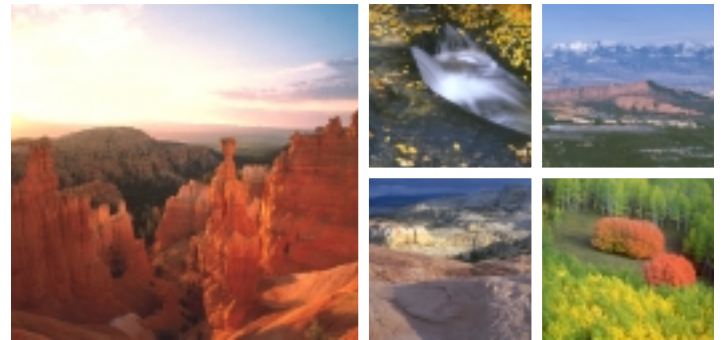




SCENIC BYWAY 12
Corridor Management Plan

SCENIC BYWAY 12

Corridor Management Plan



Prepared for:

Garfield County and Wayne County Commissions

Prepared by:

Five County Association of Governments,
planning consultants

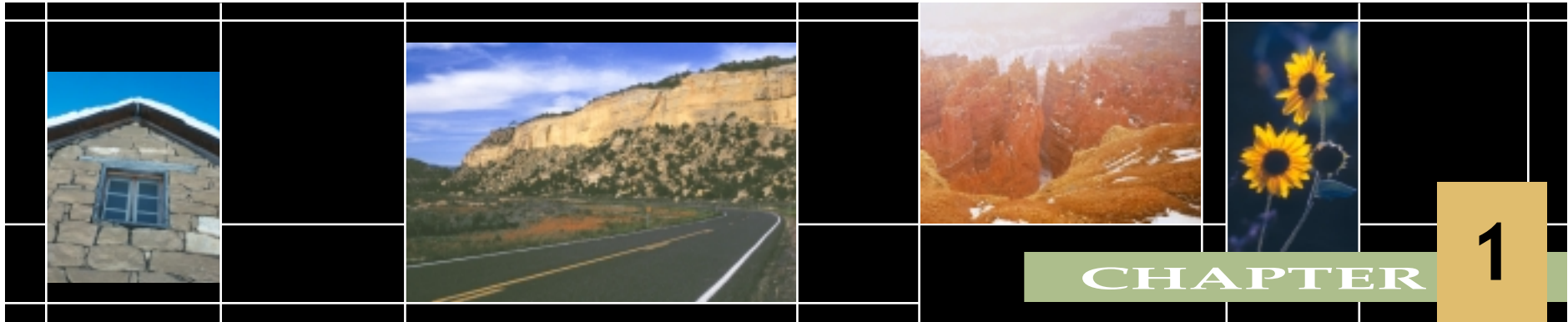
December 2001

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CHAPTER

1

Introduction

Utah’s Scenic Byway 12 is one of the most spectacular roads in the country. It stretches 124 miles across a richly varied landscape and serves as the main artery through this remote and rugged region of the Colorado Plateau. Its sensational scenery draws people from all over the world to journey through unforgettable terrain and time.

Scenic Byway 12 traverses the south central portion of the state of Utah, running in a southwest to northeast direction that travels through several ecosystems, from sage flats to ponderosa pine forests to slickrock deserts to quaking aspen stands. It lies between Bryce Canyon and Capitol Reef National Parks and travels through Dixie National Forest as well as the northern part of Grand Staircase-Escalante National Monument. The road travels through landscapes that span elevations ranging from 4,000 feet at the Escalante River to 11,000 feet at the top of Boulder Mountain. Travelers encounter archeological, cultural, historical, natural, recreational and scenic qualities while driving this unique and thrilling byway.

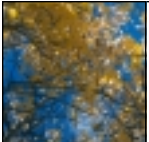


Scenic Byway 12 is the only principal through highway that runs east of Panguitch and links U.S. 89 with S.R. 24. It is the lifeblood of the region. To some, this byway supports their very livelihood and to most it

is a way to and from home. To the traveler, Scenic Byway 12 is a destination unto itself and the way into this remote region that affords a seamless transition through publicly-owned, state and private lands.

Scenic Byway 12 was designated a National Forest Scenic Byway in 1988. State Scenic Byway designation followed in April of 1990. It was among the first state highways in Utah to gain this status. Then in early 2001, local stakeholders decided to come together and plan for the future of this valuable resource and to consider pursuing All-American Road designation. This corridor management plan is a result of that collaborative effort.



