as:

- The Gilman Townsite
- The area east of the Byway between Two Elk Creek and the Town of Redcliff

#### **Intrinsic Qualities**

Identified intrinsic resources along Battle Mountain segment (024A145.832) are identified on Planning Map C-17, and include:

- (2) The historic townsite of Gilman, the adjacent "shanty town" in Rock Creek Gulch and the Historic Belden Mill site in the Eagle River Gorge
- (3) The Scenic and Geologic features of Battle Mountain Pass and the scenic overlook of Notch Mountain and Eagle River Gorge
- (4) The Steel Arch Bridge over the Eagle River at Redcliff and Lovers Leap, site of ancient Ute Indian legend
- (B) Historic community of Redcliff and the entrance to Shrine Pass, mecca for back country enthusiasts

Significant Viewsheds along the Battle Mountain segment of the Byway are illustrated on Planning Map C-18 and include:

- (18) Cross section of geologic time in the cliffs of the Eagle River Gorge
- Notch Mountain overlook
- Views of the Eagle River Valley to the north of Battle Mountain Pass
- Views of the steel arch bridge over the Eagle River at Lovers Leap

#### **Intrinsic Resource: Conflict Identification**

Concerns were limited to the general impacts on Byway resources associated with growth and subsequent changes in land use to accommodate human habitation. Specific resource issues included:

- Deterioration of structures and loss of historic integrity at the Gilman Townsite and Belden Mill site
- Fear that roadway improvements necessary to improve public safety could alter the identity of the Byway, by removing the sense of adventure associated with driving the curving, mountainous road carved into the imposing cliff face

#### **Section 024A145.832: Analysis**

Development pressures from the nearby Vail Valley are expected to continue to stimulate infill, conversion of existing land uses, and new construction on private lands along the segment of roadway from the southern city limits of Minturn to Redcliff's southern boundary (See Map B-10). Severe topographic constraints evident on Battle Mountain, and within the floodplain of the Eagle River, represent natural limits to the scope and type of development which can occur on privately held lands. These same physical and topographic constraints also serve to increase the visual sensitivity of the surrounding viewsheds and limit the ability to utilize topography and vegetation to screen or blend development into the natural surroundings.

The Resource (R) zoning designation (See Map B-11) allows Eagle County the jurisdiction to regulate private lands with an emphasis on preservation of open space and the rural character of the County, and to place conditions on land use that incorporate preservation of the intrinsic resources of the Byway.

U.S. Forest Service ownership and management direction limit changes that can occur within the existing middle and background viewsheds. The management of federal lands for wildlife habitat in the Eagle River Valley between Minturn and Redcliff is not likely to change in light of changes in private land use that are currently occurring in the nearby Vail Valley, which have had the net effect of reducing available winter habitat within the surrounding ecosystem. The Congressional designation of the Holy Cross Wilderness Area affords a high level of protection of visual resources within the background viewsheds of the Byway.

The two areas locally identified as having the highest potential for significant change are the abandoned Gilman Townsite, and the private lands south of Two Elk Creek adjacent to the proposed expansion of Vail's Back Bowls. Future use of the Gilman site is currently under the cloud of its CERCLA Superfund designation, which limits private interest in rehabilitation of the area for uses such as mining or employee housing. In the event that this cloud of liability is eventually lifted, the site could be rehabilitated at some point in the future. Given the severe topographic limitations of the site, it is unlikely that the boundaries of the townsite will ever expand beyond its current size, although the composition of its structures could change to accommodate higher densities, a change that would be in keeping with the R/S/M zoning currently in place. Such a change could, however, dramatically alter the historic significance and context of the site.

The poor physical condition of the structures within the town, resulting from years of abandonment and disrepair, could be improved if the site is rehabilitated, resulting in a more pleasing visual appearance. The addition of a Scenic Conservation Overlay

District could help to ensure that the visual appearance of new or rehabilitated structures would blend and harmonize with the striking backdrop of the upper Eagle River Canyon.

A primary concern expressed during the public input process was the potential increase in traffic that could occur if the Gilman site is rehabilitated. Given the current levels of congestion, the limited ability to increase roadway capacity, and the existing safety concerns on Battle Mountain, any rehabilitation plans for the site should include a transportation study and provisions for public transportation to reduce the potential impact.

The second area of potential change along this road segment is the area directly south of the proposed expansion of Vail's Back Bowls (above Two Elk Creek, east of Gilman, and north of Redcliff) (See Planning Map B-10). Access to this large expanse of private land is topographically limited, and could require egress points from U.S. Highway 24 on Battle Mountain. Although it is not likely that development would be visible from the Byway, additional traffic on the roadway could result in significant increases in safety concerns and congestion, and could reduce the level of enjoyment derived from use of the Byway. Any proposed development should address the impacts of safe access and additional traffic associated with its construction and habitation.

Improvements to the road surface and the geometric safety of the roadway from Minturn to Redcliff should be prioritized in light of the increased traffic that can be anticipated as a result of marketing of the Byway and increased development pressure. Specific areas of concern identified through the public process include: the S-curve at the north end of Battle Mountain, the lack of guardrails along the west side of the roadway, pullouts that encourage travelers to cross traffic lanes in areas of limited visibility, rockfall and avalanche danger, and the limited sight distance provided at the northern access road to Redcliff.

If this section of Byway is to meet the sometimes conflicting needs of its users, it must address the divergent speeds of commuters, striving to traverse the distance in the shortest possible time, and tourists attempting to soak in the scenery at a leisurely pace. Placement of pullouts that encourage tourists to safely leave the road surface to enjoy the scenery at their leisure should be considered. Pullouts should be marked well in advance to allow the traveler time to plan their departure from the travel surface, thus avoiding sudden or last minute decisions. Conformity in informational signage identifying upcoming pullouts could also serve to condition the traveler to the fact that any significant viewshed or resource will be served by safe pullouts, reducing the use of less safe "wide spots in the road." The paving of pullouts on this segment of road could improve ADA accessibility and public safety.

The public process also identified the concern that the underlying "mountain pass" character of this segment of the roadway, that makes it a more exciting experience for the Byway traveler than the alternative of traveling the I-70 corridor, not be lost in the effort to make it more safe. The inherent element of risk was considered one of the attractions of the Byway. The concern was also expressed that the straightening of curves and widening of the road surface would increase travel speeds, thereby exacerbating existing safety problems.

#### Recommendations

- The addition of a Scenic Conservation Overlay District should be explored to extend the County's ability to prioritize the protection of the outstanding scenic qualities of the Byway Corridor.
- Any rehabilitation plans for the Gilman site should include a transportation study and provisions for public transportation to reduce the potential traffic impacts.
- Any proposed development east of the Byway between Two Elk Creek and Redcliff should address the impacts of safe access and additional traffic on US Highway 24.
- An inventory should be performed to identify those pullouts that are suitable for emergency purposes only, as opposed to pullouts that are safe for use as scenic overlooks.
- Safe scenic pullouts should be improved to allow handicap access and year round maintenance, provide information and interpretation on the surrounding resources, allow for bus parking and emergency vehicle turn-around, and be signed far enough in advance to allow adequate time to anticipate and safely exit the road surface.
- A resource map, including the location of emergency phones, rest areas and safe pullouts should be made available at the entry portals to the Byway, to encourage travelers to stop only at areas determined to be safe.
- Historic structures in Gilman and Belden should be reviewed for historic designation and protection.
- Geometric safety improvements identified within the Inter-Mountain Region: Preferred Transportation Plan should be prioritized to accommodate anticipated increases in roadway utilization resulting from its Byway designation.
- Potentials for increasing intermodal and mass transit opportunities to reduce the number of vehicles using the road should be explored.
- The use of the Southern Pacific rail line and the old Stage road for a segregated bicycle / pedestrian path should be explored.
- Better communications for emergency response teams should be established to eliminate current "dead zones" around Battle Mountain.

**Camp Hale** Identifier 024A153.526**General Description**

The segment of U.S. 24 identified as 024A153.526 (See Map E-20) is a two lane minor arterial that extends for a distance of approximately 12.364 miles from the southern city limits of Redcliff to the summit of Tennessee Pass. From Redcliff, the roadway follows the gentle valley bottom of Homestake Creek before rejoining the Eagle River valley at the historic site of Camp Hale, home of the famed 10<sup>th</sup> Mountain Troops during World War II. From Camp Hale, the Byway ascends quickly to the continental divide and the summit of Tennessee Pass, at an elevation of 10,424 feet above sea level.

**Transportation System**

CDOT classifies the geometric deficiency of this segment of road at 10, indicating that a recognized need exists for improvements in the road to safely accommodate vehicular traffic. Geometric projects refer to such improvements as: addition of shoulder width; lessening of curve radii; increasing line of sight distances; addition of acceleration / deceleration, and passing lanes, etc., that serve to improve user safety and driving comfort levels. **Table A-13**, lists the improvement of 9.6 miles of this road segment, from the southern city limits of Redcliff to the base of Tennessee Pass, as project number 8 among the high priority geometric projects within the Inter-Mountain Transportation Planning Region. The remaining roadway from the base of Tennessee Pass to its summit has been identified as needing additional passing lanes, and is listed as project number 16 of the regional "high priority" projects on **Table A-13**.

Although both projects are ranked on the list of "high priority" projects within the Inter-Mountain Transportation Planning Region, no funding for implementation is currently foreseeable within the fiscally constrained budget. In light of budgetary constraints and the high cost of roadway improvements (estimated cost ~\$4.9 and \$1.4 million respectively), CDOT's recommendation for mitigating future congestion emphasizes getting more people riding in less vehicles (eg. car pooling, mass transit or commuter rail) rather than expanding highway capacity.

Forty accidents were recorded on this segment of road between 1990 and 1992, of which none were fatal. The Average Annual Daily Traffic (AADT) is listed as 1225 vehicles, including an estimated 93 trucks per day.

**Transportation System: Conflict Identification**

Public safety issues related to this road segment included:

- Frost heaves and surface degradation paralleling Homestake Creek from the southern city limits of Redcliff to the S-curve at Gold Park (Since this road segment provides one of the only straight-aways for miles, local commuters tend to travel in excess of safe speeds for the condition of the road surface in order to pass slower moving traffic through this area. This has resulted in a number of serious accidents;
- The S-curve at Gold Park, which has been the site of numerous accidents)
- Animal crossing area just south of the Gold Park S-curve
- The frost heaves on the steep road grade between Mitchell Creek and Camp Hale
- The 45 degree entrance to Forest Road 731 onto U.S. 24, which is almost completely hidden to southbound traffic

- Inadequate traffic data to accurately assess existing use and address future expansion
- Lack of emergency phones or restroom facilities
- Lack of informational signage providing adequate warning of upcoming pullouts or rest areas
- The S-curve just north of the summit of Tennessee Pass, as the road crosses Piney Creek
- Deterioration of the road surface
- Lack of adequate shoulder width, bike lanes or separated paths to accommodate non-vehicular modes of transportation
- The lack of acceleration / deceleration lanes at the turnoff to Ski Cooper and the Mitchell Loop trailhead at the summit of Tennessee Pass

#### **Existing Land Use and Protection: West side of Byway**

Over 90% of the land through which the Byway passes in this segment of the corridor is under the jurisdiction of the U.S. Forest Service. Exceptions along the west side of the roadway include several small, privately held parcels at: the entrance to Gold Park; at the northern end of Camp Hale; and across from the entrance of Forest Road 731 near the summit of Tennessee Pass (See Planning Map B-10: Land Ownership Matrix). Zoning of private parcels in Eagle County along the west side of U.S Highway 24 falls under the Resource (R) designation (See Map B-11), which was established to "...protect and enhance the appropriate use of natural resources including water, minerals, fiber and open space. The resource zone serves to maintain the open rural character of Eagle County."

Federal Lands along the western side of the Byway between Redcliff and No-Name Gulch, south of the Gold Park S-curve, are designated as 2B management areas (See Map B-12). 2B Management areas have been set aside to provide developed recreation in a roaded natural and rural setting. Acceptable uses can include such activities as picnicking, driving for pleasure, viewing scenery, fishing, snowmobiling and cross country skiing. Visual Quality Objectives state that: "Management activities are not evident, remain visually subordinate or may dominate, but harmonize and blend with the natural setting". These management directives are considered to be compatible with the protection and enhancement of the intrinsic qualities of the Byway. Background views are within the 8B wilderness management area.

Most of the valley floor from the southern limits of Redcliff to the Gold Park S-Bend represents high quality riparian and wetland habitat, under the protection of Section 404 of the Clean Water Act. Public input has identified the concern that development of a proposed dam near Redcliff, which would inundate this pristine valley, or water diversion projects transporting western slope water to the eastern slope, could significantly alter the visual appearance and accessibility of recreational opportunities in this section of the Homestake Valley.

From No-Name Gulch to the base of Tennessee Pass at the south end of Camp Hale, the area adjacent to the west side of the Byway is in management area 4B, where management emphasis is on the habitat needs of one or more indicator species. Recreation and other human activities are regulated to favor the needs of the designated species. Visual Quality Objectives mandate the design and implementation of management activities to blend with the natural landscape. These management

directives are considered to be compatible with the protection of the intrinsic qualities of the Byway.

Background views along this segment of the Byway are within Management Area 9B, which provides for increased water yield and improved timing through vegetative manipulation. In this management area, clearcutting is the harvest method used in all forest types. During, and immediately following clearcutting, the visual impacts of clearcutting can be dramatic, and to many, unsettling. The long term increase in vegetative diversity, however, can be pleasing to the eye, and can result in increased wildlife habitat and viewing opportunities. The determination of areas to be clearcut should be made with the Byway traveler as a critical viewer in mind.

From Camp Hale to the summit of Tennessee Pass, foreground views are once again within management area 2B, providing developed recreation in a roaded natural and rural setting. Middleground and background viewsheds are in 9B and the 8B Wilderness management areas. These management areas are considered to be compatible with the protection goals of the Byway.

From the intersection of Mitchell and Piney Creeks, to the point where US 24 crosses Piney Creek just north of the summit of Tennessee Pass, foreground views on the west side of the Byway are dominated by an extensive wetland system. Any proposed disturbance to this scenic array of beaver ponds, lush wetland vegetation and meandering stream channels would be subject to the provisions of Section 404 of the Clean Water Act.

#### **Existing Land Use and Protection: East side of Byway**

The east side of Highway 24, from the southern limits of Redcliff to the summit of Tennessee Pass is predominately held in Forest Service ownership. Exceptions include privately held lands at the Gold Park S-Bend, in the vicinity of McAlister Creek, at the north end of Camp Hale, and on Taylor Hill, just north of Tennessee Pass (See Planning Map B-10). All private parcels are within the Resource (R) zoning designation, (See Map B-11) which by prescription limits growth to low density development and favors maintenance of the open rural character of Eagle County. The privately held lands on Taylor Hill are, for the most part, not visible from the Byway.

Camp Hale, located in the broad expanse of the Upper Eagle River Valley is listed as a National Historic site in recognition of the significant wartime development of the area as a winter training site for the famed Tenth Mountain Division during World War II. Today the area supports both developed and dispersed recreation activities including snowmobiling, cross country skiing, four-wheel driving, hiking, biking, fishing, and hunting.

From the southern extents of Camp Hale to the summit of Tennessee Pass, foreground views along the east side of the Byway are within the USFS management prescription designated as 2B, providing developed recreation in a roaded natural and rural setting. Opportunities provided within this management prescription include such uses as driving for pleasure, viewing scenery, picnicking, fishing, snowmobiling, and cross country skiing. Visual Quality Objectives allow such management activities to be visually subordinate or to dominate, but mandates that they harmonize or blend with the natural setting. This management prescription is considered compatible with the goals and objectives of protecting the intrinsic qualities and encouraging use of the recreational opportunities available along the Byway.

Middleground views along the east side of the Byway from Camp Hale to the summit of Tennessee Pass are within the USFS management unit designated as 9B, which prioritizes increased water yield and improved timing through vegetative manipulation. Clearcutting is the harvest method used with all forest cover types. Within the foreground, middleground and background views, activities may dominate; but harmonize and blend with the natural landscape. The practice of clearcutting can cause temporary visual disruption during and immediately following application, but serves to open viewsheds, improve vegetative diversity and increase wildlife habitat and viewing opportunities in the long term. Clearcuts should be located and designed with the Byway traveler as a critical viewer in mind.

US Forest System lands in the middleground and background viewsheds directly east of the Summit of Tennessee Pass are designated as a 1B management area, allowing for the development of downhill and cross country skiing opportunities. Visual resources within the 1B management prescription are managed so that the character is one of forested areas interspersed with openings of varying widths and shapes. Facilities may dominate, but harmonize and blend with the natural setting.

Within this 1B management area are found the Ski Cooper alpine ski area and associated Piney Creek cross country trail system. These developed facilities not only provide recreational opportunities; but represent one of Colorado's first and most historic ski areas, having been used as the training hill for the famed Tenth Mountain Division during World War II. The current distance of the facility off of the Byway, combined with vegetative and topographic screening serve to limit the visual impact of trails and structures from the roadway. The 1B management prescription is considered compatible with the Byway goal of providing active and passive recreational experiences dependent upon the natural elements of the corridor's landscape.

#### **Land Use: Conflict Identification**

- Camp Hale is listed as a National Historic Landmark, but that designation does not provide significant protection against development of inholdings within the government ownership matrix.
- Abandonment of the Southern Pacific Rail line on the west side of the roadway could result in a change in land use.
- Front Range water interests could alter the current land use matrix through the creation of large scale water storage and diversion projects.

#### **Intrinsic Qualities**

Identified intrinsic resources along the Camp Hale segment (024A153.526) are identified on Planning Map C-17, and include:

- Camp Hale, site of the training center for the 10th Mountain Division during World War II, designated National Historic site - currently a high use recreational area offering both developed and dispersed opportunities for hiking, biking, cross country skiing, fishing, off-road vehicle use, and snowmobiling

Identified viewsheds of significance are identified on Planning Map C-18, and include:

- (17) The extensive wetlands and riparian ecosystem of Homestake Creek, from the southern access road into Redcliff to the Gold Park turn off

- (16) The view to the west from the Gold Park turn off, looking up the Homestake Valley
- (15) The views across Camp Hale at the surrounding amphitheater of high peaks
- (14) The views across the lush meadows of Mitchell Creek, set against the backdrop of Homestake Peak
- (13) The riparian and wetland ecosystem of Piney Creek, between Mitchell Creek and the Summit of Tennessee Pass and the views from the Summit of Tennessee Pass

#### **Intrinsic Resource: Conflict Identification**

The high percentage of Federally owned lands along this segment of the Byway was viewed as providing a significant level of protection for most of the Byway's resources. Specific concerns included:

- A proposed dam near Redcliff could inundate the Byway and the entire valley from the southern limits of Redcliff to the Gold Camp turn-off.
- Water transmission lines for the Homestake Water Project could scar the hillsides within this visually sensitive ecosystem.
- Over-use of the Camp Hale area could reduce its natural beauty and rural character.

#### **Section 024A153.526: Analysis**

Section 024A153.526 lies predominately within public lands administered by the US Forest Service, and is classified as Sensitivity 1 Level Travel Route in their Land and Resource Management Plan. Management direction states that: "*Desired Future Condition of the Scenery is to maintain the character of this sensitive corridor and preserve the views for the Wilderness area.*" Continued coordination with the Forest Service as the Forest Plan is reviewed and revised is recommended to ensure that this direction is maintained.

Private lands adjacent to the Byway are currently zoned Resource (R), which prioritizes retention of the rural open nature of Eagle County. The addition of a Scenic Conservation Overlay along this section of the Byway could strengthen the County's control over the appearance of development that may occur within the Byway viewsheds, without altering the underlying zoning.

Improvements to the road surface and the geometric safety of the roadway from Redcliff to the summit of Tennessee Pass should be prioritized in light of the increased traffic that can be anticipated as a result of marketing of the Byway and the increasing popularity of the Homestake Valley and Camp Hale areas as recreational destinations. Specific areas of concern identified through the public process include: the S-curves at the Gold Park turnoff and just north of Tennessee Pass, the surface degradation and frost heaves around the Hornsilver campground and on the grade below Mitchell Creek, the turnoff to Ski Cooper, and the blind intersection of Forest Road 731 and US Highway 24.

If this section of Byway is to meet the sometimes conflicting needs of its users, it must address the divergent speeds of commuters striving to traverse the distance in the shortest possible time, and tourists attempting to soak in the scenery at a leisurely

pace. Placement of pullouts that encourage tourists to leave the road surface to enjoy the scenery at their leisure, as well as passing lanes that allow commuters to drive at the posted speed limit, should be considered. Pullouts should be marked well in advance to allow the traveler time to plan their departure from the travel surface thus avoiding sudden or last minute decisions. Conformity in informational signage identifying upcoming pullouts could also serve to condition the traveler to the fact that any significant viewshed or resource will be served by safe pullouts, reducing the use of less safe "wide spots in the road." The addition of acceleration / deceleration lanes at major access points to Camp Hale and at the turnoff to Ski Cooper should also be considered.

#### Recommendations

- Consider the addition of a Scenic Conservation Overlay District along the roadway segment identified as 024A153.526.
- Channel tourists to safe scenic overlooks rather than emergency pullouts, provide adequate signage and forewarning of upcoming overlooks and points of interest.
- Increase lane and shoulder widths and add passing lanes between Redcliff and the Homestake S-Curve.
- Request improvements to the road surface and the geometric safety of the roadway from Redcliff to the summit of Tennessee Pass.
- Add acceleration/deceleration lanes at Ski Cooper and Camp Hale turnoffs.
- Coordinate with the Forest Service as the Forest Plan is reviewed and revised to ensure that the current level of protection is maintained.
- Monitor the abandonment proceedings of the SP/UP merger, work to retain the railroad corridor as either a commuter rail or as a railbanked bicycle/pedestrian trail.
- If water projects threaten to significantly alter the route or the resources of the Byway, seek to ensure mitigation of negative impacts to the benefit of the Byway.
- Work with CDOT to reduce the dangers associated with the S-Curves at the Homestake turnoff and at the crossing of Piney Creek near the summit of Tennessee Pass.
- Seek the removal of frost heaves in proximity to the Hornsilver Campground and below Mitchell Creek.

### Highway 91, Summit County, Colorado

In Summit County, U.S. Highway 91 extends for a distance of approximately 10.22 miles from its intersection with Interstate - 70 at Copper Mountain to the summit of Fremont Pass. CDOT has identified this section of road as a single segment (091A012.076) for purpose of identification.

Of its entire length, 5.79 miles are two lane roadway, 4 miles are three lane and .44 miles are four lane. The majority of the highway has a shoulder width of 4 feet or more, however, most of this shoulder width is unpaved and does not provide adequate surface width to accommodate inexperienced road bikers, forcing a condition of shared use of the roadway surface.

### Tenmile Canyon Identifier 091A012.076

#### General Description

The segment of Highway 91 identified as 091A012.076 (See Map E-21)) extends from its intersection with Interstate - 70 to the summit of Fremont Pass. Over the course of this Tenmile trip, the Byway climbs from an approximate elevation of 9600 feet at Copper Mountain, to an elevation over 11,300 feet msl. at the summit of the pass. The road climbs at an average grade of approximately 3%, with sustained road grades to 7%.

Approximately 65% of the roadway passes through privately held land, much of which is currently in use either in the active mining process or as a repository for mine waste from the Climax mine, located at the summit of Fremont Pass (See Map B-10). Reclamation, dust suppression, and revegetation efforts are currently underway on two of the three major tailings impoundments located in Summit County, while the third pond is being modified for clear-water storage.

The balance of the landmass adjoining the Byway is either privately held by the Copper Mountain Resort, or is under the jurisdiction of the U.S. Forest Service.

#### Transportation System

CDOT rates the geometric deficiency of this segment of road at 10, indicating that a recognized need exists for improvements to segments of the road to safely accommodate vehicular traffic. Geometric projects refer to such improvements as: addition of shoulder width, lessening of curve radii, increasing line of sight distances; addition of acceleration / deceleration and passing lanes, etc., that serve to improve user safety and driving comfort levels.

Fifty one accidents were recorded on this segment of road between 1990 and 1992, of which none were fatal. The Average Annual Daily Traffic (AADT) is listed as 3350 vehicles, including an estimated 261 trucks per day.