-Western US context of Scenic Byway 12

National Scenic Byways Program

The National Scenic Byways Program was created as a part of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). This was the first piece of transportation legislation to provide programs and funds to do more than construct or maintain highways. The legislation enabled communities to seek funding to enhance highway corridors through such projects as building picnic areas, constructing rest areas, or installing wayside interpretive exhibits.

Through community support, the corridor management plan may be used to apply for National Scenic Byway Designation, specifically All-American Road status. All-American Road status is the most prestigious of the national scenic byway



- Old gas station in Boulder, Utah, alongside Scenic Byway 12

designations. It provides national and international marketing and may open doors to new and significant funding for scenic byway corridor improvement and preservation projects.

Purpose of a Corridor Management Plan

A corridor management plan (CMP) is a document that details the future strategies and actions for management of the byway. The plan is one that is compiled by the people of the local communities who have a vested interest in the protection and enhancement of the byway and its corridor. It is important to note that the CMP is not an instrument to regulate conditions, mandate changes, or condemn private property. The plan identifies the special qualities of the byway corridor and addresses how to sustain the character of Scenic Byway 12.

This corridor management plan can be used as a means to consolidate the ideas of those who live along Scenic Byway 12, communicate concerns, facilitate conflict, avoid redundancy, initiate byway pride and strive to protect the valuable resources. However, it is important to note that the CMP cannot solve all the issues; it is an outline of the goals and strategies for Scenic Byway 12.

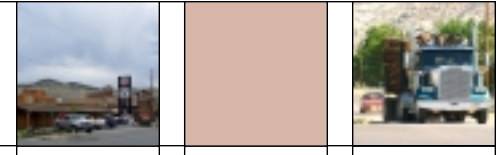
Scenic Byway 12 serves as the gateway to a region that is rich in multiple intrinsic qualities and

deserves the security of a CMP that outlines the planning strategies and actions for the future.

The partners who engage in developing a future plan for the highway can vary. Examples of various partners and their potential interests include:

- *Mayors and city councils of towns that have an interest to represent the needs of their people.*
- *Local town and county government planning commissions that prepare and administer local general plans and zoning ordinances.*
- *A federal or state agency responsible for managing lands along the corridor.*
- *A state transportation agency responsible for the safety and maintenance of the byway.*
- *A county travel council responsible for promoting the region for tourism and economic development while also encouraging protection of the resources.*
- *A city or town responsible for improving or developing infrastructure within the byway corridor.*
- *Residents concerned about actions occurring in the byway corridor.*

Many entities have compelling reasons to participate in the preparation of a CMP that captures the vision and aspirations of the byway corridor.



Protection of Private Property Rights

Not only is this corridor management plan intended to provide a tool to protect the intrinsic values along Scenic Byway 12, but also it is intended to protect the private property rights of those who own land or live on lands that lie within or adjacent to the corridor boundaries. Therefore, the following principles are made an integral part of this CMP and are intended to guide in the planning and implementation process.

- **THIS CMP WILL NOT HAVE AN EFFECT ON THE AUTHORITY OF LOCAL GOVERNMENT:** Nothing in this CMP will be construed to modify, enlarge, or diminish any authority of federal, state, or local governments to regulate any use of land under any other law or regulation.
- **THIS CMP DOES NOT HAVE ZONING OR LAND USE POWERS:** Nothing in this CMP shall be construed to grant any additional powers of zoning or land use control to anyone.
- **THIS CMP WILL NOT AFFECT LOCAL AUTHORITY AND PRIVATE PROPERTY:** Nothing in this CMP shall be construed to effect or to authorize any committee, agency, group, or official related to this CMP, to interfere with the

rights of any person with respect to private property; or any local zoning ordinance or land use plan of the State of Utah or a political subdivision thereof.

- **THIS CMP WILL NOT LIMIT COMMERCIAL DEVELOPMENT:** Nothing in this CMP will be construed as granting any authority to limit, in any manner commercial development.

This CMP is a neutral document neither limiting, nor promoting, development.

- **THIS CMP WILL RECOGNIZE THE GROWTH BOUNDARIES AND THE RELATED ANNEXATION PLANS OF EACH COMMUNITY ALONG THE CORRIDOR AS PROVIDED BY UTAH LAW.**



-Aerial photo of Cannonville, Utah, with Scenic Byway 12 passing through the landscape.