This section of road is more effectively viewed as consisting of three distinct segments, defined as follows:

TOP OF THE ROCKIES  
SCENIC & HISTORIC  
BYWAY

ROADWAY SEGMENTS

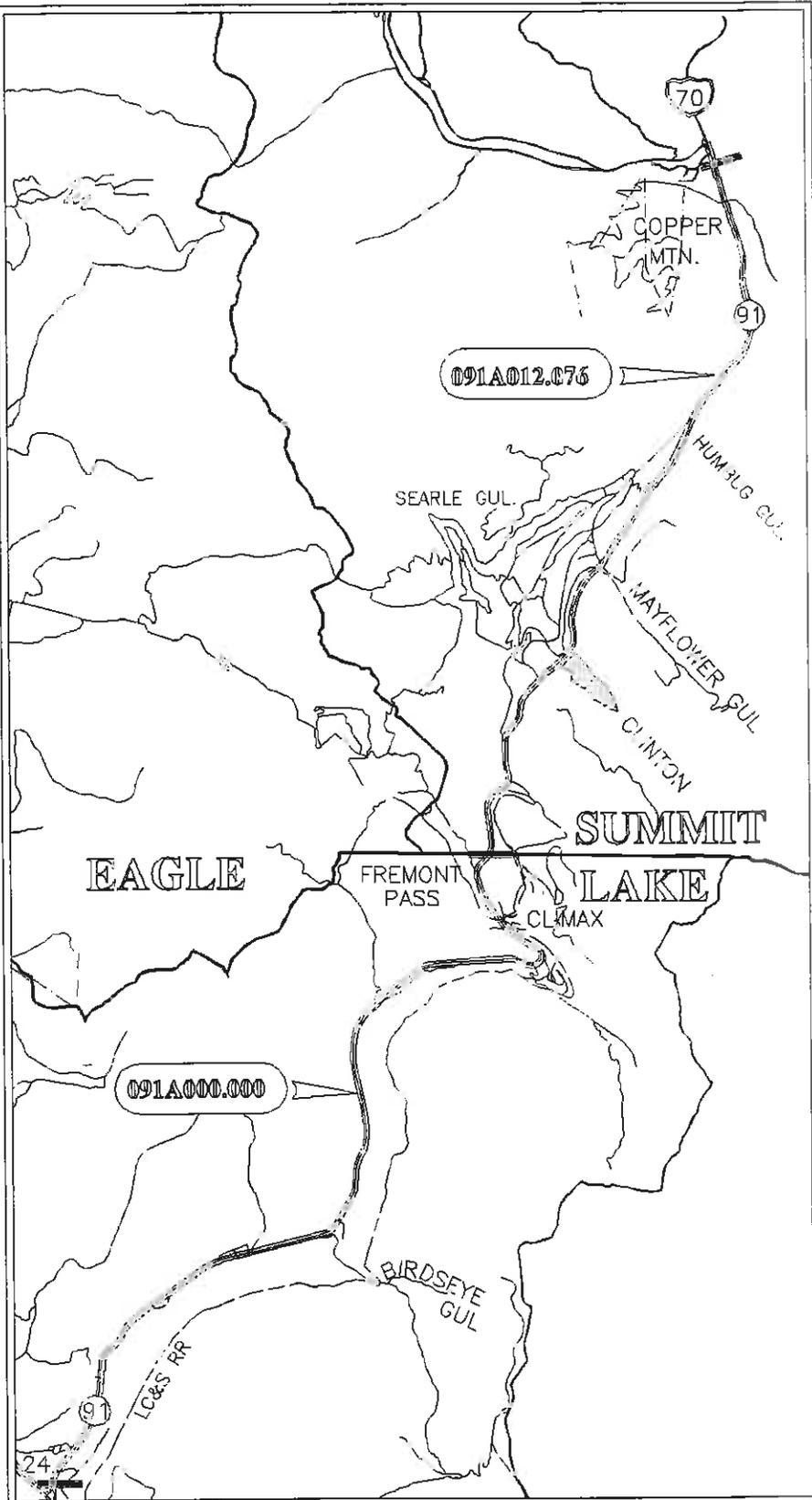
KEY

IDENTIFIER: 091A000.000

HIGHWAY 91 FROM IT'S  
INTERSECTION WITH U.S.  
HWY 24 NORTH OF  
LEADVILLE TO THE LAKE /  
SUMMIT COUNTY LINE

IDENTIFIER: 091A012.076

HIGHWAY 91 FROM THE  
LAKE/SUMMIT COUNTY  
LINE TO IT'S INTERSECTION  
WITH INTERSTATE 70 AT  
COPPER MOUNTAIN



- a) *Lower Tenmile Canyon Segment (mile 0.0 to 3.7)*  
Two lane minor arterial from the intersection of Hwy 91 and I-70, extending in a southerly direction for a distance of approximately 3.7 miles to the highway crossing over Tenmile Creek and the start of the three lane roadway section
- b) *Clinton Gulch Segment (mile 3.7 to 7.7)*  
The three lane minor arterial from the crossing of Tenmile Creek extending approximately 4 miles south to the end of the three lane roadway just south of Clinton Gulch
- c) *Fremont Pass Segment (mile 7.7 to 10.2)*  
Two lane minor arterial from the end of the three lane roadway south of Clinton Gulch, extending for a distance of approximately 2.5 miles to the Lake / Summit County line near the summit of Fremont Pass

The Lower Tenmile segment (a) is a winding section of two lane mountain road with limited line of sight distances, little or no shoulder width, no guard rails, no provision for bicycle or pedestrian traffic, and limited space to safely leave the road surface in the event of an emergency or to view the surroundings. High snowbanks during the winter months serve to further reduce visibility and safe egress areas. Approximately 3.1 miles of this road segment are listed as high priority geometric safety and reconstruction projects within the Preferred Transportation Plan for the Inter-Mountain Transportation Planning Region (Project numbers 3 and 10 illustrated on *Table A-13*), and carry an estimated combined price tag of \$2 million. Due to budgetary, right-of-way and physical constraints, the Regional Transportation Plan provides the following direction: "*Due to terrain limitations and right-of-way problems, the following strategies only should be considered: 1) Passing lanes wherever possible, 2) Expanded transit service (Bus only).*" This segment of the Byway was among the most frequently mentioned safety concerns identified in the public input element of the Corridor Management Planning process.

Current planning by Summit County's open space and trails department has identified and secured initial funding for the planning/construction of a parallel and separate bicycle / pedestrian trail along a historic railbed on the east side of Tenmile Creek, from Copper Mountain to the beginning of the three lane roadway segment.

The Clinton Gulch segment of roadway (b) was realigned and built in the mid 1970's to accommodate the construction of the northernmost of Climax's tailings impoundments, and consists of a high quality three lane road surface with guardrails, passing lanes, and adequate paved shoulder width to accommodate bicycle travel. Designated and maintained pullouts with adequate parking area for buses and large trucks are located at the base of Mayflower Gulch and at both ends of the Clinton Reservoir dam, providing spectacular views of the surrounding mountain cirques. Additional automobile parking is located on the west side of the roadway as it crosses Tenmile Creek (mile 3.7) at the north end of the segment, which acts as the access point to recreational opportunities in Searle Gulch. All of this segment is adjacent to privately held lands either currently or potentially impacted by mining activity.

The Fremont Pass segment of the roadway once again takes on the character of a winding two lane mountain road, which, due to its exposed position on the hillside

above the vast open expanses of the tailings impoundments to the west, tends to be subject to dangerous whiteout conditions when winter winds blow from the west and northwest.

Shoulder width to accommodate bicycle travel is limited to absent. One principal pullout on the west side of the this segment of the roadway overlooks the southernmost of Climax's tailings impoundments, which is currently being reclaimed. Interpretive signage providing information on the history of area, most specifically on the towns of Kokomo, Racine and Robinson that were inundated by construction of the tailings ponds is open on a seasonal basis. Due to the high elevation and exposure of the pullout, no winter maintenance is currently performed. The pullout offers one of the only views of the Mount of the Holy Cross available along the Byway, and it provides information on this historically significant and scenic Byway asset.

As with all segments of the Byway between the Lake / Summit County line and I-70, CDOT direction prioritizes the reduction of the number of vehicles through transit options rather than physical modifications aimed at increasing the road's capacity. No specific modifications to this segment of road are listed as high, medium or low priority projects within the Regional Transportation Plan. Vehicular and bicycle safety along this component of the Byway were major concerns of those members of the Byway community responding to the public participation element of the CMP.

#### **Transportation System: Conflict Identification**

Specific public safety issues related to the road segment identified as 091A012.076 included:

- The poor surface condition of the road at the crossing over Tenmile Creek (subsequently repaired)
- Un-signed animal crossing area in the lower Tenmile Canyon segment, between Graveline Gulch and the Copper Mountain Resort
- General surface condition and geometric safety issues related to the Fremont Pass and lower Tenmile segments
- Bicycle / pedestrian safety on the lower Tenmile and Fremont Pass segments of the Byway
- Congestion at the Copper Mountain entrance and Highway 91's intersection with I-70
- Whiteout conditions typical to the Fremont Pass segment of the road;
- Great disparity between speeds of commuters versus those of tourists, especially during peak commuter periods
- Lack of dependable maintenance of pullouts and parking areas during the winter months
- Inadequate traffic data to accurately assess existing use and address future expansion
- Lack of emergency phones or restroom facilities
- Lack of informational signage providing adequate warning of upcoming pullouts or rest areas
- Deterioration of the road surface

The concern was also raised that safety issues should be resolved before seeking National designation for the Byway, which could result in increased traffic and exacerbation of existing safety problems.

#### **Existing Land Use and Protection: West side of Byway**

Land ownership adjacent to the west side of the Highway 91 in Summit County represents a complex matrix of private and USFS lands (See Map B-10). From the intersection of I-70 and US Highway 91, and extending south for a distance of approximately one half mile, properties west of the highway are held in fee simple ownership by the Copper Mountain Resort. Properties directly adjacent to the highway are currently developed to provide support to the existing recreation based community. Dominant uses proximal to the Byway include: an extensive parking area, shielded from view from the Byway by a large, landscaped earthen berm, the maintenance shop, and the golf course. Middle ground views include trail and lift development on the mountain, as well as elements of the village.

In addition to county wide zoning ordinances, Copper Mountain's development is regulated under its Planned Unit Development (PUD) codes, which allow a mix of resort / recreation related residential, commercial and retail development on their properties. As a world class recreational amenity, the Copper Mountain Resort provides a wide array of active and passive experiences and opportunities to the Byway traveler. It is anticipated that structural development will continue to occur to meet increasing demand, both on the mountain and on private lands at its base, with a commensurate shift from rural to urban land use patterns.

From the southern end of the Copper Mountain properties to the Tenmile Creek crossing (mile 3.7), lands to the west of the highway are under US Forest Service jurisdiction, and are part of the Arapaho National Forest. Lands within the foreground viewshed are designated as 2A management areas, which allow for semi primitive motorized recreation including snowmobiling, four wheel driving, and motorcycling both on and off roads and trails. Visual Resources are managed so that management activities are not visible or remain visually subordinate. The 2A designation also allows past management activities, such as historical changes caused by early mining, logging and ranching to be present which are not visually subordinate, but appear to have evolved to their present state through natural processes. This management prescription is considered to be compatible with the goals and objectives of the Byway.

Middle and background views along this same segment (lower Tenmile Canyon) of the roadway are in a management area designated 1B, which provides downhill and cross country skiing on existing sites (See Map B-12). This management area is under lease from the Forest Service to the Copper Mountain Resort. Due to the steep topography and close proximity of the roadway to the base of the hillside, little of the actual ski area is visible from the Byway once the traveler enters lower Tenmile Canyon. Visual Quality Objectives in the 1B management area call for retention of the area's forested character, interspersed with openings of varying shapes and sizes. Facilities may dominate, but must harmonize and blend with the natural setting. The 1B allocation provides activities directly associated with and dependent upon the natural elements of the corridor's landscape, while providing opportunities for active and passive recreational experiences. As such, the 1B management prescription is considered to be consistent with the goals and objectives of the Byway.

From the highway crossing of Tenmile Creek (mile 3.7) to the Lake / Summit County line (segments b and c), all lands within the foreground and middleground viewsheds to the west side of the Byway are held in private ownership, with the primary landowner being Cyprus / AMAX, owners of the Climax Mine. With the exception of a small area of private land extending to the north of the intersection of Humbug Gulch and Tenmile Creek (see Map B-11), which is zoned Agricultural (A1), all private holdings are zoned

Mining (M1). Current land uses that are permitted, conditional, accessory, temporary or not allowed within these two zoning designations are listed in Appendix B **Tables B-16 A through E** of this report. In general, allowable uses include resource extraction, production, and manufacturing facilities, as well as commercial and accessory uses that have historically occurred on the site and contribute to its current appearance and economic impact upon the surrounding communities.

The role of the Climax mine as a major producer of molybdenum and other non-ferrous metals critical to the nation's defense and economy, as well as the establishment of our nation's position in international trade and the advancement of technology, has been one of historic significance. Few people outside of the nation's mining communities realize the enormous effort required, or the significant alteration of the physical landscape that results from the extraction of the raw materials that strengthen the steel in the car in which they are riding, make up the heater elements in their toaster, or conduct electrical current through their computer. As the Climax mine continues with the costly reclamation of the site, the opportunity exists to interpret the full cycle of mining activity, from resource extraction and production through returning the site to a more natural appearing element of the landscape. Education and interpretation can be an effective tool in providing an understanding of why the disturbance to the natural environment was necessary, and what is being done to mitigate that disturbance.

#### **Existing Land Use and Protection: East side of Byway**

Land ownership adjacent to the east side of the Highway 91 in Summit County represents a combination of private and USFS lands (See Map B-10). From the intersection of I-70 and US Highway 91, and extending south for a distance of approximately one half mile, properties directly adjacent to the east side of the highway are held in fee simple ownership by the Copper Mountain Resort. These lands were transferred to Copper Mountain as part of a land exchange with the US Forest Service.

Properties directly adjacent to this segment of the Byway are currently being used as a CDOT gravel storage area, and for dispersed recreational use. Structural development on the east side of Highway 91 is limited to the Copper Mountain sanitation plant and a service / convenience station. It is anticipated that increased demand for developable land, that cannot be accommodated in the existing Copper Mountain Village, will be shifted to the east side of the highway in future years. This expansion of the existing village could alter the appearance of the east side of the entry portal to the Byway from that of undeveloped open space to a more urban setting. County zoning regulations as well as PUD restrictions provide some level of visual protection, but will not change the overall impact of shifting from an undeveloped to a developed landscape. Planning should consider the byway traveler as a critical viewer.

From the southern end of the Copper Mountain private properties to the intersection of Humbug Gulch and Tenmile Creek, the Byway adjoins properties within the Arapaho National Forest. Foreground views are within a 2B management area, which provides the opportunity for outdoor recreation in a roaded, natural and rural setting, including developed recreation facilities and year round motorized and non-motorized recreation (See Map B-12). Motorized and non-motorized activities such as driving for pleasure, viewing scenery, picnicking, fishing, snowmobiling and cross country skiing are possible. Visual resources are managed so that management activities maintain or improve the quality of recreation opportunities, and may be subordinate or dominant,

but must harmonize and blend with the natural setting. This management prescription is consistent with the goals of the Byway.

Middle ground and background views are in a 3B management area which provides non-motorized recreation in a non-wilderness, semi-primitive setting, encouraging activities under natural conditions and remoteness from mechanized human activities. Visual resources are managed so that management activities are not evident or are visually subordinate. This management prescription is considered consistent with the goals and objectives of the Byway.

Private properties east of and adjacent to the Byway at the base of Humbug Gulch are zoned (A1), which prioritizes agricultural use of the land, including the raising of fish and livestock, boarding stables, commercial nursery, commercial and private mining, timber production, and sawmill operations. Permitted uses can also include retail and wholesale sales, and residential and non-residential sub-divisions, including employee housing.

From the base of Humbug Gulch to the Lake / Summit County line (segments b and c), all lands directly adjacent to the east side of the Byway are in private ownership, and fall under the Mining (M1) zoning classification (See Map B-11). Under this zoning classification, a continuation of past mining activities including resource extraction, production, manufacturing, and accessory uses can be expected to continue. The principal landowner along segments b and c is Cyprus AMAX.

Because the road is cut across the face of the west facing slopes, views to the east are limited in most areas to the cutslopes in the foreground viewshed directly above the road. The exceptions are the drainages that intersect the roadway at Mayflower, Clinton and McNulty Gulches (See Map C-18).

Mayflower Gulch presents one of the most dramatic viewsheds along the Byway, with a cirque of ragged peaks rimming a high alpine valley and forming the backdrop for the historic mining camp of Boston City. Year round recreational use of Mayflower Gulch by four wheel drivers, mountain bikers, hikers, snowshoers, cross country skiers and off road vehicles is supported by a substantial parking area adjacent to the Byway, and a 4WD road up the valley.

Clinton Gulch and the surrounding mountain cirque also provide a dramatic representation of the high alpine environment, with high rugged peaks and verdant forests reflected in the clear cold waters of Clinton Reservoir. The reservoir, originally built by AMAX, is now under the ownership of a consortium of water users, and is principally used to augment water utilized in the snowmaking process at nearby ski areas. The waters and adjacent lands are currently open to the public for recreational use, supported by parking areas at either end of the dam.

McNulty Gulch is located on properties that have been directly impacted by mining operations at the Climax mine. It acts as a repository for stockpiles of surplus ore and mine overburden. No public access is currently available as this area is part of an active mining operation. The foreground and middleground viewsheds visible from the Byway have largely been de-vegetated to accommodate material storage, while the background view of Bartlet Mountain bears witness to the effects of providing vehicular access to mining activities in the visually sensitive alpine environment above timberline. The location of McNulty Gulch on a horizontal curve in the roadway, and the absence of pullouts within the surrounding viewshed serve to limit visual exposure to the disturbed area to a fleeting glance.

From McNulty Gulch to the Lake / Summit County line, the east side of the Byway shows significant visual evidence of past and present mining activity, including road cuts, slurry lines, mine waste and ore piles, and the structures and equipment needed extract and reduce the raw materials to a salable product. These uses are commensurate with the intent of the M1 (Mining) zoning.

Reclamation efforts currently under way in this area, including the reduction of non-essential structures and re-sloping and grading of mine waste and ore piles, are helping to reduce the harsh nature of mining related impacts on the natural environment.

#### Land Use: Conflict Identification

Public scoping identified the following land use concerns:

- Retention and enhancement of access through Climax properties to recreational opportunities in Searle Gulch, the east side of Camp Hale and into Humbug Gulch were viewed as being an important element of protecting the intrinsic resources on the west side of Highway 91.
- The concern was also expressed that lands currently used for mining could someday become available for other uses, such as residential development, that could significantly alter the appearance of the Tenmile Basin.
- Concerns included the potential for future conversion of private mining claims in Mayflower, Humbug and Clinton Gulchs to residential or commercial properties, thereby altering the rustic setting and potentially reducing public access to this prime recreational area.
- Public concerns included securing public access into the future, and improving services and winter access to the pullouts and parking areas at Mayflower Gulch and Clinton Reservoir.
- Public concern was raised that changes in current land use stimulated by development of Copper Mountains "back side" could reduce or eliminate public access to recreational opportunities in the Tenmile Creek and Humbug Gulch area.

#### Intrinsic Qualities

Intrinsic resources identified along the Tenmile Canyon segment (091A012.076) are identified on Planning Map C-17, and include:

- (C) The vast array of developed year round recreational opportunities and traveler services available at the Copper Mountain Resort
- (7) The scenic and recreational qualities of Tenmile canyon, including its historic railbeds dating back to the "boom days" of Colorado mining and the resultant opening of the American West
- (8) Mayflower Gulch and the historic mining community of Boston City, site of year round recreational use within a classic alpine cirque
- (9) Clinton Gulch and Reservoir; water based recreation and scenic beauty in a relatively undisturbed alpine setting
- (10) Holy Cross Overlook and interpretive site, providing the best view of the Mount of the Holy Cross from the Byway, as well as interpretation of mining in the alpine environment, and the inundation of the mining camps of Racine, Kokomo and Robinson under the mine tailings ponds

Significant viewsheds along the Tenmile segment of the Byway are illustrated on Planning Map C-18, and include:

- (1) The viewshed of and within lower Tenmile Canyon, framed between the Tenmile Range to the east and Copper Mountain to the west
- (2) The view from the Byway into the high alpine cirque of Mayflower Gulch against the ragged skyline of Pacific Peak
- (3) The view to the west of the Byway into the high mountain meadows and tundra of Searle Gulch
- (4) The view across the cold, clear waters of Clinton reservoir against a backdrop of rugged mountain peaks
- (5) The view of Mount of the Holy Cross

#### **Intrinsic Resources: Conflict Identification**

- Potential loss of historic sites due to conversion of mining properties to residential use
- Potential loss of recreational access through private lands to USFS lands
- Potential for modification to the largely open nature of the basin resulting from conversion of land currently zoned agricultural or mining to commercial and residential use

#### **Section 091A012.076: Analysis**

The mandate of the Corridor Management Plan is to balance the conservation of the Byway's resources with the beneficial use and enjoyment of those same resources. Nowhere along the Byway is that challenge more evident than on the Tenmile Basin segment, which encompasses not only some of Colorado's most spectacular recreational, natural and scenic qualities, but also what was once the world's largest open pit and underground molybdenum mine. The keys to success lie in close coordination with and cooperation of the major players, and the commitment of the Byway communities to the goals and objectives of the Corridor Management Plan.

#### **Lower Basin**

The future of the lower Tenmile Canyon segment of the Byway (segment a) will largely depend upon the scope and magnitude of inevitable growth and development at the Copper Mountain Resort. Steady growth within the ski industry over the past three decades has fueled massive capital infusions into Colorado's world class ski resorts, including the opening of *Copper Bowl* in 1996. It is anticipated that the properties acquired by Copper Mountain through a recent USFS land exchange, east of Highway 91, will be utilized to help balance the increased growth on the mountain with support facility development in the base area. Any such expansion of the base area will be subject to County land use and zoning regulations. Assuming County approval, the resultant change in land use could replace what is currently open space at the northeast portal to the Byway with a more urban landscape. At the same time, the expansion will increase the level of services and recreational opportunities available to the Byway traveler.

Public concern has also been raised that private lands in the Tenmile basin to the southeast of Copper Bowl, currently zoned for mining and agricultural use, could

someday change hands and be re-zoned to support resort development on the "backside" of Copper Mountain. Such a re-zoning would represent a significant departure from the existing land use and character of the basin, and would require public input and county approval. At that time, design guidelines and recommendations for development along the corridor, intended to bring protection of the Byway's resources into the decision making process, could be prescribed as conditions of the approval. In the interim, a Scenic Conservation Overlay District could be incorporated into the Tenmile Basin Master Plan, which would retain the underlying rights and uses, while increasing the level of control over the placement and appearance of development within the scenic corridor.

Current management of US Forest Service lands in the lower basin are considered to be consistent with the goals and objectives of the Top of the Rockies Scenic Byway, and should be maintained in future revisions of their Land and Resource Management Plan.

#### Upper Basin

The primary character of the upper Tenmile Basin (segments b and c) reflects a legacy of almost 100 years of mining and related activity. Mineral extraction on Fremont Pass has had a perceptible impact that is oft times in stark contrast to the natural appearance of the surrounding alpine landscape. The scars tend to be visually dominant, and long lasting in the harsh climate above 10,000 feet. Modern mining practices and environmental law would not allow the level of devastation that resulted from mining around the turn of the century. Indeed, this has forced the cleanup and reclamation of many old mine sites along the length of the Byway.

Mining also formed the cornerstone of the state and local economies for almost a century. It stimulated the construction of the transportation systems in place today, was largely responsible for much of the high quality social infrastructure currently in place in surrounding communities (e.g. hospitals, schools etc.), provided critical materials for the nation's defense, provided many of the materials necessary for today's technological advances, and was a significant player in the saga of settlement of the American frontier. It is a significant piece of Colorado's history as well as its economic base.

Just as most people don't think of where the beef in their "quarter pounder" came from, the American public is largely unschooled as to where the high strength metals for automobile parts, or the silver that allows them to record their memories on film originated. As one of Colorado's few remaining hardrock mines, the Climax facility offers the unique opportunity for interpretation of the full cycle of mineral extraction, from chronicling the exploits of the first prospectors to ply the slopes of Bartlett Mountain, to explaining the massive reclamation effort currently underway in full sight of the Byway. Interpretation can serve to educate the public and stir an appreciation of the monumental human effort that was required to provide a growing nation with raw materials, especially in the harsh environment above 10,000 feet.

Protection efforts in the upper Tenmile Basin should be focused on maintaining a balance between: retaining the economic viability of mining; the preservation and interpretation of mining as an historic and natural resource; preservation of access to public recreation in Camp Hale, Searle, Mayflower, and Clinton Gulches; and enhancement of the viewsheds and natural resources of this unique mountain valley.

#### Recommendations

- Initiate cooperative efforts and partnerships between the Regional Byway Committee and private landowners, most specifically Cyprus / AMAX, to:
  - \* Reduce the visual impact of past and current mining disturbance
  - \* Interpret the historic significance of the site
  - \* Increase the level and availability of services for the Byway user
  - \* Retain recreational access through private lands
- Explore the potential for Summit County control of parcels deemed critical to future recreational access, by means of: fee simple acquisition; conservation land trusts; purchase options; landbanking; lease / management agreements; purchase of development rights; deed restrictions; purchase of a recreational easement through private properties or leaseback / sellback agreements to secure public access into Searle, Mayflower, Humbug, and Clinton Gulches and the eastern end of Camp Hale.
- Identify and mitigate visual impacts on the Byway through PUD restrictions, zoning ordinances and deed restrictions on all proposals for changes of use that could significantly alter the character of the valley.
- Work with the US Forest Service to identify private parcels necessary to secure future access to recreational opportunities on USFS lands, and to target their acquisition and inclusion into the Arapaho National Forest through land exchange.
- Recommend that the Tenmile Basin Comprehensive Plan incorporate a Scenic Conservation Overlay District and specific design guidelines for visually sensitive development along the Byway Corridor, to ensure the continuation of productive use of the land and its mineral resources, while including protection of the intrinsic qualities of the Byway in the decision making process.
- Work with CDOT to prioritize and fund needed improvements to the travel surface and geometric safety of the roadway for both vehicular and non-vehicular users.
- Public input has suggested that McNaulty Gulch is an area where the appearance of the resource might be significantly improved by softening the contours of the visible material piles and through revegetation efforts within the foreground viewshed.
- Incorporate Byway recommendations into existing or future community planning documents as a means of preventing the creation of an additional level of bureaucracy to be cleared by potential developers.

## Highway 91: Lake County, Colorado

In Lake County, U.S. Highway 91 extends from its intersection with US Highway 24 just north of Leadville to Lake / Summit County line at the summit of Fremont Pass, approximately 12.076 miles to the northeast (See Map E-21). CDOT has identified this section of road as a single segment (091A000.000) for purpose of identification. Highway 91 is listed as a Critical Travel Corridor in the Inter-Mountain Regional Transportation Plan.

Of its entire length, 9 miles are two lane roadway, 2.9 miles are three lane and .17 miles are four lane. The majority of the highway (85%) has a shoulder width of 6 feet or more, providing adequate paved surface to accommodate experienced road bikers as well as an emergency pull-off lane for motor vehicles.

**Climax** Identifier 091A000.000

### General Description

The segment of Highway 91 identified as 091A000.000 (See Map B-21) extends in a southwesterly direction from the county line separating Lake and Summit Counties to its intersection with US Highway 24, north of Leadville. This segment of the roadway passes through, or is adjacent to, a complex land ownership matrix including US Forest Service, Bureau of Land Management, State of Colorado and private lands (See Map B-10). Elevations along the roadway range from over 11,200 feet at the summit of Fremont Pass, to the Arkansas Valley north of Leadville at approximately 10,000 feet m.s.l.

### Transportation System

CDOT rates the geometric deficiency of this segment of road at 10, indicating that a recognized need exists for improvements to segments of the road to safely accommodate vehicular traffic. Geometric projects represent such improvements as: addition of shoulder width; lessening of curve radii; increasing line of sight distances; addition of acceleration / deceleration and passing lanes etc., that serve to improve user safety and driving comfort levels.

Fifty one accidents were recorded on this segment of road between 1990 and 1992, of which one was fatal. The Average Annual Daily Traffic (AADT) is listed as 4075 vehicles, including an estimated 289 trucks per day.

The segment of Highway 91, from the base of Fremont Pass to its intersection with US Highway 24 is listed as Geometric Safety project number five among the high priority transportation projects listed in the Inter-Mountain Transportation Planning Region, Preferred Transportation Plan (See **Table A-13**). The estimated cost of improvements is \$6.1 million. However, due to budgetary constraints, terrain limitations and right-of-way problems, CDOT recommends only the addition of passing lanes where possible, while prioritizing transit solutions that place more people in less vehicles as a means of accommodating anticipated increases in traffic volume.

The roadway between Leadville to the base of Fremont Pass is a two lane minor arterial with adequate paved shoulder width to safely accommodate experienced road bicyclists. It affords sufficient line of sight distances to provide frequent opportunities for passing. The final ascent from the base to the summit of the pass consists of sustained grades to 7% and elevations to over 11,300 feet above sea level. Vehicles tuned for ambient air conditions at sea level often experience a significant reduction in available horsepower, and subsequently find their vehicles laboring to maintain the posted speed limit during the steep climb. Climbing and passing lanes from the base of the pass to the entrance to the Climax Mine help to relieve congestion caused by slower moving traffic.

The Lake County Bicycle Trail Master Plan prioritizes construction of a separated multi-use trail making use of abandoned roads and rail lines of the Blue River Extension of the Denver Rio Grande Railway to reach the summit of Fremont Pass and connect with the Summit County Bicycle Trail System. This inter-county system would greatly reduce conflicts between motorists and non-motorized traffic between Lake and Summit Counties.

One major pullout currently serves to provide a scenic overlook from the summit of Fremont Pass into the headwaters of the Arkansas River. The pullout, maintained by Cyprus / AMAX, also provides wayside exhibits, interpretive displays of past and present mining equipment and technologies, and limited services. Line of sight distances and lane widths adjacent to the pullout are sufficient to allow vehicles to accelerate and decelerate safely when entering and exiting the parking area. Other pullouts include a rest area approximately ½ mile north of the Ossman Ranch (See Map C-17) and a widened gravel shoulder just south of the Ossman Ranch that provides a Division of Wildlife "Watchable Wildlife" viewing area of the elk herd that resides at the ranch during the winter and spring months.

#### **Transportation System: Conflict Identification**

Specific public safety issues related to the road segment identified as 091A000.000 included:

- Un-signed wildlife crossing area in the vicinity of the Ossman Ranch
- General surface condition and geometric safety issues
- Bicycle / pedestrian safety
- Chip seal resurfacing of the road surface with its resultant broken windshields and loose bicycle riding surface
- Great disparity between speeds of commuters versus those of tourists, especially during peak commuter periods
- Lack of dependable maintenance of pullouts and parking areas during the winter months
- Lack of emergency phones or restroom facilities
- Lack of informational signage providing adequate warning of upcoming pullouts or rest areas
- Inadequate traffic data to accurately assess existing use and address future expansion
- Decreasing radius curve and frost heaves at the Storke level switchback below Climax
- Lane demarcation in passing and climbing lanes that is dependent upon painted stripes, which disappear under the snowpack during the winter months

**Existing Land Use and Protection: West side of Byway**

Land ownership adjacent to the west side of the Highway 91 in Lake County represents a complex matrix of private, state, BLM and USFS lands. From the Lake / Summit County line and extending south for a distance of approximately 2.75 miles, lands adjacent to the Byway are in private ownership, with the dominant owner being Cyprus Amax (See Map B-10). Much of the landmass west of the highway along this segment of the Byway is located on Chalk Mountain, once the site of the Climax Ski Area. The mountain presents a predominately natural appearing backdrop and provides access to year round dispersed recreation opportunities including hiking, mountain biking, cross country skiing, and snowmobiling. Public access to and use of these recreational opportunities on and around Chalk Mountain is currently at the discretion of the private landowner.

Zoning along this 2.75 mile segment of Highway 91 is designated as Industrial Mining (IM), which was created for the purpose of establishing exclusive areas for the construction, fabrication, assembly, and other industrial processing of goods and other materials, and for mining, concentrating, refining, mixing or other related mineral extraction, processing, and disposal activities (See Map B-11). Dwelling units, when allowed in the IM zoning district, are permitted only when and if occupied by the owner, operator or caretaker of the allowed use. It is anticipated that with the scaling back of mining activities at the Climax Mine, which began in 1982, disturbed areas along the west side of the road will continue to be reclaimed and returned to a more natural appearing state.

The Industrial Mining district provides for a continuation of the utilization of the area for resource extraction, processing, and disposal, which is consistent with the goal of preserving the beneficial use of the Byway's resources. This same zoning designation could, however, allow the development of large scale industrial facilities and structures within the foreground and middleground viewsheds of the Byway as a use by right, which could significantly alter the open, rural appearance along the west side of Highway 91. Since such development would be a use by right inherent to the private ownership of the land, its appearance and location are largely at the discretion of the private landowner. Retention of the Byways' resources within this zoning district will depend heavily on forging a cooperative partnership with the private landowner to take the views from the Byway into account in all site planning.

Leaving private land approximately 2.75 miles south of the Lake / Summit County border, the roadway enters US Forest Service lands for a distance of approximately .9 miles (See Map B-12). Lands to the west of the roadway are designated as a 2A management area, which allocates the land to semi-primitive motorized use, such as snowmobiling, four wheel driving and motorcycling, both on and off roads and trails. Visual resources within the 2A management area are managed so that activities are not evident or remain visually subordinate. This management direction is considered consistent with the goals of the Byway.

The start of Forest System lands coincides with the start of a Lake County Scenic Conservation Overlay District (SCO), which continues in a southwesterly direction for approximately 8 miles to mile marker 1 on Highway 91, just north of Leadville (See Appendix F: Documentation). The SCO extends for a distance of 250 feet either side of the Highway 91 centerline, and overlays the standard zoning district. Any use by right or conditional use permitted in the underlying district is also permitted in the SCO district so long as that use meets the special conditions required in an SCO district.

These conditions were enacted to ensure that the scenic integrity of the surrounding viewsheds is not compromised by development within the SCO corridor, and include stipulations for increasing building setbacks from the Byway, encourage the use of natural and topographic screening, mandate the use of construction materials that blend harmoniously and inconspicuously with the indigenous landscape. They prohibit any use that blocks, impedes or otherwise obstructs or infringes on mountain, plains and valley views. This overlay district is considered consistent with the goals of the Byway.

Leaving Forest System lands, the roadway enters Bureau of Land Management jurisdiction for a distance of approximately 3.65 miles (See Map B-13). This area of BLM lands has been designated as a Visual Resource Management II Area (VRM II), in recognition of its high quality visual resources (See Map B14). The objective of the VRM II area is to retain the existing character of the landscape. The level of change to the characteristic landscape should be low. Management activities may be seen, but should not attract the attention of the casual observer. Any changes must repeat the basic elements of form, line, color, and texture in the predominant natural features of the characteristic landscape.

Management direction would retain VRM II management areas under BLM administration (not available for land exchange), and would protect them from mineral and right-of-way development (See Map B-15). Off highway vehicle use would also be limited. This management direction is consistent with the goals of the Byway.

Within this BLM land capsule, one small parcel of State Lands also abuts the western edge of the Byway (See Map B-13). State lands may be disposed of at the discretion of the State Land Board, and can be sold into the private sector for uses allowable within the underlying zoning district.

The underlying zoning on this segment of the roadway is Agricultural Forestry (AF), which was created for the purpose of protecting the productive agricultural and forested lands of Lake County and fostering the development of these lands with low density and relatively non-intensive uses and activities consistent with their agricultural and forestry characteristics (See Map B-11). This zoning designation is consistent with the goals of the Byway.

The southern boundary of the above listed BLM parcel lies approximately 7.2 road miles southwest of the Lake County/ Summit County line, at the approximate confluence of Birdseye Creek and the East Fork of the Arkansas River. From this point to its intersection with US Highway 24, lands adjacent to the west side of the Highway 91 form a checkerboard of BLM and private ownership as illustrated on Map B-10. BLM lands along this segment are all designated as Visual Management II Areas, indicating a high level of protection of the visual resource, and all are designated as Category II lands where retention under BLM ownership is prioritized. As such, BLM management along this segment of the corridor is consistent with Byway goals. lands where retention under BLM ownership is prioritized.

As indicated on Map B-11, private lands along the west side of Highway 91, from the approximate confluence of Birdseye Creek and the East Fork of the Arkansas are variously zoned as either: Agricultural/Forestry (AF); Recreational (RC); Business (B); Urban Residential (UR); or Agricultural/Residential (AR). As such, pockets of development can be expected to occur along this segment of the corridor, in a manner consistent with the patchwork of zoning designations. Because of the high visibility and limited topographic screening from the Byway, private lands within the foreground

viewshed adjacent to this segment of the corridor are considered to be in an area of elevated visual sensitivity.

Development along this segment of the corridor will be subject to the Scenic Conservation Overlay that is currently in place, as well as the regulations that apply to the underlying zoning.

#### **Existing Land Use and Protection: East side of Byway**

From the Lake/Summit County Line, and for a distance of approximately 2.75 miles, the east side of the Highway 91 in Lake County is adjacent to private lands, predominately held by Cyprus AMAX and zoned (IM) Industrial Mining (See Maps B-10 and B-11). Current land use is consistent with the zoning designation, and the site has undergone significant reclamation and removal of mining related structures over the past several years. Background views of the high peaks of the Mosquito Range to the south, which mark the headwaters of the Arkansas River are predominately under the jurisdiction of the US Forest Service, and are currently managed for semi-primitive motorized recreation (2A) or non-motorized recreation in a non-wilderness setting (See Map B-12). These uses are consistent with the Byway goal to balance the preservation and beneficial use of the surrounding resources.

Upon leaving private lands, the Byway passes through approximately .9 miles of land under the jurisdiction of the US Forest Service. Foreground and middleground views are managed for semi-primitive motorized recreation (2A), while the background lies in a non-motorized recreation area (3A). These uses are consistent with the goals of the Byway.

Leaving Forest System lands, the roadway traverses approximately 3.65 miles of land predominately under the administration of the BLM, to the approximate confluence of Birdseye Creek and the East Fork of the Arkansas River. BLM lands within the foreground and middleground viewsheds along the east side of the highway are in Visual Management II areas, indicating a high level of protection for the visual resource (See Map B-14), and are prioritized for retention as public lands (See Map B-15). Background views are within US Forest System lands managed for both semi-primitive motorized (2A) and non-motorized recreation. Both uses are considered consistent with the goals of the Byway.

Private inholdings within the BLM and Forest Service ownership along the east side of Highway 91 through this segment of the Byway are illustrated on Map B-10, and are zoned for residential/multi family (RM), Agricultural/ Forestry (AF) or Industrial mining (IM), as illustrated on Map B-11. The roadway segment is protected by a Scenic Conservation Overlay extending 250 feet either side of the centerline of Highway 91, and supports an expansive wetland and riparian community along the East Fork of the Arkansas River, which is afforded additional protection under Section 404 of the Clean Water Act.

Exercise of the uses by right associated with the landmass zoned Residential/Multi Family (See Map B-11) could alter the character of the subject area. Considering the proximity to Copper Mountain, it is conceivable that it may someday be developed to a much higher density than is currently in place.

From the approximate confluence of Birdseye Creek and the East Fork of the Arkansas River to the intersection of Highways 24 and 91, all lands adjacent to the east side of Highway 91 that fall within the foreground view are held in private ownership, with the exception of one small Category III BLM parcel that is subject to disposal by land exchange or other means (See Map B-15). Middle and background views are predominately under BLM control, and managed as Visual Management II Areas (See Map B-14). The foreground viewshed along the east side of the roadway from Birdseye Gulch to the road crossing over the Arkansas River is dominated by an expansive wetland, which affords it an additional level of protection under Section 404 of the Clean Water Act, as well as a 250 foot wide Scenic Conservation Overlay.

Private lands along this segment are principally zoned for Agricultural/Forestry (AF) or Business (B) uses (See Map B-11).

#### **Land Use: Conflict Identification**

Potential land use conflicts along Highway 91 from the Lake/Summit County border to its intersection with Highway 24 include:

- Potential for damage to the high quality wetlands that line the east side of the Byway if that land is developed
- Potentials for pollution of the high water table in the valley floor resulting from development
- Visual intrusions resulting from existing and future use of the East Fork of the Arkansas Valley as a high voltage transmission and natural gas corridor
- The Arkansas Headwaters Park does not extend to the actual headwaters, or even into the East Fork Valley
- Access to public lands in Birdseye Gulch are blocked by private owners

#### **Intrinsic Qualities**

Intrinsic resources identified along the Climax Canyon segment (091A000.000) are identified on Planning Map C-17, and include:

- (11) The interpretive pullout depicting the equipment and process of mineral extraction, provided by the Climax Mine at the summit of Fremont Pass
- (12) The Leadville, Colorado and Southern passenger rail, providing an historic tour through the high alpine environs of the Colorado Rockies
- (13) The Watchable Wildlife pullout at Ossman Ranch, provided by the Colorado Division of Wildlife to allow safe viewing of the resident herd of elk that winter along this segment of the Byway

Significant viewsheds along the Climax segment of the Byway are illustrated on Planning Map C-18, and include:

- (6) The viewshed from the summit of Fremont Pass, overlooking the headwaters of the Arkansas River and the upper Arkansas Valley
- (7) Views of the expansive wetland and riparian environment of the Upper Arkansas Valley, framed by the Mosquito Range to the south, Mount Zion to the north, and Mounts Massive and Elbert, Colorado's two highest peaks to the west

#### **Intrinsic Resource: Conflict Identification**

Potentials for conflict include:

- Loss of isolated historic structures or features to vandalism
- Loss of recreational access through private lands to USFS and BLM lands
- Loss of wetland habitat due to development
- Degradation of water quality due to development
- Loss of visual integrity due to accumulations of junk cars and trash, unkept yards and unmaintained signage
- Proliferation of high voltage transmission lines dominating the viewshed

#### **Identifier 091A000.000: Analysis**

The Highway 91 corridor through the East Fork Valley of the Arkansas River in Lake County is one of the closest developable private land masses to Copper Mountain, and provides the only transportation link between the affordable housing in Leadville and the employment base in Summit County. As such, it can be anticipated that the future will see greater demands placed on the transportation system and the social infrastructure along this segment of the Byway corridor.

CDOT lists Highway 91 as being congested in its current condition. This is especially true when peak commuter flows coincide with the height of the summer tourist season, or the peak of the winter ski season, when road conditions are at their worst. At such times, the diversity of travel speeds between tourists, unfamiliar with the roadway or with mountain driving in general, and commuters trying to reduce travel time to and from work, often combine to create frustration and unsafe driving conditions.

Right of way conflicts and the topographic constraints typical of the central Rockies serve to limit alternatives that involve physically expanding the size or carrying capacity of the roadway, as well as alternatives such as routing commercial traffic onto alternate business routes. State planning efforts to date have centered around finding ways to get more people to travel in fewer vehicles. In the absence of alternate routes or modes of transportation, efforts must be made to work within the existing physical constraints, and to seek innovative solutions that result in greater safety and more efficient use of the existing corridor.

The valley through which Highway 91 travels is also environmentally and visually sensitive. The narrow valley has a low visual absorptive capacity to shelter or hide manmade structures or intrusions, making the placement and appearance of future development critical to the retention of the visual resource. The presence of abandoned vehicles, high profile utility lines and accumulated trash were also noted as visual intrusions upon the landscape by participants in the Byway tour.

With the exception of the first mile north of the junction of Highways 24 and 91, and the last 2.5 miles before leaving Lake County, a Scenic Conservation Overlay District is already in place and extends for a distance of 250 feet either side of the centerline of Highway 91. Future development along this segment of the roadway will be subject to the conditions and stipulations of that district

**Recommendations**

Recommendations for preserving and enhancing the resources of the Byway and making it a safer experience include, but are not limited to:

- Sign wildlife crossing area in the vicinity of the Ossman Ranch.
- Actively pursue ISTEA funding for the general improvement of road surface conditions and to resolve geometric safety issues.
- Implement elements of Lake County's Bicycle Trail Master Plan to segregate bicycles from the main traffic flow on Fremont Pass.
- Seek maintenance alternatives to chip seal resurfacing of the road surface.
- Educate the commuting public of the importance of the Byway to their employers, and the need to be courteous to the visiting traveler.
- Increase the number of scenic overlooks and the traveler services available - provide adequate signed warning well in advance of their location.
- Seek government and private sector support for dependable maintenance of pullouts and parking areas during the winter months.
- Increase the availability of emergency phones or restroom facilities, especially near the summit of Fremont Pass.
- Collect traffic data to accurately assess existing use and address future demand.
- Work with private land owners to prevent loss of or vandalism to isolated historic structures or features deemed critical to the Byway's historic context - seek National Landmark designation if appropriate.
- Secure recreational access through private lands to USFS and BLM lands in Birdseye Gulch.
- Seek enforcement of existing ordinances regarding the removal of accumulations of junk cars and trash, unkept yards and unmaintained signage.
- Seek solutions for reducing the visual impact of transmission lines in new or upgraded facility development.
- Seek extension of the Arkansas Headwaters Park to its actual headwaters on Fremont Pass.

**Highway 24, Lake County, Colorado**

Within Lake County, U.S. Highway 24 is classified as a minor arterial roadway, and extends from the summit of Tennessee Pass at the Lake / Eagle County line in northern Lake County, to the Lake / Chaffee County line in southern Lake County. Highway 24 is listed as a Critical Travel Corridor within the Inter-Mountain Transportation Planning Region: Preferred Transportation Plan. The Byway shares the valley bottom with tributaries and the main stem of the Arkansas River from Tennessee Pass to the intersection of Highways 24 and 82, east of Twin Lakes. CDOT has broken this section of road into four segments that share common physical characteristics.

**Tennessee Pass Identifier 024A165.890****General Description**

The segment of U.S. 24 identified as 024A165890 (See Map 22) is a two lane minor arterial roadway that extends for a distance of approximately 10 miles from the Lake / Eagle County line at the summit of Tennessee Pass to the northern city limits of Leadville, Colorado. For the purpose of physical description, this segment of roadway is divided into three sub-segments, starting at the summit of Tennessee Pass and extending southward to the northern city limits of Leadville. The sub-sections are described as follows:

**Tennessee Pass**

The Tennessee Pass sub-segment extends for a distance of approximately 3.4 miles in a southerly direction from the Lake / Eagle County line. Surrounding topography consists of rolling hills with resultantly moderate roadway grades and curves. Vegetation is primarily mixed conifer forest interspersed with wet meadow and riparian habitats. The valley is confined to a width of no more than 1 mile, placing emphasis on the foreground and middleground viewsheds, and brief glimpses of the Sawatch Range in the background to the south, and Ski Cooper to the east.

**Escondido Flats**

At the base of the pass the Byway crosses Tennessee Creek and the valley broadens dramatically, flattening out to form the open ranch land referred to as Escondido Flats. Vegetation changes from mixed conifer forest to sage and grass lands, interspersed with expansive wetlands, primarily at the northern extents of the valley. Roadway grades are basically flat, with minimal centerline curvature.

Due to the vast open expanses, primary viewsheds are in the background, and include the Sawatch Range, that dominates the ragged horizon line to the west, and the more gentle rolling hillsides of Mount Zion to the east. Due to the open nature of the valley and the lack of screening vegetation or topography, the visual absorptive capacity along this segment of roadway is very low, indicating that man-built modifications and structures will be highly visible.

**TOP OF THE ROCKIES  
SCENIC & HISTORIC  
BYWAY**

**ROADWAY SEGMENTS**

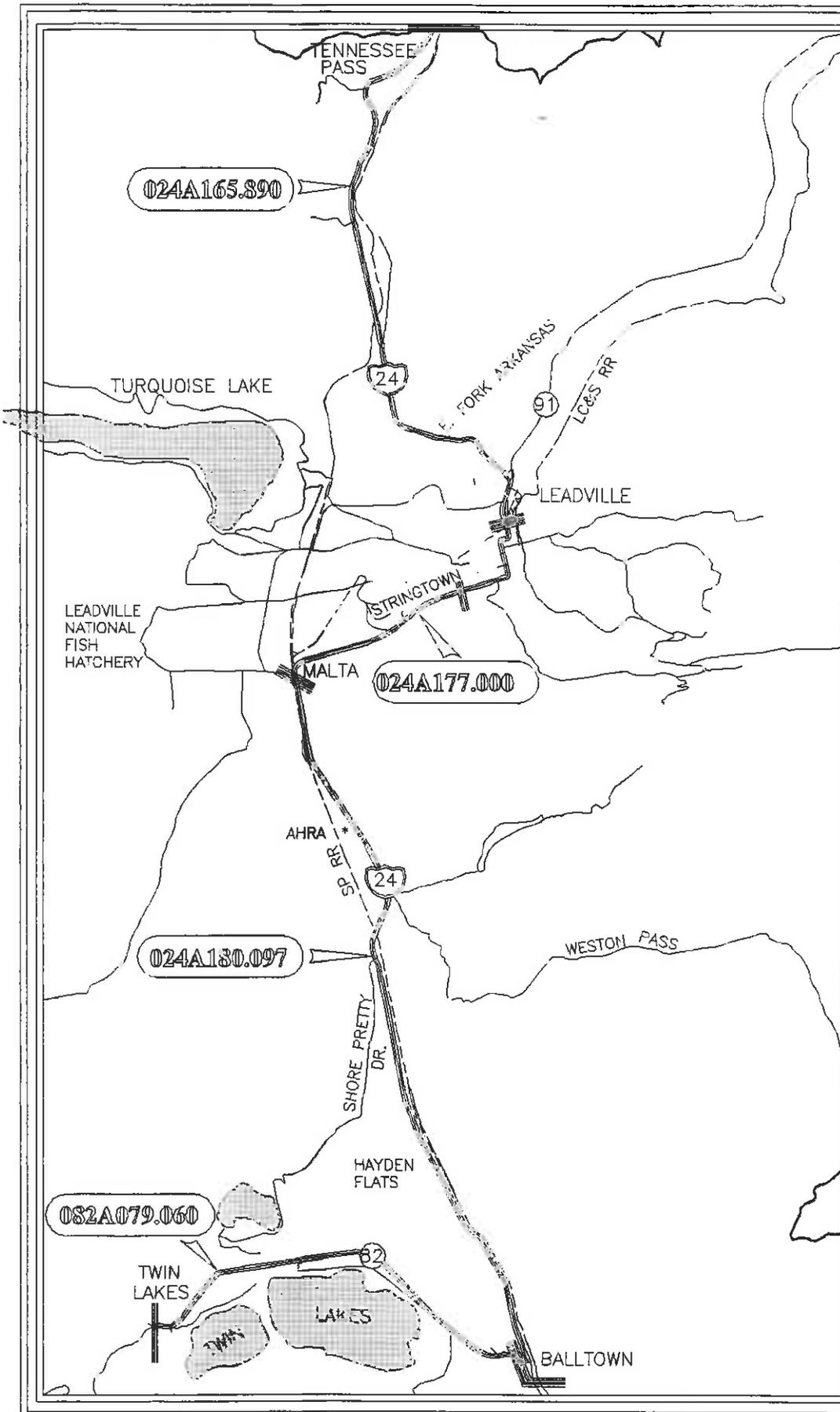
**KEY**

IDENTIFIER: 024A165.890  
HIGHWAY 24 FROM THE  
SUMMIT OF TENNESSEE  
PASS TO THE NORTHERN  
CITY LIMITS OF LEADVILLE

IDENTIFIER: 024A177.000  
HIGHWAY 24 FROM THE  
SOUTHERN CITY LIMITS OF  
LEADVILLE TO IT'S INTER-  
SECTION WITH STATE HWY  
300 AT MALTA

IDENTIFIER: 024A180.097  
HIGHWAY 24 FROM IT'S  
INTERSECTION WITH STATE  
HWY 300 AT MALTA TO  
THE CHAFFEE COUNTY  
LINE

IDENTIFIER: 082A079.060  
HIGHWAY 82 FROM  
COUNTY ROAD 26 IN THE  
TOWN OF TWIN LAKES TO  
IT'S INTERSECTION WITH  
HWY 24 AT BALLTOWN



#### East Fork of the Arkansas

The roadway leaves the open ranchland and re-enters a pine forest approximately 6.6 miles south of Tennessee Pass. Upon leaving the ranchland, the roadway drops down to the valley floor of the East Fork of the Arkansas River before crossing the drainage and climbing back up to the elevation of the City of Leadville. Vegetation includes lodgepole pine and sage associations, above the rivers ancestral floodplain, and willow / sedge communities typical of high elevation wetland and riparian habitats in the valley floor. Vegetation and the configuration of the valley tends to limit views primarily to the foreground, with glimpses of the background viewshed evident when looking up or down the river valley.

#### Transportation System

CDOT classifies the geometric deficiency of this segment of road at 10, indicating that a recognized need exists for improvements in the road to safely accommodate vehicular traffic. Geometric projects refer to such improvements as: addition of shoulder width; lessening of curve radii; increasing line of sight distances; addition of acceleration / deceleration and passing lanes etc., that serve to improve user safety and driving comfort levels. Currently, shoulder widths are not adequate to support safe use by bicyclists or pedestrians.

**Table A-13** lists the improvement of 3.4 miles of this road segment, from the Lake / Eagle County line to the base of the pass as project number 1 among the high priority passing lane projects within the Inter-Mountain Transportation Planning Region. The remaining 6.9 miles of roadway from the base of Tennessee Pass to the north city limits of Leadville has been identified as the number 1 Geometric Safety Project among the "high priority" transportation projects within the region.

Although both projects are ranked high on the list of "high priority" projects within the Inter-Mountain Transportation Planning Region, no funding for implementation is currently foreseeable within the fiscally constrained budget. In light of budgetary constraints and the high cost of roadway improvements (estimated cost ~\$1.4 and \$3.5 million respectively), CDOT's recommendation for mitigating future congestion emphasizes getting more people riding in fewer vehicles (eg. car pooling, mass transit or commuter rail) and the addition of passing lanes where possible.

Forty three accidents were recorded on this segment of road between 1990 and 1992, of which none were fatal. The Average Annual Daily Traffic (AADT) is listed as 5633 vehicles, including an estimated 321 trucks per day.

#### Transportation System: Conflict Identification

- Inadequate traffic data exists to accurately assess current use and address future expansion needs.
- Deterioration of the road surface and the use of chip seal resurfacing as a temporary fix, results in broken windshields and poor traction for bicyclists.
- Lack of adequate shoulder width, bike lanes or separated paths to accommodate non-vehicular modes of transportation
- Lack of emergency breakdown shoulders and well signed scenic overlooks

- Inadequate shoulder and lane width to protect emergency teams from passing traffic during accident response
- Frost heaves south of the Sylvan Lakes turnoff
- Lack of acceleration/deceleration lanes at the turnoff to Ski Cooper on the summit of Tennessee Pass
- Improper or inadequate superelevation of curves on Tennessee Pass and at the crossing of the Arkansas River just north of Leadville
- Lack of emergency phone service on Tennessee Pass
- Inadequate opportunities to safely pass
- Heavy dependency on Single Occupancy Vehicles - need for transit alternatives
- Speed limit and passing violations frequent - need greater enforcement presence
- Windblown snow reduces visibility on Escondido Flats.
- Cellular and radio dead spots and the lack of a common emergency frequency limit effective emergency communications and coordination.
- Lack of turn-around areas for large vehicles, including emergency and fire trucks, increasing emergency response times

#### **Existing Land Use and Protection: West Side of Byway**

As indicated on Planning Map B-10, the vast majority of land within the foreground viewshed adjacent to the west side of the Byway is in private ownership. Exceptions include:

- Lands adjacent to that segment of the roadway starting at the summit of Tennessee Pass and extending approximately 1.36 miles to the south are managed by the US Forest Service for roundwood (fuel) production (See Map B-12). Since the prescribed harvest method in Lodgepole forests is clearcutting, the potential for significant modification of the current forested setting exists. Since roundwood production also reflects the continued beneficial use of the Byway's forest resources by the local populace, and is intended to open up viewsheds, greater the health of the forest and increase forage for big game species, it is considered to be consistent with the goals of the Byway.
- A BLM parcel separates private lands in Sylvan Lakes and Crane Park from the private ranch land in the northern section of Escondido Flats. This parcel is listed as a Visual Management II Area which is consistent with the goals of the Byway (See Map B-14), but is also listed as a Category I parcel, indicating that it is prioritized for disposal by any means (See Map B-15). Transfer of the lands for private development could result in a change in the character of the viewsheds and land uses proximal to the Byway.
- A parcel of BLM land is located proximal to the highway crossing of the East Fork of the Arkansas River, approximately 1 mile northwest of the intersection of Highways 24 and 91. The small parcel has been designated as a Visual Management II Area, to protect the visual qualities of the site, and has been set aside as Category II management area, prioritizing its retention as public land. The area provides public access to the Arkansas River. Visual and management directives are consistent with the goals of the Byway.

Existing private land use along the west side of Highway 24 includes limited development within the Byway corridor in the form of:

#### Tennessee Pass

- Malley Meadows and Sylvan Lakes subdivisions on the west side of the roadway near the summit of the Pass, which are not visible from the Byway

#### Escondido Flats

- Active cattle ranching operations
- Several ranch buildings on Escondido Flats which are within the context with the ranching history of the area
- The Homestake Trout Club, which is not visible from the road

#### East Fork of the Arkansas

- Two trailer parks north of the Arkansas River that are highly visible from the Byway.
- The Grand West subdivision, which is not readily visible from the roadway. Properties owned by Grand West that lie within the riparian zone surrounding the East Fork of the Arkansas have been set aside as a wildlife preserve.
- Commercial and residential development are located between the intersection of Highways 24 and 91 and the north city limit of Leadville.

Zoning along the west side of Highway 24 is identified on Planning Map B-11, and provides for the following uses:

#### Tennessee Pass

Zoning along the west side of Highway 24 on Tennessee Pass is either identified as Recreational (RC) or Agricultural/Forestry (AF). Recreational districts restrict development to low to moderate densities of residential housing and predominately low intensity land use patterns, while Agricultural /Forestry limits development to low density and relatively non-intensive uses and activities consistent with their agricultural and forestry characteristics. These zoning districts are considered consistent with the goals of the Byway.

A Scenic Conservation Overlay, extending for a distance of 250 feet either side of center line provides additional resource and visual protection.

#### Escondido Flats

Zoning on Escondido Flats consists of Recreational (RC), Agricultural/Forestry (AF) and Industrial Mining (IM) districts. As listed above, the Recreational and Agricultural/Forestry designations are considered to be consistent with the goals of the Byway. The Industrial/Mining designation could allow for uses attendant to mining, gravel operations, manufacturing, repair, and storage that could significantly alter the bucolic character that currently defines the viewshed.

A Scenic Conservation Overlay extending for a distance of 1000 feet either side of the highway centerline would help to set such activities back from the roadway and control their physical appearance. Wetlands within Escondido Flats are protected under Section 404 of the Clean Water Act.

**East Fork of the Arkansas**

Zoning along the west side of this segment of Highway 24 consists of Business (B) and Urban Residential (UR) districts. These areas are in close proximity to the existing urbanized areas of Leadville, and provide outlying housing opportunities for the expanding population base. Development along this segment of the corridor could result in a change in the appearance and character of the visual resource.

Wetlands along the valley floor of the East Fork of the Arkansas are protected under Section 404 of the Clean Water Act.

**Existing Land Use and Protection: East Side of Byway**

As indicated on Planning Map B-10, the majority of lands located within the middle and background viewsheds on the east side of Highway 24 between Tennessee Pass and Leadville are in Forest Service ownership. Planning Map B-12 breaks out management direction, and identifies these National Forest lands as: (2B) Developed Recreation in a roaded, natural setting; (4D) Improvement of aspen stands to produce visual quality and plant and animal diversity; and (5B) Wildlife winter range, forage, and cover. These designations are considered to be consistent with the goals and objectives of the Byway.

BLM lands on the east side of this road segment are limited to two sites (See Planning Map 13):

- **Tennessee Pass**  
A BLM parcel separates private lands in Sylvan Lakes and Crane Park from the private ranch land in the northern section of Escondido Flats. This parcel is listed as a Visual Management II Area which is consistent with the goals of the Byway (See Map B-14), but is also listed as a Category I parcel, indicating that it is prioritized for disposal by any means (See Map B-15). Transfer of the lands for private development could result in a change in the character of the viewsheds and land uses proximal to the Byway.
- **East Fork of the Arkansas**  
A BLM parcel is located on the north side of the Arkansas approximately one mile northwest of the intersection of Highway's 24 and 91. This parcel is designated as a Visual Management II Area (See Map B-14) and is designated as a Category III parcel to be retained in public ownership (See Map B-15). Management direction for these lands are considered to be consistent with the goals of the Byway.

Existing development is limited to Ski Cooper, the small county owned ski area at the summit of Tennessee Pass, a horseback riding stable in Escondido Flats that is minimally visible from the roadway, and a trailer park at the north end of the East Fork sub-segment, that is highly visible. Between the intersection of Highways 24 and 91 and the northern boundary of the City of Leadville, highway businesses and traveler services are available.

Private land zoning adjacent to the east side of the roadway is predominately Agricultural /Forestry, the exceptions being the Recreational zoning district in place at Ski Cooper, the Industrial Mining district at the southern end of Escondido Flats, and the business zone located adjacent to Highway 24 between the intersection of Highways 24 and 91 and the north city limits of Leadville. With the caveats expressed earlier on potential changes that could occur in the Industrial Mining district, these zoning districts are considered to be consistent with the goals of the Byway.

#### **Land Use: Conflict Identification**

Potential land use conflicts would include:

- Large scale development on the visually sensitive landscape of Escondido Flats
- Potential degradation of wetlands and irrigated wet meadows in Escondido Flats commensurate with a potential change in land use to residential development
- Development of visually intrusive mining, manufacturing or storage facilities on private lands in Escondido Flats currently designated Industrial Mining
- Placement of sub-standard mobile homes in the existing mobile home parks
- Accumulations of abandoned vehicles and trash in the trailer parks
- Clear cutting of fuel wood within sensitive viewsheds
- Transfer of the Category I BLM properties on Tennessee Pass to private development interests

#### **Intrinsic Qualities**

Intrinsic resources identified along the Tennessee Pass segment (024A165.890) are identified on Map C-17, and include:

- (6) The recreational opportunities for hiking, alpine and cross country skiing, snowmobiling and biking available at the Ski Cooper Ski Area, Piney Run Nordic Center, and the Mitchell Loop, Lily Lake, Cooper Loop and Tenth Mountain Hut and Trail systems, all accessible from the summit of Tennessee Pass
- (14) The panoramic vistas of the Mounts Massive and Elbert and the Sawatch Range across the broad expanse of Escondido Flats, and the recreational opportunities available in the East Tennessee Creek drainage

Significant viewsheds along the Tennessee Pass segment of the Byway are illustrated on Map C-18, and include:

- (13) The viewshed from the summit of Tennessee Pass across the meadows and streams of Crane Park, set against the backdrop of Colorado's two highest peaks, Mount Elbert and Mount Massive
- (12) The expansive view of the Tennessee Creek Valley, Mount Zion, and the Sawatch and Collegiate Ranges across the open ranchland of Escondido Flats

#### **Intrinsic Resource: Conflict Identification**

- Lack of litter barrels and trash pickup result in accumulations of trash along the roadway
- Lack of safe pullouts to enjoy the vista's from Crane Park or Escondido Flats;
- Historic structures (eg. cabin beside road and old charcoal kilns in Crane Park, etc.) deteriorating and subject to vandalism
- Increased traffic resulting from Byway designation could cause an increase in the use and abuse of trailheads, rest area facilities, and recreational resources on Tennessee Pass
- The sweeping, wide open bucolic viewsheds across Escondido Flats, between the base of Tennessee Pass and the Mountain View Trailer Park, represent an expansive area of developable private land in close proximity to the Vail Valley. The open ranch land has a very low visual absorptive capacity, making potential development highly visible and intrusive upon the natural landscape.
- Development on Escondido Flats could alter the character of the landmass from rural ranch land to sub-urban sprawl.

#### **Identifier 024A165.890 Analysis**

Continued demand for new residential development and affordable employee housing in the Vail Valley, balanced against a finite amount of developable land within the confines of the valley itself, is constantly moving the acceptable and marketable sphere of development further from the resort core. Resort stimulated development is already evident as far away as Gypsum, 36 miles west of Vail.

The vast expanse of privately held, easily developed land south of Tennessee Pass is within twenty to thirty miles of the resort complex, and may see future development pressure as a result of its proximity to market and relatively low land and development costs in Lake County. Current ownership of many of the historic ranches in the Upper Arkansas Valley of Lake County is in the hands of a speculative land venture, formed for the purpose of purchasing and holding the lands and water rights for their future development potential.

In the event that the ultimate outcome of the SP / UP Railroad merger were to place the current rail into service as a commuter line, the ability to effectively move employees between Lake and Eagle County could make the land even more attractive for large scale employee housing. Vail currently has a proposal in to the Surface Transportation Board for such an acquisition, pending resolution of the UP's request to abandon the Tennessee Pass route.

The current CDOT assessment of Highway 24 is that it is already at or above its safe carrying capacity, and that right-of-way and topographic constraints severely limit physical improvement options. Primary strategies for resolving congestion and safety issues on this segment of the Byway focus on the movement of more people in fewer vehicles. The Colorado Passenger Rail Study has prioritized the Tennessee Pass route as one of its four top priorities for establishing a commuter rail demonstration project. Availability of the rail for the desired use is dependent upon the outcome of the SP/UP abandonment proposal, which is anticipated to be filed by the spring of 1998.

The replacement of ranchlands with residential, commercial or industrial development has the potential to significantly alter the character of the Byway.

#### **Recommendations**

The following recommendations are offered:

- Collect adequate traffic data to accurately assess current use and address future expansion needs.
- Improve the condition of the road surface.
- Provide adequate shoulder width, bike lanes or separated paths to accommodate non-vehicular modes of transportation.
- Provide additional emergency breakdown shoulders and well signed scenic overlooks, most specifically at Crane Park and Escondido Flats.
- Repair Frost heaves south of the Sylvan Lakes turnoff.
- Construct acceleration/deceleration lanes at the turnoff to Ski Cooper on the summit of Tennessee Pass.
- Repair improper or inadequate superelevation of curves on Tennessee Pass and at the crossing of the Arkansas River just north of Leadville.
- Provide emergency phone service on Tennessee Pass.
- Increase opportunities to safely pass.
- Encourage opportunities for transit alternatives.
- Increase enforcement presence.
- Create “living snowfences” to reduce windblown snow and loss of visibility on Escondido Flats.
- Work with providers to reduce cellular and radio dead spots along the Byway.
- Encourage the adoption of a common emergency frequency to increase effective emergency communications and coordination.
- Increase and sign turn-around areas for large vehicles, including recreational vehicles, commercial carriers and emergency and fire trucks.
- Ensure that any proposals for large scale development on the visually sensitive landscape of Escondido Flats consider the Byway user as a critical viewer in visual analysis.
- Ensure that development of mining, manufacturing or storage facilities on private lands in Escondido Flats consider the Byway user as a critical viewer in visual analysis.
- Support and seek enforcement of County ordinances that prohibit placement of sub-standard mobile homes in existing mobile home parks.
- Support enforcement of ordinances prohibiting accumulations of abandoned vehicles and trash along the Byway.
- Work with the USFS to ensure that the clear cutting of fuel wood does not degrade sensitive viewsheds.
- Work with the BLM to re-prioritize the classification of their Category I properties on Tennessee Pass to Category II to protect them from land transfer.
- Increase the presence of litter barrels and frequency of trash pickup along the roadway.
- Work with private landowners to protect historic structures (eg. cabin beside road and old charcoal kilns in Crane Park, etc.) from deterioration and vandalism.

**Highway 24: Leadville****General Description**

Highway 24 through the town of Leadville alternates between a two and four lane roadway, tightly constrained by the presence of structures built before the advent of the automobile. As was typical of the architectural style of the era, houses and commercial structures were built right up to the edge of the equestrian / pedestrian thoroughfare, leaving little or no room for roadway expansion to accommodate modern use.

As is the case in the Town of Minturn, the Byway is the main street through town, and no alternate commercial route currently exists. As such, local traffic, tourists, trucks, haz- mat and other commercial carriers must all share the limited surface capacity and on-street parking on this segment of the Byway.

**Transportation System**

No CDOT classification for this segment of the roadway is listed in the Inter-Mountain Planning Region: Preferred Transportation Plan, in large part because commercial cores and downtown areas typically provide parking as an alternative to pullout lanes, and sidewalks in lieu of shoulders. No provision for bicycles safety is currently in place within the city, however, completion of the Mineral Belt Trail will provide a bypass around the central core.

**Transportation System: Conflict Identification**

- Inadequate traffic data to accurately assess existing use and address future expansion
- Lack of adequate shoulder width, bike lanes or separated paths to accommodate non-vehicular modes of transportation
- Deterioration of the road surface

**Existing Land Use and Protection:**

Highway 24 through the City of Leadville is typical of the main street through most small towns in rural America, exhibiting a blend of surrounding retail, tourist services, commercial, and residential uses. The City of Leadville controls land use within its boundaries through the adoption of a set of Land Use and Zoning Ordinances. All land along this segment of the Byway is under private ownership, although the far distant views encompass lands administered by the US Forest Service and the BLM (See Map B-10). These uses are considered to be visually subordinate within the background viewshed, and are consistent with the goals of the Byway.

Where the downtown core differs from most, is in its designation as one of Colorado's largest National Historic Landmark Districts. As a National Historic Landmark District, the main street falls under additional levels of protection as well as collateral conditions under which historic funds and tax credits can be used to modify or alter the use and appearance of the facades of the structures.

#### **Land Use: Conflict Identification**

Conflicts perceived by the public included:

- Conflicts between the roadways function as a state transportation corridor and a small town, pedestrian/bicycle friendly main street
- Having the main street through Leadville under a jurisdiction other than the City

#### **Intrinsic Qualities**

Intrinsic resources inventoried along the Leadville segment of the Byway are identified on Planning Map C-17, and include:

- (D) The historic mining community of Leadville, North America's highest incorporated City and one of Colorado's largest National Historic Landmark District's
  - \* Home of the National Mining Hall of Fame and Museum
  - \* Home of North America's highest airport
  - \* Seventy square blocks of Victorian architecture
  - \* Twenty square mile historic mining district
  - \* Origin of the Tabor, Guggenheim and Boettcher fortunes
  - \* Home of the "Un-sinkable" Molly Brown

Significant viewsheds along the Leadville segment of the Byway are illustrated on Planning Map C-18, and include:

- (8) Leadville Panorama - 360 degree panorama of the Sawatch, Collegiate and Mosquito Ranges, (including views of four of Colorado's five highest peaks) Turquoise Lake, the Leadville Mining District and the Leadville National Historic District

#### **Intrinsic Resource: Conflict Identification**

Potential conflicts include:

- The appearance of the entrances to the town need to be improved.
- Power poles no longer in use, such as those at the old Denver and Rio Grande railroad yard are intrusions on the visual resource.
- Accumulations of trash and debris at the Apache Mill site are unsightly and detract from the appearance of the Main Street.
- More interpretation of historic features and structures is needed.

#### **Analysis**

Due to the historic nature of the infrastructure of the City of Leadville, little can be done to increase the roadway's capacity or its efficiency to act as a state thoroughfare. Traffic studies have identified the center of town as a "bottleneck" to traffic traveling Highway 24. Slow travel speeds through town do tend to limit the severity of accidents, but the number of intersections, the interaction of pedestrians and bicycles with vehicular traffic, and the additional dynamic of roadside parking combine to increase minor accidents.

Conversely, the presence of a state highway through the center of town limits the "user friendly" character of the main street. As a "Critical Travel Corridor" and a "Primary Hazardous Material Corridor", the route channels all manner of commercial, transit, haz-mat and private vehicles right through the retail and community core of Leadville.

Past exploration into creating an alternate route to bypass commercial and haz-mat traffic around the main street led to extreme controversy and fear that downtown businesses would suffer from the lack of traffic, and that residential areas would carry the brunt of the impacts from re-routing the state highway. With increased demand placed on the corridor in future years, the option may once again prove worthy of public discussion.

An additional concern is raised by the potential abandonment of the Southern Pacific Rail Line over Tennessee Pass. Hazardous materials currently traveling by rail along the north/south corridor may be diverted to rubber tire transport passing through the more heavily populated sections of town, increasing the odds of human contact with a serious spill or haz-mat related disaster, such as the acid spill on the SP line atop Tennessee Pass in the winter of 1995/96.

#### **Recommendations**

- Improve road surface conditions through the City of Leadville.
- Review the potential for a commercial bypass around the center of Leadville.
- Provide safe alternatives to riding bicycles on the road surface through the downtown area.
- Provide additional off-street parking alternatives to relieve parking and congestion problems, especially for oversize vehicles, RV's, buses etc.
- Improve the appearance of the entrances to the town.
- Remove power poles no longer in use, such as those at the old Denver and Rio Grande railroad yard, encourage underground installation of new or upgraded lines.
- Seek the removal of accumulations of trash and debris at the Apache Mill site.
- Provide more interpretation of historic features and structures in downtown Leadville.

**Malta** Identifier 024A177.00

#### General Description

The Malta segment of the Byway extends for a distance of 2.9 miles from the southern city limit of Leadville to the intersection of US 24 and Colo. Highway 300 at Malta. For most of its length, the roadway maintains a 3 to 4% grade from the Arkansas Valley bottom at Malta in an easterly direction to the City of Leadville. The roadway is basically straight and does not have adequate shoulder width to accommodate bicycle / pedestrian traffic. Views to the east are of the Mosquito Range, while views to the west are dominated by Mount Massive and the Sawatch Range.

#### Transportation System

CDOT classifies the geometric deficiency of this 2.9 mile segment of road at 10, indicating that a recognized need exists for improvements in the road to safely accommodate vehicular traffic. Geometric projects refer to such improvements as: addition of shoulder width; lessening of curve radii; increasing line of sight distances; addition of acceleration / deceleration, and passing lanes, etc., that serve to improve user safety and driving comfort levels. The Inter-Mountain Transportation Region: Preferred Transportation Plan recommends the widening of Highway 24 from two to four lanes from the south city limits of Leadville to the Chaffee County line

No funding for widening Highway 24 south of Leadville is currently foreseeable within the fiscally constrained budget. In light of budgetary constraints and the high cost of roadway improvements (in excess of \$6 million), this improvement is not listed among the "high priority" transportation projects

Eight accidents were recorded on this segment of road between 1990 and 1992, of which none were fatal. The Average Annual Daily Traffic (AADT) is listed as 3775 vehicles, including an estimated 253 trucks per day.

#### Transportation System: Conflict Identification

- Deteriorating road surface conditions over its entire length
- Lack of adequate shoulder width, bike lanes or separated paths to accommodate non-vehicular modes of transportation
- Inadequate traffic data to accurately assess existing use and address future expansion

#### Existing Land Use and Protection: North Side of Byway

As indicated on Planning Map B-10, virtually all lands within the foreground and middleground viewsheds as viewed from this segment of the Byway are in private ownership. The one exception is a small isolated parcel of BLM land north of the Malta curve which is not set aside as a Visual Management II area, and has been prioritized for disposal by exchange or other means. Due to its small size and location, its management and potential for disposal are considered inconsequential to the Byway planning process.

Far distant background views looking to the west are primarily under the administration of the US Forest Service, and are dominated by the Mount Massive Wilderness Area.

Management direction for the designated Rare II Wilderness area is considered consistent with the goals of the Byway.

To the east, privately held lands in the Leadville Mining District, and lands under administration of the BLM stretch all the way to the horizon line. Due to the historic significance of the mining district, and its relegation to the background viewshed, the visual impacts of past mining are considered to be consistent with the character that sets this Byway apart.

Private lands to the north of the Byway show many of the scars and effects of past mining operations, most specifically in the form of remnants of the numerous smelters that once occupied the Stringtown area. Large piles of slag, the vitrified byproduct of the smelting process, as well as the structures, blast furnaces and machinery that were used in the process still occupy the fore and middleground viewsheds just south of Leadville.

A fine line exists between a historical artifact and an accumulation of junk. It is not within the purvey of this plan to make that distinction, but to say that once that determination has been made, that which is junk should be removed, and that which possesses historical significance should be protected, restored as appropriate, displayed and interpreted to the benefit of the Byway traveler. What at first appears as a blight on the landscape can sometimes become a memorable treasure through the understanding and appreciation that comes from interpretation.

Traveling west along this segment of the Byway, existing land use includes an auto salvage yard (un-fenced), two construction storage areas (fenced or bermed) and a firewood stockpile area (un-fenced). The salvage yard was in place prior to ordinances requiring fencing, and has never been brought into compliance. Most participants on the Byway bus tour found this location to be an eyesore, and felt that its appearance detracted significantly from the overall character and visual experience of the Byway.

A rail loading area is also located at the western terminus of this segment, where Highway 24 turns to the south. In the event that the rail line is abandoned, it is assumed that all evidence of the rail siding and loading area will be removed.

Zoning along the north side of segment 024A177.00 is depicted on Planning Map B-11, and is comprised primarily of lands zoned for Industrial Mining (IM) and Business (B). As such, it can be anticipated that existing land uses will remain in place, and that the potential exists for expansion or new uses of a similar character to spring up as need dictates.

#### **Existing Land Use and Protection: South Side of Byway**

Upon traveling south from the City of Leadville, Highway 24 is bordered on the north and south by the town of Stringtown. this unincorporated community appears as a collection of shanties and trailer houses packed tightly to the road, with several roadside eating establishments. The community originally served the smelting industry, now a part of the past.

West and south of Stringtown is the Leadville Airport, the highest in North America. Surrounding lands are currently being studied for a possible airport industrial park,

which would not be visible from the Byway, but could add additional local traffic to the Byway. From the airport to the western terminus of this segment at Malta, little development exists, with the exception of one house and the Malta Schoolhouse, an historic structure that currently stands abandoned.

Current zoning provides opportunities for Industrial Mining (IM), Business (B) and Agricultural /Residential (AR) land uses. As this segment of the roadway provides some of the only highway frontage on U.S. 24 zoned to allow industrial and business uses, the potential exists for the southern entrance to the City of Leadville to become more commercialized and less rural in appearance.

The presence of fluvial tailings in the floodplain of California Gulch, which parallels US 24 along this roadway segment, and the designation of the drainage as a part of the California Gulch Superfund Site, could make the cost of cleaning up the site for future development prohibitive.

#### **Land Use: Conflict Identification**

- Potential for development of visually intrusive mining, manufacturing or storage facilities on private lands currently designated Industrial Mining
- Accumulations of abandoned vehicles and trash

#### **Intrinsic Qualities**

Intrinsic resources identified along the Malta segment (024A177.000) are identified on Planning Map C-17, and include:

- (15) The historic location and remains of the smelters that once processed and refined the rich ores of the Leadville district into bullion for transfer to the financial markets in the east
- (16) Malta, site of one of the first smelters in Lake County, and present day site of the "Little Red Schoolhouse," an historic link to early education in the central Rockies. Excellent views of the Sawatch and Mosquito Ranges

Significant viewsheds along the Leadville segment of the Byway are illustrated on Planning Map C-18, and include:

- (8) Views of the Sawatch and Mosquito Ranges over the Upper Arkansas Valley

#### **Intrinsic Resources: Conflict Identification**

Areas cited as being a threat to the integrity of the visual resources along this segment of the Byway included:

- Unfenced junk yard and abandoned filling station east of the Malta Curve
- Lack of access to and interpretation of the "Little Red Schoolhouse" at Malta
- Lack of interpretive signage at the site of the historic smelters

#### Analysis

The Malta segment of U.S. 24 is one of the most visually altered areas along the Byway corridor. Remnants of the smelters that once refined the metals extracted from Leadville's world class ore body lie in ruin, twisted vestiges of a bygone era, while slag piles fill the valley floor. The overall visual impression is one of an industrial boneyard in the midst of a spectacular high alpine valley.

Current efforts to remove human health and environmental risks of past mining activity are being undertaken as part of the California Gulch Superfund cleanup. Integral to that effort, a cultural resource inventory is being performed that will help to identify and sort out the "junk" from the artifacts of historical significance. Once identified, non-significant accumulations of debris should be removed, and historic sites and artifacts should be interpreted for the benefit of the local and visiting traveler of the Byway.

Every self sustaining rural community must set aside land for uses such as landfill, sewage treatment, industry, and businesses such as auto salvage and construction storage areas that may not be visually appealing, but provide a valuable service to the community. Site selection that makes use of topographic or vegetative screening and man-built techniques for shielding these activities from view along the Byway should be a top priority, especially at the entrance to the community, where the visitors first impressions are set. Future development along the Malta segment of the Byway should consider the Byway traveler as a critical viewer, and utilize development techniques that eliminate or reduce the level of manmade intrusion onto the visual landscape.

#### Recommendations

- Work with private landowners to find funding sources to be used for the fencing or other visual treatments necessary to eliminate or lessen the impacts of existing visual intrusions.
- Provide guidelines for visually sensitive development within the Industrial/Mining and business districts along the Byway corridor.
- Improve road surface conditions over its entire length.
- Provide adequate shoulder width, bike lanes or separated paths to accommodate non-vehicular modes of transportation.
- Collect traffic data to accurately assess existing use and address future expansion.
- Provide access to and interpretation of the "Little Red Schoolhouse" at Malta.
- Provide interpretive signage at the site of the historic smelters.

**Hayden 024A180.097****General Description**

The Hayden segment of the Byway passes through the ranchlands of the Upper Arkansas Valley, following both the course and gradient of the Arkansas River. Terrain is generally flat to rolling with minimal curvature in the roadway. Views are dominated by the Sawatch range to the west, and the Mosquito Range to the east. Vegetation is predominately grassland and sage, interspersed with riparian and wetland habitats proximal to surface and subsurface water sources.

**Transportation System**

CDOT classifies the geometric deficiency of this 10.33 mile segment of road at 10, indicating that a recognized need exists for improvements in the road to safely accommodate vehicular traffic. Geometric projects refer to such improvements as: addition of shoulder width; lessening of curve radii; increasing line of sight distances; addition of acceleration / deceleration and passing lanes etc., that serve to improve user safety and driving comfort levels.

The Inter-Mountain Transportation Region: Preferred Transportation Plan recommends the widening of Highway 24 from two to four lanes from the south city limits of Leadville to the Chaffee County line. No funding for widening Highway 24 south of Leadville is currently foreseeable within the fiscally constrained budget. In light of budgetary constraints and the high cost of widening US 24 (in excess of \$6 million), this improvement is not listed among the "high priority" transportation projects

Eight accidents were recorded on this segment of road between 1990 and 1992, of which none were fatal. The Average Annual Daily Traffic (AADT) is listed as 3775 vehicles, including an estimated 253 trucks per day.

**Transportation System: Conflict Identification**

Specific concerns related to Highway Safety along this segment of the Byway included:

- Driveways and trailer park access points hidden by vertical curves along the "Downen Tract" section of the roadway just south of Malta
- Lack of shoulder width to accommodate emergency vehicular pull off and bicycle / pedestrian traffic
- Inadequate traffic data to accurately assess existing use and address future expansion
- Deterioration of the road surface

**Existing Land Use and Protection: West Side of Byway**

The west side of U.S. 24 from Malta to Balltown is predominately ranchland, presenting wide open vistas of the Upper Arkansas River Valley against the backdrop of Mount Elbert and Mount Massive, Colorado's two highest peaks. Scattered ranch buildings add to the sense of place, while grazing cattle and sheep compliment the bucolic character of the setting. The southern end of the Hayden segment diminishes in width

as the Byway enters a short canyon, its steep hillsides limiting views to the Arkansas River and foreground features.

Due to the flat terrain and the dominance of grassland vegetation, foreground and middleground viewsheds within the Hayden Flats segment of the Byway exhibit a low visual absorptive capacity, that is; the ability to accommodate man-built structures or activities without significantly intruding upon the natural appearance of the visual landscape.

The primary man-built influences within the valley include a proliferation of high voltage transmission lines, which stand in stark vertical contrast to the flat grasslands of the valley floor, and the Southern Pacific railroad line, which is a constant companion to the roadway through this segment, seldom out of visual range as the two corridors share the valley floor with the meandering course of the Arkansas River.

The west side of the Byway is largely undeveloped, with the exception of two small mobile home parks at the northern end of the segment near Malta, and a restaurant and tourist cabins located at the intersection of Highways 24 and 82 at Balltown. The Pan Ark Lodge Motel also occupies a place along the west side of the roadway, and is located just north of the historic Hayden Ranch, with its hay barns bunk houses, corrals and outbuildings weathered by the ravages of time.

Foreground and middleground viewsheds are primarily in private ownership, with the exception of the State School Lands and BLM parcels illustrated on Planning Map B-10.

- State lands are currently used for cattle grazing, but can be put to any use deemed beneficial to generation of revenue for the state's K-12 public school system, at the discretion of the State Land Board. Current use is consistent with the character and historic use of the land.
- BLM lands on the west side of the Hayden segment, as illustrated on Planning Maps 14 and 15, are currently managed in coordination with adjacent USFS lands for the benefit of wildlife habitat and winter range. Because they are largely invisible from the Byway, they are not currently afforded additional protection as Visual Management II areas. Due to their value as wildlife habitat, they have been designated as Category II lands, prioritized for retention in the public land base. This management direction is considered consistent with the goals of the Byway.

Background views are predominately under U.S. Forest Service administration, and include the Mount Massive Wilderness Area as well as lands designated principally for wildlife habitat (4B), winter range (5B) and non-motorized recreation in a non-wilderness, semi-primitive setting (3A). These management prescriptions are considered to be consistent with the goals of the Byway. (See Map B-12)

Private land zoning is predominately Agricultural/Forestry (AF), which was created for the purpose of protecting the productive agricultural and forested lands of Lake County and fostering the development of these lands with low density and relatively low intensive uses and activities (See Map B-11). A seven mile section of the roadway, extending from Crystal Lakes to the start of the canyon at milepost 189, has the additional protection of a Scenic Conservation Overlay District, extending for a distance of 1000 feet either side of centerline. This zoning designation is considered to be consistent with the goals of the Byway.

Exceptions to the Agricultural/Forestry zoning district include: a small area zoned for Business use (B) south of State Highway 300 and west of U.S 24, which is the site of an existing trailer park; an area zoned Recreational within the canyon section of the road; and an area zoned for residential/multi-family north of Highway 82 and west of U.S. 24. Due to the highway's proximity to the steep canyon walls, this area is not highly visible from the Byway.

### **Existing Land Use and Protection: East Side of Byway**

As indicated on Planning Map B-10, the majority of the land adjacent to the east side of the Byway in the Hayden segment is in private ownership. Exceptions within the foreground and middleground viewsheds include those BLM parcels illustrated on Planning Map B-14, of which only the parcels at Dry Union Gulch and across the Arkansas River from Balltown are listed as Visual Management II Areas. All parcels within the Hayden segment are, however, prioritized for retention as BLM properties, offering the level of protection inherent to public lands. BLM management direction is considered to be consistent with the goals of the Byway.

Background views are predominately under U.S. Forest Service Administration, and are managed for wildlife winter range, forage and cover (5B), roundwood (fuel) production (7D), and wildlife habitat (4B and 4D). Management and visual quality objectives on Forest System lands are considered to be consistent with the goals of the Byway.

Existing use includes limited residential development on both large tracts and in small sub-divisions, ranching on large tracts, and high voltage transmission corridor and sub-station development. Topography consists of rolling hills against the backdrop of the Mosquito Range. Vegetation on south and west facing hillsides proximal to the Byway is predominately sagebrush and sparse grass, interspersed with riparian and wetland vegetation near the river and subsurface water sources.

Zoning of private land east of U.S. Highway 24 is illustrated on Planning Map B-11, and includes: Agriculture/Residential (AR); Recreational (RC); and Agricultural/Forestry (AF). Agricultural/Residential and Agricultural/Forestry districts both prioritize low density residential uses in the rural, traditionally agricultural areas of Lake County. Recreational zoning allows low to moderate densities and low intensity land use patterns of mixed use. These zoning designations are intended to retain the rural character of the landscapes surrounding the Byway, and are considered to be compatible with the goals of the Byway. Additionally, a Scenic Conservation Overlay District provides supplemental protection to the visual resources along 7 miles of the segment, from Crystal Lakes to the start of the canyon at mile marker 189 (See Planning Map B-10).

### **Land Use: Conflict Identification**

- Roundwood production (firewood) in Forest unit 7D proximal to Dry Union Gulch could be visible from the Byway. Prescribed treatment is clearcutting;
- BLM parcels visible above the east side of the Arkansas River within the canyon section are not currently protected under the Visual Management II designation;
- Highly sensitive hillsides within the canyon section of the corridor are not protected by the Scenic Conservation Overlay District;

**Intrinsic Qualities**

Intrinsic resources identified along the Hayden segment (024A180.097) are identified on Planning Map C-17, and include:

- (17) Upper Arkansas Headwaters Recreation area and park, including an interpretive pullout and access to fishing opportunities in Crystal Lake
- (18) Access to the Leadville National Fish Hatchery, the oldest such facility west of the Mississippi River. Interpretive and educational displays. Access to the Mount Massive Wilderness area, Colorado Trail and thousands of acres of hiking, cross country skiing, fishing and wilderness trekking
- (19) View of historic charcoal kilns used by early miners to reduce timber to charcoal for use as fuel for the smelters prior to the arrival of the railroads and the introduction of coke as a smelter fuel
- (20) Shore Pretty Drive, an unpaved alternate route to Twin Lakes, was once part of the Rainbow Highway, and passes through the historic "Derry Dredge" placer mining district at the base of Mount Elbert
- (21) The Hayden Ranch once produced a significant portion of the hay and livestock needed to support mining in the pre-combustion engine era. Historic buildings set against a backdrop of Colorado's highest peaks.
- (22) The Old Stagecoach Road to Leadville parallels the Byway along the east side of the Arkansas River.

Significant viewsheds along the Hayden segment of the Byway are illustrated on Planning Map C-18, and include:

- (9) The panoramic view of the upper Arkansas Valley and the Sawatch and Mosquito Range's
- (10) The canyon from the southern end of the Hayden Ranch to the intersection of the Arkansas River and Lake Creek

**Intrinsic Resource: Conflict Identification**

- Barns and other historic structures of the Hayden Ranch are deteriorating.
- The "Old Stage Road to Leadville" on the east side of the Arkansas River is being bulldozed to provide access to private holdings.
- The charcoal kilns located on private lands northwest of the intersection of U.S. 24 and Shore Pretty Drive are deteriorating.
- The Leadville National Fish Hatchery is in danger of losing federal funding for operations and maintenance.
- The historic Derry Dredge placer mining operation has no interpretive signage or displays.
- High voltage transmission lines detract from the natural appearance of the valley.

**Analysis**

Commuter traffic between the bed base in Leadville and the resort employment sources in Summit and Eagle Counties has significantly less impact on the roadways south of Leadville than those to the north, as only a small percentage of the work force of Lake

County lives within this census tract. Principal traffic generators therefore tend to be local, commercial, and tourist oriented. Resultantly, public concerns expressed relative to the divergent needs and travel speeds of the commuter versus the tourist on the highway system north of Leadville were not mirrored on those sections of the Byway south of town.

Highway 24 between Bailtown and Malta has a geometric deficiency rating of 10, indicating substandard lane and shoulder widths. A popular biking route between Leadville and Aspen, this segment of road offers no shoulder or lane surface for separating vehicular and non-vehicular modes of traffic, forcing bicyclists to share the roadway with passing vehicles. Widening the roadway to current CDOT standards, as is suggested in the Preferred Transportation Plan for the Inter-Mountain Transportation Planning Region, would increase the safety of all users.

In the event that the Surface Transportation Board (STB) authorizes abandonment of the Southern Pacific rail line from Sage to Canon City, the Heart of the Rockies Historic Corridor Steering Committee, in cooperation with Colorado State Parks and the Bureau of Land Management, is currently preparing a feasibility study for conversion of the railbed into a multi use trail corridor. Should all rail options for future use of the corridor fail, a request that the corridor be railbanked will be submitted to the STB to preserve the continuity and integrity of the corridor. Such a trail would provide an alternative to cycling or walking on the roadway.

The potential for abandonment of the rail line from Sage to Canon City could also cause locally generated freight, currently being loaded onto gondola cars at the Malta siding, to be transported over this segment of the Byway on rubber tired vehicles, increasing truck traffic, highway maintenance costs and the potential for hazardous material accidents.

Emergency breakdown shoulders or pullouts, as well as scenic overlooks are limited along this segment of the roadway, and with the exception of the gateway pullout for the Arkansas Headwaters Recreation Area, they are poorly marked. As a result, it is not uncommon to find tourists parked along the side of the active traffic lane taking pictures or taking in the scenic beauty. Well signed overlooks at key viewing locations would help to reduce this dangerous practice. There are currently no roadside emergency phones, and with the exception of the Arkansas Headwaters / Crystal Lakes pulloff, there are no roadside rest facilities along this segment of the Byway.

Much of the private ranchland along the Hayden segment of the Byway is currently controlled by a private venture, whose expressed intent is to hold the land and associated water rights for their future development potential. In the event that this potential is someday realized, land use within the valley could shift from agricultural to suburban, significantly altering its current bucolic character. Given the topography and vegetative cover typical to the valley floor, such development could be highly visible from the Byway. Options should be explored for preserving critical viewsheds through the use of protection measures outlined in Section 3: Protection/Preservation Strategies.

#### Recommendations

- Work with CDOT to provide better line of site visibility of driveways and trailer park access points hidden by vertical curves along the "Downen Tract" section of the roadway just south of Malta.
- Increase shoulder width to accommodate emergency vehicular pull off and bicycle / pedestrian traffic.
- Collect traffic data to accurately assess existing use and address future expansion;
- Improve the condition of the road surface.
- Work with the US Forest Service to ensure minimal visual impact of clearcutting in Forest unit 7D proximal to Dry Union Gulch that could be visible from the Byway.
- Work with the BLM to protect parcels visible above the east side of the Arkansas River within the canyon section with a Visual Management II designation.
- Work with Lake County to extend the Scenic Conservation Overlay District for a distance of 250 feet either side of the highway centerline from mile marker 189 to Balltown to protect the visually sensitive hillsides within the canyon section of the corridor.
- Work with historical preservation groups and private landowners to stabilize and protect barns and other historic structures of the Hayden Ranch from further deterioration - provide a pullout and interpretive signing.
- Work to ensure that current work on the "Old Stage Road to Leadville" on the east side of the Arkansas River is done in a manner that does not destroy its historic significance or introduce fill material into the waters or wetlands of the Arkansas River.
- Work with historical preservation groups and private landowners to stabilize and interpret the charcoal kilns located northwest of the intersection of U.S. 24 and Shore Pretty Drive.
- The Leadville National Fish Hatchery is in danger of loosing federal funding for operations and maintenance.
- Provide interpretive signage or displays highlighting the historic Derry Dredge placer mining operation on Shore Pretty Drive. Provide signage on the Byway directing travelers to this historic site and the alternative route to Twin Lakes.
- Work to ensure that zoning regulations regarding the placement of any new high voltage transmission lines in the Hayden flats area are strictly enforced to eliminate additional visual intrusions that detract from the natural appearance of the valley - encourage the consolidation or burial of existing lines in any transmission line upgrade projects.

## Highway 82, Lake County, Colorado

State Highway 82 in Lake County is classified as a Major Collector roadway, and extends in a westerly direction from its intersection with US Highway 24 to the summit of Independence Pass at the Lake / Pitkin County line. Highway 82 is a designated State Scenic Highway, and provides seasonal access to the City of Aspen over Independence Pass. The Byway incorporates the first 6.2 miles of the Highway from US 24 to the western boundary of the village of Twin Lakes. The roadway follows the Lake Creek drainage to the two lakes for which the town of Twin Lakes was named, and provides one of the most scenic backdrops in the State of Colorado. The village of Twin Lakes lies at the northwest corner of the upper lake, at the foot of Mount Elbert, Colorado's highest peak.

**Twin Lakes** Identifier 082A079.060

### General Description

State Highway 82 rises up from the valley floor of the Arkansas River and across the terminal moraine that blocked the flow of Lake Creek to form Twin Lakes. Set in an amphitheater of towering peaks that include Mount Elbert, Quail Mountain, Mount Hope, Twin Peaks, Rinker Peak and La Plata Peak, the lakes reflect the classic high alpine setting that leaves an indelible scene etched in the mind of the visitor.

### Transportation System

CDOT classifies the geometric deficiency of this 6.2 mile segment of road at 4, indicating a high quality roadway meeting most state geometric safety standards. Only the winding one mile section of roadway from its intersection with US Highway 24 to the Twin Lakes Dam does not provide adequate shoulder widths to safely accommodate bicyclists and pedestrians. The remaining roadway provides a minimum of six foot of shoulder width, much of it paved, to accommodate vehicle breakdown, emergency pull-off and bicycle / pedestrian safety.

Given the excellent rating for the roadway, no plans for improvement are currently listed in the high or medium priority transportation projects in the Preferred Transportation Plan for the Inter-Mountain Transportation Planning Region.

One accident was recorded on this segment of road between 1990 and 1992, which resulted in a fatality. The Average Annual Daily Traffic (AADT) is listed as 1175 vehicles, including an estimated 71 trucks per day.

### Transportation System: Conflict Identification

Specific issues related to roadway safety on Highway 82 were identified through the bus tour and the public involvement process, and included:

- Speeding through the Town of Twin Lakes
- Sharp curves and lack of guard rails on the first mile of the roadway from its intersection with U.S. 24 to the Twin Lakes Dam

- Lack of adequate shoulder width, bike lanes or separated paths to accommodate non-vehicular modes of transportation between U.S. 24 and the Twin Lakes Dam
- Deterioration of the road surface between U.S. 24 and the Twin Lakes Dam
- High frequency of big game animals crossing the highway with no warning signage
- Inadequate traffic data to accurately assess existing use and address future expansion

#### **Existing Land Use and Protection: South Side of Byway**

As illustrated on Planning Map B-12, lands on the south side of the Byway from the Twin Lakes dam to the Town of Twin Lakes are principally in U.S. Forest Service ownership, and are administered as wildlife winter range habitat (5B), developed recreation in a roaded natural and rural setting (2B), and non-motorized recreation in a non-wilderness, semi-primitive setting (3A). These management prescriptions are considered to be consistent with the goals of the Byway.

Quail Mountain, which forms the southern backdrop to the lakes has been designated as a 1B-2, potential winter sport site. In the event that further study were to determine that the site was viable, and proponent interest were generated, an Environmental Impact Statement would be required under the National Environmental Policy Act to determine, among other elements, the visual impacts of development on users of the Byway.

The area of the Twin Lakes Dam and the Twin Lakes Power Plant are administered by the Bureau of Reclamation as part of the operating plan for the Fryingpan Arkansas water project. Lands situated proximal to the Byway between the dam and the intersection of Highways 24 and 82 are in private ownership and currently accommodate low density residential development, and a commercial establishment at the intersection of two Highways. Zoning of private lands includes Agricultural/ Forestry (AF), Recreation (RC) and Business (B) districts. A Scenic Conservation Overlay District also provides additional protection along the south side of the Byway within 1000 feet of the highway centerline from the dam to the Town of Twin Lakes. Current zoning is considered to be consistent with the goals of the Byway.

#### **Existing Land Use and Protection: North Side of Byway**

Properties along the north side of the Byway on Highway 82 consist of both private and Forest System lands, as illustrated on Planning Map B-10. Forest System lands are designated for management as winter range (5B) and developed recreation (2B), and are considered to be consistent with the goals of the Byway (See Map B-12).

Private land use is illustrated on Planning Map B-11, and consists primarily of lands zoned Recreational (RC), which allow for low to medium density residential development. Current use is consistent with that designation, as witnessed by a small number of homes on the south facing hillside above the Byway. North of the intersection of Highways 24 and 91 is a small area zoned for Residential/Multi Family (RM) that has been developed for mobile homes. Increased development of this area has the potential to be visible from the Byway.

Private lands within and surrounding the Town of Twin Lakes are zoned for Business (B) and Recreation (RC), and are considered to be consistent with the goals of the Byway.

A Scenic Conservation Overlay District exists along the north side of the Byway between the Twin Lakes Dam and the Town of Twin Lakes. The overlay extends for a distance of 250 feet to the north, as measured from the centerline of the highway.

#### Land Use: Conflict Identification

- Development of properties north of Highway 82 and west of Highway 24 as Residential/Multi Family (RM) could alter the rural appearance and character of the entrance to Twin Lakes
- Increased use of the Byway could impact the management of wildlife winter range
- Increased visitation could over burden the limited public facilities within the Town of Twin Lakes

#### Intrinsic Qualities

Intrinsic resources identified along the Twin Lakes segment (082A079.060) are identified on Planning Map C-17, and include:

- (E) The Town of Twin Lakes was once the center of commerce for miners in the Granite Mining District, as well as a stage stop along the Leadville to Aspen Stage line. Since before the turn of the century, Twin Lakes has been a favorite summer vacation destination, offering fishing, camping, boating, sightseeing, hiking, biking, four wheel driving, snowmobiling and back country skiing. The Town of Twin Lakes has been designated as a National Historic Landmark District.
- (23) Twin Lakes was originally one of Colorado's largest glacially formed lakes. The dam at the east end of the lower lake has expanded the lake surface as part of the Frying Pan Arkansas water project. One element of the water project was the construction of a pumped storage generation plant, which currently houses an interpretive center on the north shore of the lower lake.
- (24) The Interlaken Resort was built in the late 1870's to cater to the growing number of wealthy individuals whose toils in the mines had paid off. During its heyday, the Interlaken demanded a higher lodging fee than the Broadmoor in Colorado Springs, and ferried guests to the hotel in a thirty foot yacht. The Interlaken is listed as a National Historic Landmark District.
- (25) Mount Bump is an interpretive site located in the vicinity of a 1200 year old Indian camp. Visitor services and an ADA accessible recreational walking tour are provided.

Significant viewsheds along the Twin Lakes segment of the Byway are illustrated on Planning Map C-18, and include:

- (11) The Twin Lakes amphitheater viewshed features the deep clear waters of Twin Lakes nestled in a rim of spectacular mountain peaks, including Mount Elbert, Colorado's highest peak.

#### **Intrinsic Resource: Conflict Identification**

- Increased visitation resulting from the marketing of the Byway could overburden the infrastructure of limited private and public services, such as restrooms, parking, litter control etc.
- Increased traffic through the village of Twin Lakes could result in congestion that is out of character with the village setting

#### **Analysis**

The section of the State Highway 82 from U.S. Highway 24 to the Town of Twin Lakes is one of the most scenic and unspoiled viewsheds along the Byway, and contains many of the intrinsic qualities that make the corridor unique. Forest System administration of virtually all of the land around the Lakes provides a high level of protection and control over the visual, historic, recreational and natural resources that exist within the corridor. The existence of a Scenic Conservation Overlay along the vast majority of the roadway further aids in the protection of the valley's visual resources.

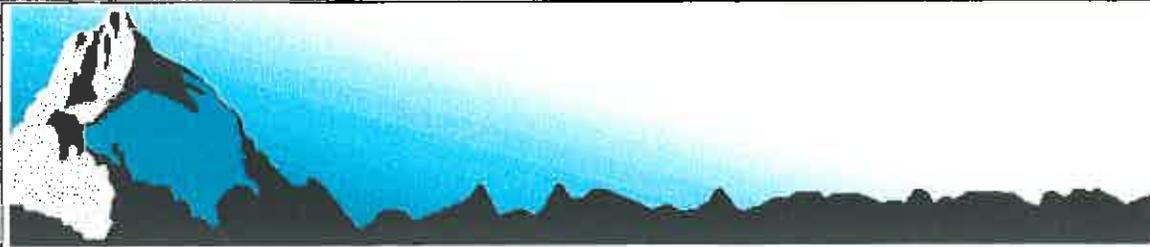
County zoning regulations prioritizing low to moderate levels of development and the physical limitations imposed by the private landmass (small private land capsule, high water table, environmental constraints etc.) make development in and around the community of Twin Lakes self limiting. The designation of the Town as a National Historic Landmark provides supplemental conditions and levels of protection for development or modification of its historic structures and features.

Additional development is probable near the intersection of Highway's 24 and 82, where no collateral protection, such as a Scenic Conservation Overlay District is currently in place, and above the north shore of the Lakes in the Pan Ark subdivision. Should such development occur within the foreground and middleground viewsheds, it could be highly visible from the Byway.

The Quail Mountain Winter Sport Site is not currently under a special use study permit by the US Forest Service, and no plans for its development are currently before the County Planning Commission. In the event that the project were to be revitalized, a full Environmental Impact Statement disclosing probable impacts on the resources within the Byway corridor would be required.

#### **Recommendations**

- Enforce speeding violations through the Town of Twin Lakes.
- Add guard rails on the inside of the elevated curve located on the first incline above the intersection of Highways 24 and 82.
- Increase shoulder width or add bike lanes or separated paths to accommodate non-vehicular modes of transportation between U.S. 24 and the Twin Lakes Dam.
- Improve the condition of the road surface between U.S. 24 and the Twin Lakes Dam.
- Provide warning signage indicating the probability of big game animals crossing the highway.
- Collect traffic data to accurately assess existing use and address future expansion.



Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 10**

**APPENDIX F  
DOCUMENTATION**





Top of the Rockies Scenic and Historic Byway  
Corridor Management Plan

**Section 10**

**Appendix F  
Documentation**

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Mr. Tom Randolph  
Summit County Open Space  
P.O. Box 117  
Frisco, CO 80443

Mr. Scott Hobson, Planner  
Summit County Planning Dept.  
P.O. Box 68  
Breckenridge, CO 80424

Mr. Alan Roman  
V.P. Mountain Operations  
Copper Mountain Resort  
PO Box 3001  
Copper Mountain, CO. 80443

#### **Eagle County Representatives:**

Mr. Chris Gathman, Planner\*\*  
Town of Minturn  
P.O. Box 309  
Minturn, CO 81645

Ms. Sharon Iverson  
Redcliff Byway Group  
P.O. Box 372  
Minturn, CO 81645

Mr. David Kenyon  
Design Workshop  
953 S. Frontage Rd West  
Suite 102  
Vail, CO. 81657

Mr. Jim Olson  
Landowner  
975 Forest Road 731  
P.O. Box 131  
Redcliff, CO. 81649

#### **United States Forest Service Representatives:**

Mr. Rich Phelps  
Leadville District Ranger  
Pike and San Isabel National Forest  
2015 No. Poplar  
Leadville, CO 80461

Ms. Kathy Hardy  
Holy Cross Ranger District Office  
P.O. Box 190  
Minturn, CO 81645

#### **Colorado Department of Transportation**

Mr. Bill Nelson  
CDOT Resident Engineer  
P.O. Box 298  
Eagle, Colo. 81631

\* Denotes Regional Committee Chairman

\*\* Denotes Community Contact

**Conlin Associates: Resource Planners**

**Conlin Associates** provides planning and consulting services to federal agencies, local municipalities, educational institutions, private industry and grassroots citizens groups in areas as diverse as: ski area planning; trail design; intermodal transportation system design; land use planning; environmental assessment; remediation planning; public / private partnership building and risk assessment.

**R. Michael Conlin  
Principal**

Mike Conlin founded Conlin Associates, Resource Planners, in 1982 and is the managing principal of the firm. He has done extensive work on intermodal transportation alternatives within the Top of the Rockies Byway communities, having written Lake County's *Bicycle Trail Master Plan*, designed Leadville's Mineral Belt Trail, prepared the Interlaken Trail Environmental Assessment, and having served on the Inter-Mountain Transportation Region's *Bike Trail Task Force*, the Heart of the Rockies Historic Corridor Steering Committee, and the CDOT commuter rail advisory panel.

**Elizabeth Baier, MSW  
Associate**

Betsy Baier has fifteen years of experience in small town planning and community development. She has a Masters Degree in Rural Social Work and Community Development, with extensive course work in transportation and land use planning. Her roles in both the public and private sector have ranged from "hands on" development of transportation and human services programs to coalition building and facilitation of diverse groups in rural / transitional environments. Within the Top of the Rockies project area, she has developed and managed the Leadville Transportation District, providing an inter-county transit system between Lake, Summit and Eagle Counties. For this work she was named Transportation Professional of 1990 by the Colorado Association of Transportation Agencies.

**Michael Strugar  
Professional Affiliate**

Michael Strugar is an attorney specializing in commercial real estate law and land conservation techniques. He holds degrees in business administration, natural resource management and law from the University of Michigan.

In 1992, Mr. Strugar established the Land Use Resource Center, a non-profit organization located at the University of Colorado. The Land Use Resource Center is dedicated to helping communities deal with matters involving land use and conservation. Within the Top of the Rockies project area, Mr. Strugar has worked with GOCO and Lake County to create a model program to train communities to plan for and manage their open space and outdoor resources, and with the Colorado Department of Transportation conducting training sessions for Colorado's 19 scenic byways with respect to issues of protection and enhancement. Mike is also assisting Summit County with formation of its open space plan.

**JoAnna Wagshal, APR  
Professional Affiliate**

JoAnna holds Masters Degrees in Applied Communications and Environmental Policy and Management from the University of Denver, and is the Community Relations Practice Leader for Woodward Clyde Consultants. A past President of the National Association of Professional Environmental Communicators, JoAnna has over 12 years experience in the communications field, specifically in marketing, community involvement, public relations, facilitation and technical writing. She has produced marketing plans for clients as diverse as the US Fish and Wildlife Service, and the Shelby Iron Carbide Corporation.

## References

Data from the following documents was either utilized in the preparation of this document, or provides the reader with additional information regarding planning, resource, demographic, and land use policies and issues along the Top of the Rockies Scenic and Historic Byway Corridor.

### Local

#### Lake County

Arkansas Headwaters Recreation Area  
Interpretive Prospectus, 1996

Lake County Bicycle Trail Master Plan, 1993

Lake County Land Use Guide, 1988

Leadville Coalition  
Silver 2005, 1995

#### Eagle County

Draft Eagle County Master Plan, 1994

Eagle County Open Space Plan, 1979

Eagle County Master Plan, 1982

Eagle County Planning Survey, 1993

Eagle County Trails Plan, 1993

Eagle River Watershed Plan, 1996

Minturn Parks and Recreation Plan, 1992

Town of Minturn Community Plan, 1994

Town of Redcliff Draft Master Plan, 1995

#### Summit County

Copper Mountain Planned Unit Development Designation (Revised), 1993

Summit County Land Use and Development Code, 1993

Summit County Open Space Protection Plan, 1996

**Regional**

Heart of the Rockies Historic Corridor  
Southern Pacific Railroad  
Trail Feasibility Study, 1996

Inter-Mountain Transportation Planning Region:  
Preferred Transportation Plan - Final Report, 1994

Inter-Mountain Transportation Planning Region:  
Technical Memorandum No. 3  
Existing Conditions, 1993

Inter-Mountain Transportation Planning Region:  
Technical Memorandum No. 4  
Environmental, Social and Economic Profile, 1993

Northwest Colorado Transportation Study  
Northwest Colorado Transportation Needs Assessment  
Technical Report No. 1: Existing Conditions, 1988

**Federal**

Bureau of Land Management  
Eagle River Recreation Management Area  
Management Plan and Environmental Assessment, 1992

Bureau of Land Management  
Royal Gorge Resource Area  
Draft Resource Management Plan  
and Environmental Impact Statement, 1993

United States Department of Agriculture, Forest Service  
Final Environmental Impact Statement  
Pike and San Isabel National Forest, 1984

United States Department of Agriculture, Forest Service  
Land and Resource Management Plan  
Pike and San Isabel National Forest, 1984

United States Department of Agriculture, Forest Service  
National Forest Landscape Management  
Agricultural Handbook No. 617, 1984

United States Department of Agriculture, Forest Service  
Final Environmental Impact Statement  
White River National Forest, 1984

United States Department of Agriculture, Forest Service  
Land and Resource Management Plan  
White River National Forest, 1990

**Byway Guidelines and Data**

Colorado Scenic and Historic Byways  
Byway Visitor Survey  
Summary of Findings, 1996

Colorado Scenic and Historic Byways  
Resource Manual, 1995

Colorado Scenic and Historic Byways  
Traffic Analysis, 1996

Federal Highway Administration  
Transportation Planning for Livable Communities, 1993

Land Use Resource Center  
Outdoor Resources Training Manual, 1994

Scenic Byways  
Preparing Corridor Management Plans:  
A Scenic Byways Guidebook, 1995

INTERGOVERNMENTAL COOPERATIVE AGREEMENT  
REGARDING TOP OF THE ROCKIES SCENIC BYWAY

This Intergovernmental Cooperative Agreement ("Agreement") is by and among Eagle County ("Eagle"), Summit County ("Summit") and Lake County ("Lake"), all bodies politic and corporate of the State of Colorado and collectively referred to as the "Counties", and is made to be effective beginning on the 29th day of March, 1995.

RECITALS

WHEREAS, The Colorado Department of Transportation has designated a scenic byway know as the Top of the Rockies Scenic Byway (the "Byway"); and

WHEREAS, the Byway is located in part in each of the Counties, as well as within the incorporated areas of various municipalities within the Counties; and

WHEREAS, the Counties wish to act in a cooperative manner with respect to the planning and management of the Byway; and

WHEREAS, the people of the State of Colorado have provided for and encouraged such cooperation through the adoption of the Colorado Constitution, Article XIV, Section 18(2).

NOW THEREFORE, in consideration of the above and the mutual covenants and commitments made herein, the Counties agree as follows:

AGREEMENT

1. COMMITTEE. The Counties will work together and participate in connection with a committee to be known as the Top of the Rockies Scenic Byway Committee (the "Committee"). It is agreed and understood that the Committee is merely an informal association of parties, and is not a separately existing legal entity with any powers or authorities onto itself. To the extent that the Counties later decide to do so, they may choose to create an entity, such as a nonprofit corporation, to replace the Committee.

2. PURPOSE. The purpose of the Committee is to facilitate the planning and management of the Byway, and to pursue such further and additional goals as the Counties may mutually agree upon. Specifically, but without limitation, it is agreed that the Committee will pursue that acquisition of grants for the Byway, and the application of the proceeds of any such grants to the betterment of the Byway.

3. COMPOSITION OF COMMITTEE. It is acknowledged that in order for the Committee to function effectively, it must encourage and accept the participation of other individuals and entities located in the area of the Byway. Therefore, the Counties agree that the composition of the Committee, unless otherwise agreed upon, shall be as follows:

The Committee shall be composed of 15 members; four representatives appointed by each of the Counties with at least two representatives from each County coming from local byway groups; three representatives from the U.S. Forest Service- one from the Leadville Ranger District (San Isabel National Forest), one from the Holy Cross Ranger District (White River National Forest), and one from the Dillon Ranger District (Arapaho National Forest). By mutual agreement of the U.S. Forest Service and the Bureau of Land Management, the U.S. Forest Service will represent the Bureau of Land Management on the Committee.

4. OPERATING GUIDELINES. Although the Committee is not a separately existing legal entity, it is agreed that it should have a set of operating guidelines to function like bylaws in governing the administration of the Committee. Such operating guidelines should address issues including voting rights, selection of new or replacement Committee members, payment of Committee expenses (if any), and notice/scheduling of meetings. The Counties will attempt to agree upon such operating guidelines with the other members of the Committee, and to adopt such operating guidelines in a resolution of the Committee.

5. FINANCES. Since the Committee is not an independent legal entity, it will not be able to enter into third-party agreements, to incur financial obligations, or to hold or dispose of funds. In order to facilitate the operation of the Committee, Lake agrees that, when requested to do so by the Committee, Lake will act for legal purposes in the place of the Committee. It is anticipated that such actions may include holding and administering any grant proceeds or other funds that have been obtained for Byway or Committee purposes (by voluntary contribution of Committee members or otherwise), and entering into any agreements approved by the Counties. It is agreed and understood by all parties that Lake shall have no authority to take actions to legally bind the other Counties or the other Committee participants without the express written authority of the entities to be bound. By entering into this Agreement, the Counties do not agree that they will provide any funding to the Committee, unless each of them specifically agrees to do so.

6. MISCELLANEOUS.

A. Legal Effect. This Agreement will be governed by the laws of the State of Colorado. The Counties do not intend, by this Agreement, to waive any rights that they may have under existing agreements (if any). This Agreement is intended to supplement, not replace, existing agreements between the Counties.

B. Beneficiaries. The Counties, in their representative governmental capacities, are the only entities intended to be the beneficiaries of this Agreement.

C. Term. This Agreement shall continue in effect until terminated by written notice of any of the Counties. In the case of any such termination, Lake will administer and spend any funds that it may be holding in a manner consistent with the purposes and intent of this Agreement. Any funds not committed by prior action will be returned to the contributing Counties, pro rata.

THIS AGREEMENT is made and entered into to be effective on the date as set forth above.

THE COUNTY OF EAGLE

By: George A. Matas

Date: 2/14/95

Attest: John J. Fisher



THE COUNTY OF SUMMIT

By: Bobby Taylor

Date: 3/29/95

Attest: Dee J. Webb

THE COUNTY OF LAKE

By: James E. Martin

Date: 3-20-95

Attest: Patricia A. Berger



95-28  
RESOLUTION

REGARDING TOP OF THE ROCKIES SCENIC BYWAY GRANT FUNDING

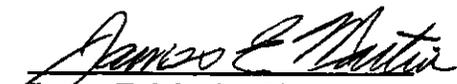
WHEREAS, Lake County has agreed to enter into a contract with the State of Colorado, Department of Transportation to receive certain Federal funds administered by the State and allocated to Lake County for the purpose of hiring a consultant to develop a corridor management plan and two feasibility studies for visitor interpretive centers for the Top of The Rockies Scenic Byway; and

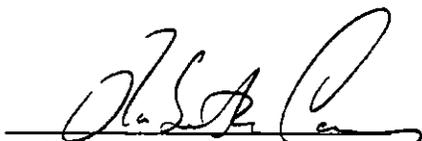
WHEREAS, Lake County is participating as the lead contract agency for the grant funds and the Counties of Summit and Eagle are participating as contributors of cash match.

WHEREAS, the participating counties have estimated the total cost of said project to be \$62,500. The participating counties will each contribute \$4,166.67 and the grant will represent \$50,000.

NOW, THEREFORE BE IT RESOLVED by the County Commissioners of Lake County, Colorado that approval is given for Lake County to match said Federal funds with \$4,166.67 from the County General Fund. The County Commissioners have appropriated said sum of money and have designated James Martin to sign the project agreement with the State of Colorado, Department of Transportation.

PASSED AND ADOPTED THIS 21 DAY OF AUGUST, 1995.

  
James E. Martin, Chairman

  
Robert Casey

\_\_\_\_\_  
Earl Boeve

ATTEST:

  
Patricia A. Berger  
Clerk and Recorder





United States  
Department of  
Agriculture

Forest  
Service

White River  
National  
Forest

Holy Cross Ranger District  
P.O. Box 190  
Minturn, Colorado 81645  
303-827-5715

Reply to: 2370

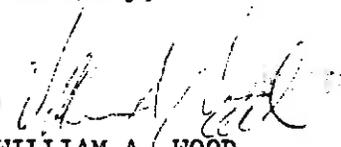
Date: January 6, 1995

Top of the Rockies Scenic Byway Group

Kathy Hardy has briefed Terry Wood, Acting District Ranger for the Dillon Ranger District, and me, about the proposed Top of the Rockies Scenic Byway committee structure. We would like to have one representative for both the White River and Arapaho National Forests. The Dillon Ranger District of the Arapaho National Forest is administered by the White River National Forest, and we believe that one person can adequately communicate between the Byway Committee and both the Holy Cross and Dillon Ranger Districts.

Kathy Hardy will continue to be our representative to the Byway Committee.

Sincerely,



WILLIAM A. WOOD  
District Ranger



**PROPOSED DIMENSIONS & LOCATIONS FOR LAKE COUNTY  
SCENIC CONSERVATION OVERLAY (SCO) ZONING DISTRICTS**

1. Along Colorado Highway 91 north of Leadville, Colorado from milepost marker 1 to milepost marker 9, extending a lateral distance of two hundred and fifty (250) feet on each side, as measured from the centerline of the paved roadway.
2. Along U.S. Highway 24 north of Leadville, Colorado from milepost marker 172 to milepost marker 169, extending a lateral distance of one thousand (1,000) feet on each side, as measured from the centerline of the paved roadway.
3. Along U.S. Highway 24 north of Leadville, Colorado from milepost marker 169 to milepost marker 166, extending a lateral distance of two hundred and fifty (250) feet on each side, as measured from the centerline of the paved roadway.
4. Along U.S. Highway 24 south of Leadville, Colorado from milepost marker 182 to milepost marker 189, extending a lateral distance of one thousand (1,000) feet on each side, as measured from the the centerline of the paved roadway.
5. Along Colorado Highway 82 from milepost marker 84 to milepost marker 79, extending a lateral distance of two hundred and fifty (250) feet on the north side of the Highway, as measured from the centerline of the paved roadway.
6. Along Colorado Highway 82 from milepost marker 84 to milepost marker 74, extending a lateral distance of one thousand (1,000) feet on the south side of the highway, as measured from the centerline of the paved roadway.
7. Along Colorado Highway 82 from milepost marker 74 to the westerly border of Lake County extending a lateral distance of two hundred and fifty (250) feet on each side, as measured from the centerline of the paved roadway.

All such Scenic Conservation Overlay (SCO) Districts shall conform to the district requirements and provisions contained in Section 3.04.09 and elsewhere in the 1988 *Lake County Land Use Guide*.

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Recommended on October \_\_\_\_\_, 1988 by the Lake County Planning Commission to the Lake County Board of County Commissioners for public hearing and adoption as an amendment to the Lake County Zoning District Map.

\_\_\_\_\_  
Frank Zancanella, Chairman

\_\_\_\_\_  
Date

## **Introduction**

The Action Plan is the final step in the planning process, and the key to successful implementation of the Corridor Management Plan. It incorporates the information and recommended actions of the proceeding steps and sets a course of action for the first year of the Corridor Management Plan's implementation.

Since not all recommended actions can be implemented immediately or simultaneously, the Top of the Rockies Board of Directors are responsible for the selection and prioritization of specific actions that focus available resources on the attainment of achievable tasks. The resulting Action Plan summarizes the selected actions, strategies to be employed, and responsible parties for implementation, sources of funding, time lines and schedules, and products to be delivered. The Action Plan is updated annually to reflect the changing needs and goals of the Byway.

The Action Plan selected for the current Corridor Management Plan implementation for the Top of the Rockies Scenic and Historic Byway includes, but is not limited to the following actions.

### Action

#### Objective

#### **Prepare a Byway Marketing Plan**

#### Strategies

The Marketing plan will utilize the marketing strategies described in Section 3 of the CMP to:

- Provide a better understanding of who is using the Byway, and whether their needs are being met.
- Identify "target markets", where limited marketing dollars can be most effectively spent.
- Create the necessary interpretive and educational tools to effectively market the Byway
- Identify distribution methods by which the Byway message can be delivered to potential visitors and Byway users
- Establish a baseline from which to track and evaluate the effectiveness of the marketing tools

#### Responsibilities

The TOR Board of Directors will coordinate their efforts with those of CDOT, local Chambers of Commerce, tourism boards or organizations, and agencies such as the US Forest Service to assemble existing data related to use of the Byway, and to collect and analyze new data specific to the corridor.

The TOR Board of Directors will select and document the strategic tools, marketing techniques and distribution methods best suited to the needs of the Byway, and organize that data in the form of a Marketing Plan. The Byway Management Entity will also seek additional funding, as needed, to implement the recommended actions and perpetuate the research and evaluation of the marketing effort.

#### Funding

Funding will be necessary to implement the Marketing Plan. Federal and foundation grants as well as donations should be utilized to develop and implement the Marketing Plan

#### Schedule

Initiation of the Marketing Plan will be based upon available funding.

#### Deliverables

Marketing Tools

## 2008 Amended Action Plan

### Actions

#### Action

**Objective**                      **Collect Byway specific traffic data through the installation of permanent traffic counters along the Byway**

**Strategies**  
Current traffic data provided in the Colorado Scenic and Historic Byway Traffic Analysis, generated by the Center for Community Development, University of Colorado at Denver, relies on traffic counts taken on U.S. 285, south of Buena Vista, Colorado. This roadway segment is located approximately 20 miles south of the southernmost extent of the Top of the Rockies National Scenic and Historic Byway, and represents a totally different dynamic than that of the Byway itself. In order to accurately portray the conditions specific to the commuter and tourist traffic patterns of the Byway, TOR recommends that CDOT install permanent traffic counters at strategic locations along Highways 24, 82 and 91.

**Responsibilities**  
The TOR Board of Directors will contact CDOT to formally request the installation and monitoring of traffic counters at strategic locations along U.S. Highway 24, State Highway 24 and State Highway 91, to more accurately assess the current condition, assess and analyze changes in use over time, and implement appropriate planning and action.

**Funding**  
The Committee will request that traffic counters be installed and monitored at CDOT expense, and that the data be made available to the respective Counties, the Colorado Scenic and Historic Byway Commission, the U.S. Forest Service, the various municipalities along the Byway, and the Regional Committee.

#### Action

**Objective**                      **Determine funding mechanisms to sustain the 501(c)(3) organization.**

**Strategies**  
Identify grant funding sources, sponsorship program details, and retail sales plan for Byway merchandise.

**Responsibilities**  
The TOR Board of Directors will work with a consultant to identify grant and private funding sources; develop a Byway sponsorship organization and levels of sponsorship; and develop a retail sales plan for Byway merchandise.

**Funding**  
TOR will utilize Federal Highway funding to assist with the development of funding strategies and plans.

## 2008 Amended Action Plan

### Actions

#### Action

**Objective**                      **Develop Memorandum of Understanding (MOU) with local governments.**

**Strategies**

Meet with local elected officials and staff to develop MOUs with each County to ensure continued involvement and commitment to Byway goals and objectives.

**Responsibilities**

The TOR Board of Directors will meet with elected officials and staff to discuss current Byway activities and gain support for the Byway through a formal MOU.

**Funding**

Funding may be necessary to assist with legal fees associated with the development of the MOU.

#### Action

**Objective**                      **Update the IMP and prioritize interpretive projects along the Byway.**

**Strategies**

Update the IMP to include the extension of the Byway from Twin Lakes to Aspen. Prioritize interpretive sites identified in the Interpretive Management Plan and identify funding sources to develop sites.

**Responsibilities**

The TOR Board of Directors will prioritize potential interpretive sites and identify private and public funding sources.

**Funding**

TOR will utilize Federal Highway funding, private and foundation funding to assist with the development of interpretive sites.

**Action**

**Objective**                      **Prioritize and fund educational and training opportunities for the Board.**

**Strategies**  
To provide education and training to the Board to further the goals of the Byway.

**Responsibilities**  
The TOR Board of Directors will research education and training opportunities both locally and nationally that directly relate to the goals of the Byway.

**Funding**  
TOR will utilize Federal Highway funding, private and foundation funding to assist with the funding training opportunities. Bring back to the rest of board.

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The TOR Board of Directors will contact CDOT to formally request the installation and monitoring of traffic counters at strategic locations along U.S. Highway 24, State Highway 24 and State Highway 91, to more accurately assess the current condition, assess and analyze changes in use over time, and implement appropriate planning and action.

**Funding**

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### Actions

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**Prioritize and fund educational and training opportunities for the Board.**

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Responsibilities

The TOR Board of Directors will research education and training opportunities both locally and nationally that directly relate to the goals of the Byway.

Funding

TOR will utilize Federal Highway funding, private and foundation funding to assist with the funding training opportunities. Bring back to the rest of board.

**Introduction**

The Top of the Rockies Scenic and Historic Byway is composed of segments of U.S. Highway 24, and State Highways 91 and 82 in Lake, Summit, Eagle and Pitkin Counties, Colorado. (See Map 03) U.S. Highway 24 between Leadville and Camp Hale carries the additional distinction of having been dedicated as the 10th Mountain Division Memorial Highway, in honor of the elite mountain troops who trained at Camp Hale during World War II, while State Highway 82 over Independence Pass has been designated as a State Scenic Highway. The Byway lies entirely within the Inter-Mountain Planning Region of the Northwest Travel Region of Colorado.

The Byway travels through sections of the Pike and San Isabel, White River, and Arapaho National Forests, and crosses the continental divide three times, at Tennessee (el. 10,424 ft.), Fremont Passes (el. 11,400 ft.) and Independence Pass (el. 12,095). Fremont Pass is the headwaters of both the Arkansas River, draining in an easterly direction to the Atlantic Ocean, and Ten Mile Creek, a tributary of the Colorado River, draining in a westerly direction to the Pacific. Tennessee Pass is the headwaters of both Tennessee Creek, a tributary of the Arkansas River, and the Eagle River, a tributary of the Colorado.

Highway's 24 and 91 are classified as Minor Arterials and are listed as Critical Travel Corridors within the Inter-Mountain Transportation Region of Colorado<sup>1</sup>. Highway 91 and that section of Highway 24 from its intersection with Highway 91 north of Leadville to the Chaffee County Line are designated hazardous material truck routes<sup>2</sup>. State Highway 82 (Independence Pass) carries the functional classification of Major Collector, and provides a seasonal (summer) connection to Aspen, Colorado. Road segments on Highways 24 and 91 and the portion of Highway 82 its intersection with Highway 24 to just west of Twin Lakes are "all season", paved, two lane rural roads capable of accommodating automobile, heavy truck and bus traffic. State Highway 82 from just west of Twin Lakes to Aspen is seasonal due to heavy snowfall and is open from Memorial Day weekend to early November. Average Annual Daily Traffic (AADT) levels of associated roads generally fall within the 1,000 to 5,000 range. None of the subject roads are classified as High Percent Truck Routes<sup>3</sup>.

**Byway Length**

The Top of the Rockies Scenic and Historic Byway is approximately 75.85 miles in length. The Colorado Department of Transportation delineates the roadways by both pavement distance and lane miles as follows<sup>4</sup>:

**Table 1 Pavement and Lane Lengths**

Highway/County	Pavement Distance (mi)	2 Lane Distance (mi)	3 Lane Distance (mi)	4 Lane Distance (mi)
Hwy 24 - Eagle	22.42	22.42		
Hwy 24 - Lake	24.97	23.93	.11	.83
Hwy 91 - Lake	12.04	9.0	2.9	.13
Hwy 91 - Summit	10.22	5.79	4.0	.44
Hwy 82 - Lake	6.2	6.2		
<b>Totals</b>	<b>75.85</b>	<b>67.34</b>	<b>7.01</b>	<b>1.4</b>

<sup>1</sup> Inter-Mountain Regional Transportation Plan - CDOT - 1994

<sup>2</sup> ibid

<sup>3</sup> ibid

<sup>4</sup> Technical Memorandum No. 3: InterMountain Transportation Planning Region - CDOT - Sept 1993

## 2008 Amended Appendix A

### Transportation System Inventory

### Shoulder Widths

With the exception of 3 to 8 foot wide paved shoulders adjacent to: Highway 82, from the Twin Lakes Dam to the Town of Twin Lakes; Highway 91 in Lake County; and Highway 91 in Summit County, from approximately Clinton Gulch to the culvert which passes Tenmile Creek under the highway, there are no paved shoulders along the byway. Shoulder widths, both paved and unpaved are delineated as follows<sup>5</sup>:

**Table - 2** **Shoulder Width in Feet**

State Highway / County	0	1	2	3	4	5	6	8 or More
Hwy 24 / Eagle		0.55	4.85	1.64	11.62		2.89	0.87
Hwy 24 / Lake	0.49			0.57	16.96	3.31	1.39	2.25
Hwy 91 Lake			0.78		1.00	1.64	7.89	0.73
Hwy 91 Summit					4.24	1.46	2.86	1.66
Hwy 82 Lake			1				1.40	3.85
<b>Total</b>	<b>0.49</b>	<b>0.55</b>	<b>6.63</b>	<b>2.21</b>	<b>33.82</b>	<b>6.41</b>	<b>16.43</b>	<b>9.36</b>

### Byway Population

The Byway passes through 5 separate Census Tracts, with concentrations of population located primarily in the communities of: Minturn; Red Cliff; Leadville; Twin Lakes; and Copper Mountain. 1990 Census Data would indicate the current and estimated 2015 populations<sup>6</sup> along the Byway to be as follows:

**Table - 3** **Byway Population by Census Tract**

County	Census Tract	Current Population	Est. 2015 Population
Eagle	9533	1507	1687
Summit	9585	1702	2441
Lake	9616 - 17 - 18	6007	8341
<b>Total</b>		<b>9216</b>	<b>12,469</b>

### Intermodal Opportunities

#### **Bicycle / Pedestrian**

Plans for providing non-vehicular links between the communities along the Byway corridor were addressed in the Bicycle / Pedestrian component of the Inter-Mountain Transportation Planning Region: Preferred Transportation Plan. The almost complete lack of paved shoulders on Highway 24, and non-contiguous segments of paved shoulders on Highway 91 were recognized as significant barriers to safe bicycle / pedestrian travel along these routes. Each County has indicated that trails master planning efforts will seek safe alternatives for accommodation of non-vehicular travel paralleling the Byway and linking it's communities.

<sup>5</sup> ibid

<sup>6</sup> U.S. Census Bureau - 1990 data

#### Rail

A Class 1 rail line closely parallels the Byway and US Highway 24 from the intersection of State Highways 24 and 82 to the town of Minturn. The line, owned by Union Pacific, currently provides freight hauling services between rail links in Pueblo and Dotsero, Colorado. Conflicts between balancing the needs of high speed scheduled passenger service and unscheduled, slow moving freight service, coupled with the dearth of sidings to allow trains to pass one another have been cited as justification for not allowing passenger/commuter service along this route in the past.

The Surface Transportation Board (STB) decision to allow the merger of the Union Pacific and Southern Pacific Railroads on August 12, 1996, could lead to the abandonment of the line paralleling the Byway. Consequences of the abandonment could range from purchase of the trackage by a short-line operator for use as a freight / tourist / commuter line, to retention and temporary use as a trail corridor through rail banking, to complete loss of the corridor through reversion of the railroad properties to underlying land owners. Depending on the final end use determined in the abandonment proceedings, the impacts on the Byway could be either positive or negative.

The Inter-Mountain Transportation Planning Region: Preferred Transportation Plan recognizes that Highway 24 is currently at or above capacity, and exhibits a high level of geometric and safety deficiencies. Growth projections within the region predict increased demand for a finite amount of capacity along the route, while recognizing that the severe limitations presented by the terrain, climate and right-of-way constraints make expansion of the road surface difficult or impossible. Solutions recommended within the plan bank heavily on the ability to transport more people in less vehicles (Public Transit), coupled with the use of alternate modes of transportation, most specifically rail, to relieve current and future pressure on the existing roadway<sup>7</sup>.

CDOT is currently conducting a Passenger Rail Study to determine the feasibility of providing commuter rail service on 15 rail segments within Colorado. The Tennessee Pass Route between Leadville and Minturn is one of four lines currently prioritized for further study. Vail Associates and the Town of Vail have conveyed their interest to the STB in purchasing the line for that purpose.

Should the rail be converted to provide commuter / passenger / tourist service, much of the pressure on the roadway could conceivably be relieved. Conversely, should the corridor be lost completely, one potential alternative for relieving pressure on the roadway would be lost with it.

Additionally, it is estimated that the bulk of the haulage generated along this section of line (approximately 450 of the estimated 477 cars) originates at the Malta loading docks in Lake County, and is comprised of heavy metal ore concentrate from the Black Cloud Mine east of Leadville<sup>8</sup>. Six truckloads of metal concentrate are required to fill each rail car. In the absence of rail service to Leadville, this material would have to be hauled by truck over sections of the Byway, increasing the volume of truck traffic and increasing the cost of road maintenance.

<sup>7</sup> Inter-Mountain Transportation Planning Region: Preferred Transportation Plan - CDOT - Feb 1994

<sup>8</sup> Personal communication - ASARCO Inc. - November 1995

Abandonment of the Union Pacific Rail Line therefore has the potential to either enhance or significantly degrade the resources and visitor experience along the Byway corridor, depending upon the final determination of end use.

#### **Transit**

There is currently only one truly public transit service which operates on any section of the Top of the Rockies Scenic and Historic Byway and that is the Lake - Eagle County commuter service on Highway 24 which is operated by Avon / Beaver Creek Transit. (The Summit Stage is a public transit service in Summit County, but its only operation on the actual Byway is service in Copper Mountain to the remainder of Summit County to the north.) The Leadville Transit service was originated in 1988 by the City of Leadville to offer public service to Leadville residents who commute to work sites in the Eagle County resorts. A five-year Transit Development Plan (TDP) was developed by Lake County in 1991, in conjunction with requirements of federal funding. An update of that plan, including all of Lake and Eagle Counties, will be done by Avon / Beaver Creek Transit in 1997.

Currently there are three trips offered in the morning and three in the afternoon during winter months, and one trip both directions in summer months. Forty-passenger transit buses are utilized for the service. During the winter season, two morning buses originate in Leadville, make seven in-town stops, stop at Redcliff, make three stops in Minturn, proceed to Vail, then on to Avon. Afternoon return trips re-trace the same route. One winter trip is a dedicated Leadville - Beaver Creek direct run. In the Summer months, the one trip operated is a Leadville - Vail - Avon trip.

When the Leadville commuter service originated in 1988, the City of Leadville obtained federal funds to develop it. In 1990, it became an operation of Avon / Beaver Creek Transit, paid through fare revenue and subsidy from the Towns of Avon, Vail, Beaver Creek, and Eagle County until January 1, 1996. Beginning in 1996, a \$.05 sales tax in Eagle County has been used for transit operations, in conjunction with fares. The Beaver Creek direct route is subsidized by Beaver Creek employers. Fares on the other routes are paid either by riders, or they are subsidized as an employee benefit by the riders' employers. The cash fare is \$3.25 one-way, although tickets can be purchased in bulk for \$3.00. Winter ridership ranges from 1,300 to 2,513 trips per month; summer ridership ranges from 600 - 1,158 trips per month.

At least three employers in the Vail area choose to operate private vans for the commute by their Leadville employees, during both winter and summer months. These are typically 14-passenger vans used by carpooling employees. Many more Leadville commuters drive to work in the Eagle County area; some estimate that up to 1000 persons per day make the trip.

For Leadville residents commuting to Copper Mountain Resort Inc., shuttle buses are offered. During winter months, two 40-passenger buses originate in Leadville, and one 40-passenger bus originates in Buena Vista bound for Copper Mountain. Only one bus, from Leadville to Copper Mountain, is operated during the summer months. Other Leadville residents commuting to the Summit County area utilize private cars; some carpool. As many as 400 - 500 persons per day may commute between Lake and Summit Counties during winter months.

## **Roadway Statistics**

For the purpose of classification and analysis, CDOT breaks each highway into segments that share physical characteristics. Each segment is assigned an identifier based on its State Highway designation and mileage location at its point of origin. The approximate locations of each segment of the Byway are delineated on Planning Maps 07 through 09: *Roadway Segments*. The relative locations of the segments within the overall Byway study area are illustrated on Planning Map 06.

For each identified roadway segment, a functional classification, location, length, geometric deficiency rating, Average Annual Daily Traffic estimate (AADT), estimated Truck Volume, total number of recorded accidents, number of fatal accidents and terrain type<sup>9</sup> are provided in **Tables 4** through **12**.

**Functional Classification**

The hierarchy of roadways that make up the State Highway system are typically defined by their functional usage or classification. In a descending order of usage and capacity, the classifications include:

1. Interstate
2. Principal Arterial
3. Minor Arterial
4. Major Collector
5. Minor Collector
6. Local Roadway

Within the Intermountain Transportation Planning Region, the following classifications have been assigned to the roads that comprise the Top of the Rockies Byway:

<u>Highway</u>	<u>Functional Classification</u>
U.S. Highway 24	Minor Arterial
Highway 91	Minor Arterial
Highway 82	Major Collector

**Geometric Safety**

Roadways exhibiting geometric safety deficiencies are considered to be those roads without adequate shoulder and/or lane widths as defined by existing Colorado Department of Transportation design standards. The deficiency rating basically quantifies the difference between the existing lane and shoulder width and the design standard. The Intermountain Transportation Planning Region: Preferred Transportation Plan only lists geometric deficiencies when no other over-riding improvement had been recommended, such as the addition of passing lanes or total roadway reconstruction. Deficiency needs within incorporated communities were not identified because shoulders are not normally required within urbanized areas due to the presence of curbs and gutters.

<sup>9</sup> Geometric / Safety Analysis - CDOT - Dec. 1993

A high score in the geometric deficiency column indicates that a large deficiency exists between the current condition of the roadway and the standard considered to provide adequate safety for vehicular and non-vehicular users. The scores within the Inter-Mountain Region ranged from 2 to 18, with over 60% of the roadway scores falling below 10. With the exception of State Highway 82 from the town of Twin Lakes to the Twin Lakes Dam, which was reconstructed in conjunction with the Frying Pan Arkansas Project in the late 1970's, all roads associated with the Byway received scores of 10 or above, indicating the presence of significant geometric safety issues. Weighted scores were calculated to take all variables into account in a Geometric / Safety analysis in order to identify the high priority regional transportation projects delineated in **Table 13**<sup>10</sup>. As illustrated, ten of the twenty top priority projects within the five county region are located on the Byway.

#### **Terrain Type**

Terrain Types are defined as follows:

- 1) Level
- 2) Rolling
- 3) Mountainous

#### **Reconstruction**

For the purposes of developing a regional transportation plan, CDOT defined a roadway as needing reconstruction if the roughness was less than 3.00 and the percent patching and cracking was greater than 60%. Two areas along the Byway were identified as needing reconstruction:

- 1) Highway 91, from .2 miles south of the Copper Mountain road to its junction with I-70 - a distance of approximately .6 miles. Estimated cost: \$462,400
- 2) Highway 24, from .2 miles south of Minturn to the White River National Forest entrance - a distance of approximately .4 miles. Estimated cost: \$345,600

#### **Passing Lanes**

Three laning of existing two lane roads to accommodate safe passing was reviewed for all highways within the Intermountain Planning Region. Of the four locations recommended, three were on the Top of the Rockies Scenic Byway:

- 1) US 24 on north side of Tennessee Pass - 3.4 miles. Estimated cost - \$1.36 million
- 2) US 24 on south side of Tennessee Pass - 3.15 miles. Estimated cost - \$1.26 million
- 2) SH 91 on north side of Fremont Pass - 6.65 miles. Estimated Cost - \$2.66 million

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<sup>10</sup> Inter-Mountain Transportation Planning Region: Preferred Transportation Plan - CDOT - Feb 1994

## 2008 Amended Appendix A

### Transportation System Inventory

**Roadway Classification**  
**Highway 24 - Eagle County**  
**Map 07**

**Table - 4 Identifier - 024A143.400**

**Location:**

US Highway 24 from it's intersection with I-70 to the South Minturn City limit

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
2.4	12	6550	321	20	0	3

**Table - 5 Identifier - 024A145.832**

**Location:**

Highway 24 from the South Minturn City limits to the southern city limits of Redcliff

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
7.6	12	2567	151	35	2	3

**Table - 6 Identifier - 024A153.526**

**Location:**

South Redcliff City limit to the summit of Tennessee Pass at the Lake / Eagle County line.

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
13	10	1225	93	40	0	3

**2008 Amended Appendix A**

**Transportation System Inventory**

**Roadway Classification**  
**Highway 91 - Lake / Summit Counties**  
**Map 08**

**Table - 7 Identifier - 091A000.000**

Location:

Highway 91 beginning at it's intersection with Highway 24 north of Leadville to the Lake / Summit County Line.

Functional Classification: Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
12.076	10	3350	261	51	0	3

**Table - 8 Identifier - 091A012.076**

Location:

Highway 91 from the Lake County line to it's intersection with Interstate 70 at Copper Mountain.

Functional Classification: Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
10.2	10	4075	289	51	1	3

## 2008 Amended Appendix A

### Transportation System Inventory

**Roadway Classification**  
**Highway 24 - Lake County**  
**Map 09**

**Table - 9 Identifier - 024A165.890**

**Location:**

Summit of Tennessee Pass at the Lake / Eagle County Line to the northern city limits of Leadville.

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
10.0	10	5633	321	43	0	3

**Table - 10 Identifier - 024A177.000**

**Location:**

Southern city limits of Leadville to it's intersection with State Highway 300 at Malta.

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
2.9	10	3775	253	8	0	3

**Table - 11 Identifier: 024A180.097**

**Location:**

Highway 24 from it's intersection with State Highway 300 at Malta to it's intersection with Highway 82 at Balltown

**Functional Classification:** Minor Arterial

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
10.33	10	3775	253	8	0	3

## 2008 Amended Appendix A

### Transportation System Inventory

**Map 09**  
**Roadway Classification**  
**Highway 82**

**Table - 12 Identifier - 082A079.060**

Location:

Highway 82 beginning at County Road 26 in the town of Twin Lakes, to its intersection with Highway 24 at Balltown.

Functional Classification: Major Collector

**Statistics**

Length	Geometric Deficiency	Average Annual Daily Traffic	Truck Volume	Total Accidents 1990-92	Fatal Accidents 1990-92	Terrain Type
6.2 mi.	4	1175	71	1	1	1

**Table - 13 High Priority Transportation Projects<sup>11</sup>**

State Hwy.	Beginning Location	Ending Location	Length (Miles)	Total Cost (\$000,000)	Type of Project
24	Bottom Tennessee Pass	N. Leadville City Limits	6.9	3.5	Geometric
24	Jct I-70 - Dowd Junction	S. Minturn City Limit	2.4	1.3	Geometric
91	Bottom of Fremont Pass	Jct I-70 (Copper Mt.)	2.9	1.5	Geometric
133	Avalanche Road	Pitkin - Garfield Line	8.2	4.4	Geometric
91	Jct US 24	Bottom of Fremont Pass	12	6.1	Geometric
13	N. Rifle City Limit	Garfield - Rio Blanco Line	13.7	5.2	Geometric
24	White River NF Entrance	S. Red Cliff City Limit	7.2	3.8	Geometric
24	S. Redcliff City Limit	Bottom of Tennessee Pass	9.6	4.9	Geometric
6	Jct SH 13 in Rifle	2.3 miles west of Silt	3.6	1.3	Geometric
91	2 mi south of Copper Rd.	Jct I-70 (Copper Mtn.)	0.6	0.5	Reconstruct
24	2 miles S of Minturn	White River NF Entrance	0.4	0.3	Reconstruct
6	.5 miles W of New Castle	E. New Castle City Limit	1.5	1.2	Reconstruct
6	Jct I-70 W of Rifle	0.6 mi. W of Jct I-70	0.1	0.5	Reconstruct
6	.8 mi W of CR 102	1 mi E of I-70 Edwards Spur	22	17.6	Reconstruct
6	2.3 mi W of Silt	.2 mi E of Silt City Limits	3.6	2.9	Reconstruct
24	Eagle - Lake County Line	Bottom of Tennessee Pass	3.4	1.4	Passing Lane
24	Eagle - Lake County Line	Bottom of Tennessee Pass	3.2	1.3	Passing Lane
70	Main Glenwood Springs	Main Glenwood Springs	0.1	2.5	Interchange
70	US 6 - Eagle Vail	US 6 - Eagle Vail	0.1	1.5	Interchange
70	Main Vail	Main Vail	0.1	2.5	Interchange

Shading denotes part of the Top of the Rockies Byway System

<sup>11</sup> Inter-Mountain Transportation Planning Region: Preferred Transportation Plan

## Growth

### Historic Growth

The Top of the Rockies Scenic and Historic Byway is located within the Inter-Mountain Planning Region of Colorado, which includes Lake, Eagle, Summit, Pitkin and Garfield Counties. Within this region, the rate of growth over the past 30 years has been estimated at 195%, or roughly three times that of the State of Colorado as a whole<sup>11</sup>. Much of this growth has been triggered by the success of the major ski resorts in Eagle (Vail / Beaver Creek, Arrowhead) and Summit Counties (Keystone, Arapaho Basin, Copper Mtn, and Breckenridge).

The current disparity between resort community wages and housing costs has driven a large segment of the workforce to seek accommodations in the surrounding rural communities, including Leadville, in Lake County. These workers must commute over the Top of the Rockies Byway on a daily basis, and due to the timing of their common arrival and departure from their places of employment, often cause periods of congestion on the otherwise rural mountain roads that comprise the byway. Based on a 1991 analysis of regional transportation capacities, the Colorado Department of Transportation identified sections of Highway's 91 and 24 as being "moderately to severely" congested in their current condition<sup>12</sup>.

### Projected Growth

By the year 2015, the population within the Inter-Mountain Planning Region is expected to grow from the 1990 Census estimate of 83,451, to over 113,400 permanent residents, or approximately 136% of it's current level<sup>13</sup>. The census figure does not take into account visitors or transient workers who temporarily live in the region in hotels, motels or time share units. It is also important to note that the 1990 Census was taken in month of April, a timeframe locally referred to as "mud season", when the ski areas are typically shut down and the tourists and seasonal workers have gone home. During the peak season in Summit County, it is estimated that this segment of the visiting/transient population can outnumber the permanent population by a ratio of 5:1. Based on this computation, CDOT predicts that by the year 2015, as many as 400,000 to 500,000 persons may be competing for the already limited space on the transportation corridors of the region during peak seasons.

Using the 2015 projections, CDOT has prepared a capacity analysis model which identifies both US highway 24 and State Highway 91 as requiring geometric safety and capacity improvements to accommodate anticipated increases in traffic volume<sup>14</sup>. **Table - 13** lists the top 20 regional priorities as identified in the Preferred Transportation Plan for the Inter-Mountain Planning Region. Of the top 20 high priority projects listed, 10 relate directly to improvements needed to relieve problems associated with segments of the Top of the Rockies Byway. An additional line item listed as "high priority" within the region is the addition of a Rest Area / Visitor Center in the vicinity of Leadville.

<sup>11</sup> U.S. Census Bureau - 1990

<sup>12</sup> Inter-Mountain Regional Transportation Plan - CDOT - Feb. 1994

<sup>13</sup> *ibid*

<sup>14</sup> *ibid*

Based on projections contained within the Regional Transportation Plan, it can be reasonably predicted that increased congestion will pose a significant potential for degradation to the resource and the quality of the visitor experience along the byway, as well as an increase in issues related to user safety.

## Proposed Roadway Improvements

### Identified Constraints

The physical location of the Top of the Rockies Scenic Byway presents a unique set of challenges relative to satisfying an ever increasing demand with a finite resource. The rugged mountainous terrain and the unforgiving climate at elevations often exceeding 10,000 feet place severe physical limitations on the scope and range of improvements that can be applied in the alpine setting. Complex land ownership patterns and right-of-way limitations serve to further reduce the list of available alternatives, such as widening or adding traffic lanes, typically implemented to increase capacity and public safety.

The corridor is also unique in that U.S. Highway 24 must function as the main street through both Minturn and Leadville, and is the only road linking the recreational amenities and employment opportunities in Eagle County with the affordable housing available in Lake County. State Highway 91 serves the same function between Lake and Summit Counties. Where many communities can spread demand out over alternative routes, or segregate commercial, commuter and recreational travel, no such option exists on the Top of the Rockies Byway.

The Inter-Mountain Regional Transportation Plan recognizes these limitations, and recommends physical modifications and improvements to the road surface where applicable, but also explores intermodal and transit solutions as a means of limiting regional dependency on use of the "single occupancy vehicle", and reducing subsequent sources of congestion.

### Proposed Improvements

Recommendations within Regional Transportation Plan for improving capacity and safety along the Top of the Rockies Byway include<sup>15</sup>:

#### U.S. 24 (From the Lake County Line to I-70)

The LOS for this roadway is D with the section from Minturn to I-70 operating at F. The types of solutions that should be considered are:

1. Widening the highway by two lanes from Minturn to I-70
2. Expanded Transit Service
3. Traffic Operational/management strategies

#### U.S. 24 (From Lake County Line to Leadville)

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<sup>15</sup> Inter-Mountain Regional Transportation Plan - CDOT - Feb 1994

Due to severe right-of-way problems which limit widening options, the following strategies should be considered:

1. Passing lanes wherever possible
2. Expanded transit service (bus and rail)

U.S. 24 (in the Town of Leadville)

Due to severe right-of-way limitations and no support for eliminating on-street parking, the following strategies should only be considered:

1. Establishment of local transit service. (bus only)

U.S. 24 (From the Town of Leadville to the Chaffee County Line)

The following strategies should be considered:

1. Widen the roadway from two to four lanes

S.H. 91 (From U.S. 24 to the Summit County Line)

Due to terrain limitations and right of way problems, the following strategies should be considered:

1. Passing lanes wherever possible
2. Expanded Transit service (bus only)

S.H. 91 (From Lake County Line to I-70)

Due to terrain limitations and right of way problems, the following strategies should only be considered:

1. Passing lanes wherever possible
2. Expanded transit service (bus only)

## Introduction

The Corridor Management Plan is a community based strategy to balance the conservation of the corridor's intrinsic qualities with the use and enjoyment of those same resources. The Plan specifies the actions, procedures, controls, operational practices and administrative strategies, such as; zoning, scenic conservation overlay districts, conservation land trusts, and other protective measures, that may be employed to maintain the intrinsic qualities of the Byway. Intrinsic qualities are the scenic, historic, recreational, cultural, archeological or natural features that are considered representative, unique, irreplaceable, or distinctly characteristic of the area.

The Intrinsic Quality Inventory is the first step in identifying and noting the significance and condition of the resources that exist along the Byway. From the inventory existing intrusions upon the visual landscape and potentials for resource degradation, as well as opportunities for conservation, enhancement or interpretation, can be identified and appropriate strategies and action plans developed to ensure balance between conservation and beneficial use of the corridor.

## Intrinsic Qualities

The Federal Highway Administration defines the six Intrinsic Qualities as follows:

### Scenic Quality

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

### Natural Quality

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

### Historic Quality

*Historic Quality* encompasses legacies of the past that are distinctly associated with physical elements of the landscape, whether natural or manmade, that are of such historic significance that they educate the viewer and stir an appreciation for the past. The historic elements reflect the actions of people and may include buildings, settlement patterns, and other examples of human activity. Historic features can be inventoried, mapped and interpreted. They possess integrity of location, design, setting, material, workmanship, feeling, and association.

### Cultural Quality

*Cultural Quality* is evidence and expressions of the customs or traditions of a distinct group of people. Cultural features including, but not limited to; crafts, music, dance, rituals, festivals, speech, food, special events, vernacular architecture, etc., are currently

practiced. The cultural qualities of the corridor could highlight one or more significant communities and/or ethnic traditions.

#### **Archeological Quality**

*Archeological Quality* involves those characteristics of the scenic byways corridor that are physical evidence of historic or prehistoric human life or activity that are visible and capable of being inventoried and interpreted. The scenic corridor's archeological interest, as identified through ruins, artifacts, structural remains, and other physical evidence have scientific significance that educate the viewer and stir an appreciation for the past.

#### **Recreational Quality**

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

## **Resource Identification Process**

During the nomination process, the public was invited to a series of workshops in Lake County in order to solicit their input and assess the level of public interest in pursuing designation for the Top of the Rockies Scenic and Historic Byway. The public was challenged to identify those resources that made the corridor unique from a historic, cultural, archeological, recreational, scenic, or natural perspective. The ensuing resource list was used as the template for a slide presentation and nomination packet that reflected the public input and grassroots issues raised. The nomination packet and slide display were presented to the State Byway Commission by citizens of the byway community, and in September of 1993, the Top of the Rockies Scenic Byway was unanimously approved as Colorado's newest byway.

This resource list was used by Conlin Associates, the resource planning consultant hired to assist the Regional Byway Advisory Committee, in the preparation of the Top of the Rockies Corridor Management Plan as a starting point for the Intrinsic Quality Inventory. Computer generated mapping of the Byway corridor was created, and the locations of resources identified during the nomination process were delineated on the maps.

Working with the Regional Committee, the Consultant then prepared a standardized resource inventory form for use in the field. The inventory form was intended to: identify, categorize and describe the resource; note it's significance; determine it's current character and physical condition; identify existing safety hazards and visual intrusions upon the landscape; identify any potentials for degradation or need for protection; inventory user facilities and services; determine accessibility to the resource by various user groups; identify existing barriers to access; and elicit participants' recommendations for conservation, interpretation or enhancement of the landscapes and resources of the Byway.

For two consecutive afternoons in the fall of 1995, the consultant team, members of the Regional Byway Committee, representatives of local government, Chambers of Commerce, local businesses, and the general public toured the Byway by bus to familiarize themselves with the route and assess its potentials and liabilities. Resources

identified through the nomination process were visited in the field and reviewed in light of the questions on the inventory form. By consensus, some listed items were eliminated for lack of significance, dependency upon or direct association with the Byway. In other cases, clusters of proximal resources were consolidated for logistical reasons. New resources were also added to reflect the increased knowledge base gained on-site. Planning workbooks, maps, and inventory forms were left with contact persons in each of the three Byway Counties to allow for a continuous flow of public input into the inventory process.

The resulting inventory of locally identified intrinsic resources is illustrated on Planning Map 17. Also illustrated are campgrounds, trails and trailheads, four wheel drive roads, lakes and streams, ski areas, and cross country ski huts that contribute to and are dependent upon the Byway.

When the Top of the Rockies (TOR) Board of Directors decided to pursue an extension of the byway from the Town of Twin Lakes over Independence Pass to the City of Aspen, meetings were held with the general public to determine the public interest in pursuing the extension of Top of the Rockies Scenic and Historic Byway over Independence Pass. The public was challenged to identify those resources that made the corridor unique from a historic, cultural, archeological, recreational, scenic, or natural perspective. The result of the meetings was complete support of the extension and a detailed and ranked inventory of the corridor's assets as well as liabilities. This information is included as part of the 2008 CMP update, Appendix D.

## Intrinsic Resource Inventory

Resource worksheets 1 through 25, corresponding to the numbered resources illustrated on planning Map 17, are included at the end of Appendix C. Inventories of the resources and services found within the communities along the Byway, corresponding to the lettered resources illustrated on planning Map 17, are also included on worksheets A through E at the end of this Appendix

## Viewshed Inventory

Many of the resources identified in the Intrinsic Resource Inventory refer to specific elements of the corridor, such as an individual structure or facility within an overall scenic or historic landscape. In many cases, however, listed resources represent only one component within the larger visual environment of the viewshed. During the course of the site evaluation, participants identified those distinct viewsheds that were considered significant to the overall scenic, natural and historic character of the Byway. Planning Map 18 illustrates the distinct viewsheds identified as being representative, unique to or characteristic of the Byway.

Viewsheds illustrated on planning Map 18 are described as follows:

### 1) Copper Mountain / Tenmile Canyon

The section of State Highway 91 from Copper Mountain to the Climax tailings impoundments follows the course of Tenmile Creek through a narrow mountain valley surrounded by high mountain peaks jutting above timberline. Foreground and middleground views are dominated by the natural riparian vegetation of the creek and the

verdant forests of the montane life zone. Minimal evidence of human presence outside of the roadway itself is limited to several high voltage power lines, and remnants of the old rail grades that once connected the communities of Summit and Lake Counties. Manmade intrusions are largely subordinate to the natural setting.

From the crossing of Tenmile Creek to the summit of Fremont Pass, foreground and middleground views to the west are dominated by the man-built environment, most specifically the deposition of tailings materials and the associated structures and activities of large scale mining at the Climax Mine. Views to the east are limited by the close proximity of the road to the base of the steep hillside.

#### 2) Mayflower Gulch

Mayflower Gulch is a natural appearing high mountain valley terminating in a spectacular cirque, nestled against the backdrop of Pacific Peak. Foreground and middleground views include the wetland and riparian habitats associated with the creek which drains the basin, and the tall spruce/fir forests of the upper-montane life zone. Background views of the alpine and sub-alpine life zones are punctuated by jagged spires and buttresses of gray granite against the skyline. Manmade structures within the foreground, including a paved parking area and dirt road leading up the valley to the historic site of Boston City, are visually subordinate to the natural surroundings. Structures at the Boston City site are not evident from the Byway.

#### 3) Searle Gulch

Searle Gulch is a high mountain valley to the west of the Byway. Foreground and middleground views are dominated by the man-built environment associated with both large and small scale mining. Background views are largely natural in appearance, and include vast expanses of alpine tundra against a backdrop of skree and rock outcrop. Vestiges of past mining activity, including old road benches, are evident.

#### 4) Clinton Gulch

Clinton Gulch is visually dominated by the waters of Clinton Reservoir, nestled against a backdrop of ragged peaks. Since Highway 91 crosses the reservoir dam, foreground views of the water body are unobstructed. Evidence of historic mining activity is present above the northwest corner of the reservoir, but time and natural revegetation make its presence and the presence of paved parking at either end of the dam visually subordinate to the natural surroundings. Middleground views are dominated by spruce/fir forests and alpine meadows, while background views are of alpine scarps and precipitous peaks.

#### 5) Holy Cross Overlook

Nearing the summit of Fremont Pass, an existing overlook on the west side of the road provides the only view along the Byway of the Mount of the Holy Cross. Interpretive signs at the pullout and the Masonic Memorial help provide information on the historic and scenic landscape that stretches before the viewer.

Foreground and middleground views are dominated by the man-built environment, most specifically, the storage of mine tailings from the Climax mine. The area is currently undergoing the first stages of reclamation, as a cap of mine waste rock and soil is being applied to reduce fugitive dust and create a base for future revegetation. Mining activity at the Climax location has been ongoing since around the turn of the century, and once accounted for majority of all Molybdenum produced in the United States. Interpretive signage descriptive of the history of the site could help soften it's visual intrusion on the landscape by giving the viewing public a better appreciation of the significance of resource extraction industries and their role in matters ranging from the national defense to safety of the vehicle in which they drive.

#### 6) Climax / Arkansas Headwaters

The Climax mine is located over 11,200 feet above sea level, at the summit of Fremont Pass. From this alpine location, one can view the headwaters of the Arkansas River, the Mosquito Range and the first glimpses of the Sawatch Range. Foreground views continue to be dominated by activities associated with large scale mining, while background views are of windswept ridges and peaks, alpine cirques, meadows and snowfields.

#### 7) East Fork of the Arkansas

Proceeding down the Arkansas River drainage from Fremont Pass, the viewer is immersed in the relatively natural setting of a high mountain valley, with associated riparian, wetland and montane vegetation dominating the viewshed. In the upper extent of the valley, the primary indicators of human presence are the high voltage transmission lines that parallel the road, and the hillside cut of the rail grade between Leadville and Climax.

In the lower reaches of the valley, as Highway 91 approaches the town of Leadville, the trappings of civilization begin to dominate the foreground and middleground, as the Sawatch Range becomes the dominant background feature. Foreground views are typified by an assortment of mobile homes, cabins and associated appurtenances of rural Colorado life.

#### 8) Leadville, Colorado

The town of Leadville is located at the foot of the Mosquito Range, and offers panoramic views of the Upper Arkansas Valley. Within the 360 degree viewshed are the striking peaks of the Sawatch Range, including Mount Elbert, Mount Massive, Mount Harvard and La Plata Peak, four of Colorado's five highest peaks. Also within the background views are Turquoise Lake, Mosquito Pass (Colorado's highest drivable pass) and the historic Leadville Mining District.

Foreground and middleground views are dominated by the man built environment. The town of Leadville is one of the largest National Historic Districts in Colorado, and exhibits many of the vestiges of the Victorian architecture and ambiance of late 1800's Colorado's history. Mining in and around Leadville has been continuous since the late 1850's, leaving much of its heritage of and history intact and in place.

#### 9) Arkansas Headwaters / Hayden Ranch

Traveling west from the town of Leadville one encounters the broad ranch lands of the Upper Arkansas Valley. Foreground and middleground views are dominated by gently sloping grasslands and sagebrush flats that afford spectacular, unobstructed background views of the surrounding mountain peaks. The flat, un-forested terrain is highly sensitive to man induced change, and affords very little visual screening for manmade structures and facilities that intrude upon the landscape. This low visual absorptive capacity is especially noticeable on vertical structures, such as the high voltage transmission lines that traverse the valley emanating like a spider web from the Malta Sub-Station, just west of Highway 24.

Other ranch related structures, such as the hay barns and corrals of the Hayden Ranch add to the ambiance and bucolic character of the valley, especially against a backdrop of one of the highest concentrations of 14,000 foot peaks found anywhere in the United States.

10) Arkansas River

Leaving the broad grasslands of the Hayden Ranch, Highway 24 enters a narrow canyon alongside the Arkansas River. The confines of the canyon restrict views to the foreground, which is typified by sand colored rock outcrops and the riparian habitats of the river bottom. Manmade structures and facilities, including the Southern Pacific Rail Line and associated communication lines, are evident and due to their proximity to the roadway, within the narrow confines of the canyon, tend to subordinate the natural environment.

11) Twin Lakes

Before it was dammed to increase water storage, Twin Lakes is one of the largest naturally formed bodies of water in Colorado. Set in an amphitheater of surrounding peaks, the lakes dominate the viewshed and provide unobstructed background views of some of Colorado's most spectacular mountains. Due to the proximity of the road to the base of the hillside on Twin Lakes north shore, views are predominately to the west, south and east. In those directions, manmade structures are principally limited to the Interlaken Hotel, listed on the National Historic Register, the Twin Lakes Dam, and the Twin Lakes Power Plant. The plant, operated by the Bureau of Reclamation, houses a visitor information center, providing facts on its operations and on the history of the Twin Lakes Area.

To the west, at the southernmost terminus of the Top of the Rockies Byway is the Village of Twin Lakes, also listed on the National Historic Register. In character with its history, the town appears as a small collection of turn of the century structures nestled at the base of Mount Elbert, overlooking the upper of the Twin Lakes.

12) Escondido Flats

Escondido Flats is a collection of old and active ranches in the Tennessee Creek drainage of the Upper Arkansas River Valley. Foreground and middleground views are dominated by arable grasslands and sagebrush flats, which provide unobstructed background views of the Sawatch Range to the west, and Mount Zion to the east. Most structures on the flats date back to the days of active ranching, and are in character with the bucolic setting and character of the valley. Owing to the flat topography, the area exhibits the same low level of visual absorptive capacity seen in the Hayden Ranch area, making it difficult or impossible to hide or mask structural development. The principal evidence of man is the rail grade of the Southern Pacific Railroad.

Foreground views in the upper end of the valley are dominated by extensive wetlands and associated vegetation, which offer some level of protection against future development. On the lower end of the valley, mobile home parks within the foreground subordinate the natural setting.

13) Ski Cooper / Tennessee Pass

The summit of Tennessee Pass, astride the continental divide, provides views into both the Eagle River and Arkansas River Valleys. At the summit itself, foreground views are dominated by overstory vegetation, providing only intimate glimpses of the valleys below. Once off of the pass on either side, viewsheds open to expose high mountain valleys, meadows, wetlands and sweeping vista's of the Colorado Rockies. Ski Cooper's slopes built to train the 10th Mountain troops during World War II, appear as natural openings in the upper montane and sub-alpine forests that form the backdrop to the east. With the exception of the Southern Pacific line, which is relegated to the middleground, little evidence of the man built environment exists.

#### 14) Mitchell Creek

Mitchell Creek is a sheltered alpine valley, branching off of the Upper Eagle River Valley. Foreground views include the tracks of the Southern Pacific railroad against a backdrop of lush mountain meadows, surrounded by verdant forests. Background views provide a glimpse of the Sawatch Range.

#### 15) Camp Hale

Camp Hale was the site of the 10th Mountain Division Training Center during the Second World War. Selected for its vast expanse of relatively flat, easily developed terrain surrounded by towering peaks, the valley provided a perfect training center for high altitude winter combat. With the demolition of the camp, the valley reverted back to a more natural setting, interspersed with vague reminders of its past land use. Foreground and middleground views appear as grasslands, while background views appear as alpine peaks and valleys.

#### 16) Homestake Valley

The Homestake Valley appears as a high mountain valley, framed by high peaks and rocky escarpments. The view up the valley from the Byway is fleeting, yet reveals foreground views of riparian and wetland vegetation, punctuated by the meandering channel of Homestake Creek. In the background, glimpses of far off snowcapped peaks tease the viewer and encourage further exploration.

#### 17) Homestake Creek

Homestake Creek represents a high quality riparian / wetland habitat against a backdrop of rock buttresses and scarps. The valley is very natural in appearance, and due to its confining topography, limits views to the foreground and middleground. With the exception of Forest Service picnic facilities, little evidence of man is evident outside the road corridor.

#### 18) Battle Mountain Pass

Battle Mountain Pass is a precipitous section of mountain road perched among towering cliffs and sheer rock faces. The geology of millennia lies exposed, and is the dominant feature in the foreground and middleground viewshed. The man-built environment is limited to the roadway itself, the steel arch bridge over the south branch of the Eagle River, and the vestiges and scars of past mining activity centered around the ghost town of Gilman. Background views are principally to the west, providing spectacular vistas of Notch Mountain and surrounding peaks.

#### 19) Eagle River Valley

Coming down off of Battle Mountain Pass offers the first glimpse of the Eagle River Valley above the Town of Minturn. The narrow valley is centered around the meandering path of the Eagle River, and flanked by high cliffs to the east and rolling hills to the west. Once in the valley, foreground views are dominated by the man-built environment, while middleground and background views are limited by the topographic confines. Views include the rock formation named "Lionshead" by the English explorer, Lord Gore.

#### 20) Roaring Fork Valley east of Aspen

The view to the east from the City of Aspen and points down valley is dominated by Mount Shimer and Difficult and New York Peaks, which loom over Weller Lake and the Lincoln Creek drainage. This view, which is dominated by evergreen forest and unvegetated uplands, is virtually untouched by human

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#### 21) Tagert Lake Area

The Tagert Lake Area, private property around Mile Marker 47, is dominated by a pair of man-made lakes, one of which has been in place since the property was homesteaded in the 19<sup>th</sup> century. At this point the roadside views become dominated by mature aspen groves and the Lincoln Creek drainage is clearly discernible.

#### 22) The Narrows

The Narrows is the first point where the road narrows dramatically and is found between Mile Markers 48 and 49. Here the road clings to the cliff and there is a precipitous drop-off to the river canyon below. There are wide views to Mount Shimer and the Difficult Creek Drainage and excellent views of the mixed deciduous/coniferous forest along the river.

#### 23) The Weller-Lost Man Area

The Weller-Lost Man area is a stretch between approximately Mile Marker 50 and 55 which is characterized by a narrow river canyon and close-in vegetation. The River is revealed in glimpses through the trees and there are occasional longer views as the road traverses a second set of narrows just below the Lincoln Creek Road turnoff. This stretch of road goes by a major rock-climbing area and there are often views of the climbers and their support crews on the cliffs. There are also glimpses of the Grottoes area where the river tumbles down through spectacular eroded rock formations.

#### 24) The Independence Town Site and Ghost Town

The Independence Town Site to the Summit is the section of the corridor located between MM 55 and 61 traversing the upland willow tarns, Krumholz Zone and tundra areas that characterize the landscape above 11,000 feet. There are numerous beaver ponds, scattered vegetation, old buildings associated with the Independence Ghost Town, and expansive views of the surrounding mountains.

#### 25) The Independence Pass Summit to Twin Lakes

The Summit to Twin Lakes section of the corridor to the east of the Pass generally mirrors the west side, with high altitude views giving way to dense vegetation and then to broad views of the Arkansas River valley and the Collegiate Range as one nears Twin Lakes. There are also numerous private holdings along this stretch so there are occasional views of rustic buildings and other signs of civilization.

## Community Resources

The following communities are located along the route of the Top of the Rockies Scenic and Historic Byway. Letter designations correspond to the locations illustrated on Planning Map 17. The inventories contain data about the location, specific attributes, available services and amenities, and other resource information.

### Worksheet A      **Minturn**

The town of Minturn is located two miles south of Interstate 70 on Highway 24 on the Top of the Rockies Scenic and Historic Byway. Minturn is a town in transition, with a mining and railroad history. However, its proximity to the world-class ski resorts of Vail and Beaver Creek has meant that it has opportunity for businesses catering to the ski / tourist crowds.

Population: 1,066

Elevation: 7,920 ft.

History:

The town of Minturn was established with the arrival of the Rio Grande railroad tracks and was officially incorporated in 1904. Railroad tracks were laid in the 1880's to service the mines of Redcliff and Gilman. In 1887, the railroad tracks reached Booco's Station (the future town of Minturn). Minturn served as an important railroad stop where extra "helper" engines were added to pull trains over Tennessee Pass. This attracted a number of railroad workers to service these engines. The Gilman mines, historically a major producer of zinc, copper, silver, and lead, also attracted a number of settlers to Minturn. Operations at Gilman were largely curtailed in 1977.

Lodging:

There are two Bed and Breakfast Inns located in Minturn.

Restaurants:

There are eight restaurants featuring Italian, Mexican, and general cuisine.

Services:

There is one gas station, and several types of retail stores and galleries featuring arts, crafts, antiques, etc. The Meadow Mountain Business Park, north of Minturn on Highway 24, contains various other service-oriented establishments.

Recreation:

The Holy Cross Ranger District Station, located two miles north of Minturn at Dowd Junction, is a source of trails and recreational information for the area. A number of trails originating in and around Minturn are utilized for hiking and camping in the summer months and snowshoeing in the winter. These are Grouse Creek Trail, Game Creek Trail, Martin Creek Trail, Two Elk National Recreation Trail, Tigiwon Trail, and Upper Eagle Valley Trail.

**Worksheet B**

**Redcliff**

The town of Redcliff is nestled in a valley east of Highway 24 at the south end of Battle Mountain Pass. Travelers must look east from the large, steel, highway bridge to see Redcliff. Continued travel south for about one mile leads to the turn-off to the main road into town.

Population: 300

Elevation: 8,700 ft.

History:

Redcliff was founded in 1879 when gold and silver were discovered on Homestake Mountain on the east side of town. The influx of prospectors seeking these riches caused the creation of the first town in Eagle County, as well as the county seat until the 1940's when the courthouse burned down. Redcliff had an opera house, numerous large hotels, and businesses. The town had a large contingent of Welsh and Cornwall miners who were imported from British mines. After World War I when the population declined and mining was no longer profitable, logging became the main industry on nearby Shrine Pass. The railroad and the Eagle Zinc Mine in Gilman became the main industries and

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employers in the 1920s. At that same time, Hispanic immigrants from Mexico and southern Colorado became the dominant population, and continue to be today. Today, most Redcliff dwellers are employed in the ski industry at Vail or Beaver Creek.

#### Lodging:

There is one hotel in Redcliff.

#### Restaurants:

There are two restaurants in Redcliff featuring Mexican cuisine.

#### Services:

There is an outdoor guiding service in town, a woodworker, and a liquor store.

#### Recreation:

Outdoor recreation opportunities in the area include hiking, four-wheeling, cross-country skiing, snowshoeing, and snowmobiling. The Redcliff Museum has exhibits on the mining history of the area, with a special exhibit on nearby Camp Hale. The Evergreen Cemetery, above the town, is the resting place for miners, loggers, and ordinary citizens. Ladies of "ill repute" and criminals are buried outside of the cemetery's fence.

### Worksheet C

### **Copper Mountain**

The world-class ski resort of Copper Mountain is located at the gateway to the Top of the Rockies Byway at the junction of Interstate -70 and Highway 91. The modern alpine village contains shopping, dining, and many other activities. Copper Mountain Resort features over 100 trails and 2,300 skiable acres served by 20 lifts with an impressive average annual snowfall of over 250 inches.

Population: 40 - 8,000

Elevation: 9,700 ft. at the village; 12,441 ft. at the ski area summit.

#### History:

Copper Mountain was first settled in 1860. Miners from all over rushed to the Summit County area to strike it rich with gold and silver mining. Graveline Gulch was the mining center during the early years; remnants of several of the gold mines (sealed) remain today on the ski area's "Encore" trail. An innovative miner dug a shaft at the mountain's summit, only to uncover a low grade copper ore, too inaccessible to mine. But from this legend, Copper Mountain obtained its name. In the mid 1870's, the logging / mining town of Wheeler Junction was built at the base of Copper Mountain. The camp experienced the silver crash in the early 1890's, but was revived about 1900 by a boom in lumber, timber, and the addition of sheep herding. These activities lasted until the 1950's. The log buildings on the south side of Copper Road at the resort entrance are the original structures of homesteads occupied in the summers between 1940-1960.

In the early 1960's, Copper Mountain was first recognized for its ski mountain potential. The development began in 1969 with an initial investment of \$500,000 and a development proposal presented to the Dillon Ranger District. Dedicated in 1972, the United States Forest Service termed it "the most nearly perfect ski mountain in the United States."

NOTE: The Copper Mountain Resort Chamber offers complete information and brochures about lodging, dining, and other activities available in Copper Mountain.

#### Lodging:

There is a central reservation service and numerous management companies offering condominium and suite lodging opportunities at Copper Mountain. There are approximately 1500 rooms available in Copper Mountain.

#### Restaurants:

There are nearly twenty restaurants at Copper Mountain, featuring many kinds of cuisine and atmosphere, from deli food to full-course dining. A few of the establishments are operated on or in conjunction with the ski mountain during the winter months only.

#### Services:

Copper Mountain is a full-service resort, with one gas station, banking services, real-estate and property management companies, a medical clinic, post office, and many retail outlets featuring skis, snowboards, complete rentals, ski clothing, other sporting goods, gifts, groceries, and liquor.

#### Recreation:

In addition to the ski area, there is accessibility to back-country skiing opportunities, guiding services, an athletic club, an 18-hole golf course, horseback riding, ice skating, fishing and paddle-boat rides, and free chairlift rides in the Summer. Every Labor Day weekend, Copper Mountain is host to West Fest, a celebration of art, culture, and music of the west.

### Worksheet D

### **Leadville**

At the hub of the Top of the Rockies Scenic Byway on Highway 24 is the historic city of Leadville, North America's highest incorporated city. Described as quaint and absolutely original, seventy square blocks of Victorian architecture and the adjoining twenty square miles of the Leadville mining district testify to the various legacies. Leadville has been designated as a National Historic Landmark District.

Population: 2,800 in the incorporated City, 6,450 total in Lake County. Most (90%) of the County population is located in and around the City of Leadville.

Elevation: 10,430 ft.

#### History:

Named for the lead carbonate ore from which came the silver, Leadville was once a city of nearly 30,000 people. Many famous and infamous people got their start in Leadville, including J.J. and Molly Brown, Guggenheims, Boettchers, and the Tabors. Horace Tabor, the "Silver King", grubstaked his way to fabulous wealth and scandalized the country with his romance of the young and ever faithful Baby Doe, for which he abandoned his first wife, Augusta. Nearly everyone visited Leadville in its heyday -- politicians, writers, three presidents. Leadville's main street, Harrison Avenue, is perhaps one of the most photographed in Colorado. Many of the buildings, which are still in use, are architectural legacies dating back to the 1870's. The three-story, brick Tabor Opera House, built by its namesake, opened its doors in 1878. The Silver Dollar Saloon across the street has been in continuous operation since 1879. The elegant Tabor Grand Hotel, up the street, opened for business in 1885, with 117 rooms and silver dollars embedded in the lobby floor. The Leadville High School, built in 1900, now houses the federally chartered National Mining Hall of Fame and Museum. Described as the "Smithsonian of the Rockies", the museum has priceless mineral specimens, including gold from Molly Brown's "Little Johnny" mine in Leadville. Numerous fine Victorian homes still exist in

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Leadville, which were built by Leadville's famous and most prominent. Some are operated as businesses today -- bed and breakfasts and museums.

#### Lodging:

There are 27 facilities, ranging from B&B's to hotels to cabins. There are 465 rooms available in the Leadville area.

#### Restaurants:

There are 26 restaurants featuring Mexican, Chinese, and general cuisine.

#### Services:

There are numerous gas stations, museums, antique stores, and retail outlets. Leadville's historic Harrison Avenue is home to a variety of shopping, dining, cultural, and lodging opportunities.

#### Recreation:

There are 6 museums, a scenic train (summer), ski area, golf course, and a recreational center with a pool. Leadville is also a hub for outdoor enthusiasts, with back-country hiking, four-wheeling, skiing, snowshoeing, snowmobiling, and almost any other form of recreation available. The historic mining district, surrounding Leadville proper, is replete with historic dirt roads, trails, and incredible vistas of the nearby Sawatch and Mosquito Mountain Ranges, containing the highest peaks in the state. Nearby Turquoise Lake, with a scenic loop road, and the National Fish Hatchery, offer additional biking, hiking, skiing, and camping opportunities. The Mt. Massive Wilderness Area includes primitive, back-country experiences.

### Worksheet E      **Twin Lakes**

The village of Twin Lakes, both historic and quaint, is located at the base of Independence Pass on Highway 82. Twin Lakes serves as the turn-around point for the Top of the Rockies Scenic and Historic Byway.

Population: 25

Elevation: 9,200 ft.

#### History:

The sleepy village of Dayton, once a center of commerce for miners, was reborn as Twin Lakes in 1879. The route of Highway 82 was first pioneered that same year as a toll road to connect the silver mining communities near Leadville with Aspen. Besides catering to miners, Twin Lakes became a favorite recreation destination because of the lakes and the spectacular scenery. The well-to-do from Leadville and people with respiratory illnesses often selected Twin Lakes for summer recreation. Interlaken was a rival to the Broadmoor Hotel, and during its heyday, the hotel sported a 30-foot yacht to ferry guests. Twin Lakes Village and the Interlaken Complex are listed as historic districts on the Federal Register.

#### Lodging:

There are six facilities in and around the Twin Lakes area.

#### Restaurants:

There are two restaurants in Twin Lakes, one featuring German cuisine.

#### Services:

There is a gas station, post office, bike store, kayak store, rafting business, gift shop and antique store in the village.

#### Recreation:

Fishing, camping, boating, sightseeing, hiking, four-wheeling, back-country skiing and snowmobiling abound. The Colorado Trail is accessible within the town limits. Free tours of the Mt. Elbert Hydroelectric Power Plant and visitor center are available.

### Worksheet F

### **ASPEN**

The City of Aspen, located on Highway 82 the western end of the Top of the Rockies Scenic Byway, is known for its mixture of historic, well-preserved Victorian buildings, vibrant retail and commercial businesses, challenging outdoor recreation and the greatest array of cultural and art events in the state. Aspen is world renowned for its downhill skiing. With Aspen Mountain located in town and Snowmass, Aspen Highlands and Buttermilk mountains all within 12 miles of town, visitors can experience some of the best skiing and snowboarding in the world.

Population: 5,914 in the incorporated City, 14,872 total in Pitkin County. The County population soars to 25,000 in the winter.

Elevation: 7,908 ft.

#### History:

Silver was discovered at Aspen in 1879. Originally named Ute City after the Ute Indians that lived in the valley during the summer, the town was renamed to Aspen in 1880. By 1891, Aspen had surpassed Leadville as the nation's largest single silver producing mining district. By 1893, Aspen was a booming silver town with an estimated population of 10,000 to 16,000. The town had six newspapers, two railroads, four schools, three banks, electric lights, a modern hospital, two theaters, an opera house, and a very small brothel district. In 1893, with the repeal of the Sherman Silver Act, Aspen's economy mining based economy rapidly declined. In 1936, investors sought to establish a ski area above Aspen. However, due to WWII, the endeavor was halted. Friedl Pfeifer, a member of the 10th Mountain Division, who trained at Camp Hale near Leadville, returned to Aspen after WWI making plans for Aspen's first ski area. In 1945, Chicago industrialist, Walter Paepcke and his wife Elizabeth joined forces with Pfeifer in the development of the Aspen ski area. In 1946, the Aspen Skiing Corporation was founded and in 1950 Aspen hosted the FIS World Championships, which confirmed Aspen's status as an international resort.

#### Lodging:

As a winter and summer resort, Aspen has numerous reservation and management companies as well as direct properties offering lodging including condominiums, hotels, lodges, B&B's, resort facilities and private club and home rentals. Lodging ranges from the moderate to deluxe - 5 star.

#### Restaurants:

There are over 100 restaurants and entertainment establishments offering a variety of cuisine from simple dining to the finest gourmet.

Services:

Aspen is a full service community with art galleries, museums, theater and concert halls, commercial and retail outlets and cultural events. Enjoy trendy shopping or smaller local stores, restaurants ranging from quick and easy to elegant eateries, and the year round schedule of festivals, workshops and competitions.

Recreation:

There are numerous museums, art galleries, two ghost towns, historic Victorian homes and buildings, 4 world renown ski resorts, ice rinks, tennis courts, golf course, and municipal swimming pool and over 200 miles of Nordic skiing, walking and bike paths. Activities also include balloon rides, dogsledding, fishing, backcountry skiing and hiking, ice and rock climbing, paragliding, snowmobiling, and snow shoeing. There are peaks, rivers, rocks and trails for all levels of adventure-seekers from beginner to extreme.