Scenic Byway 12 Description

Traveling from west to east, Scenic Byway 12 winds its way through red rock hoodoos, high plateaus, tiny rural communities, slickrock deserts, as well as pine and aspen forests. It travels through Garfield and Wayne Counties, the home of three national parks, three state parks, a national

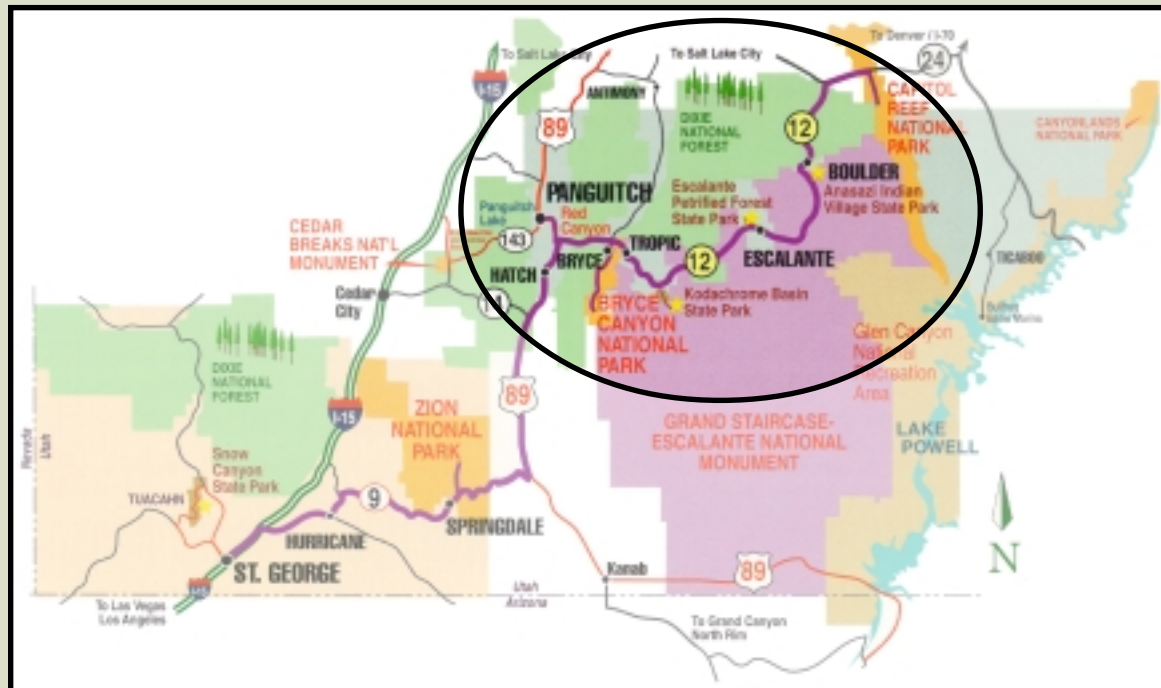
recreation area, and a national monument. The views along this route are breathtaking and the experience of driving Scenic Byway 12 makes an impression that lasts a lifetime.

The gateway of Scenic Byway 12 begins at the junction of U.S. Highway 89 where the road crosses the Sevier River which has meandered and cut through the valley, forming the west end of the Scenic Byway 12 corridor. The byway then winds

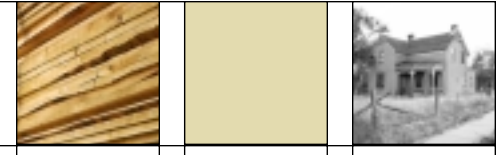
through Dixie National Forest's spectacular Red Canyon. Cutting through the burnt orange and pink towering pinnacles and hoodoos, that were formed by erosion of the sandstone of the Claron Formation, the road climbs to the top of the Paunsaugunt Plateau that opens to vistas of pine, spruce, sage, and pinyon juniper. It is not uncommon to experience wildlife viewing on the high plateau. One can anticipate seeing mule deer, elk, livestock grazing, antelope, prairie dogs, jackrabbits, and several types of raptors such as bald and golden eagles.

The byway drops through the vigorous erosion along the eastern margin of the Paunsaugunt Plateau that has created a sculpted rim that is within the borders of Bryce Canyon National Park. It continues through the towns of Tropic, Cannonville and Henrieville, communities of pioneer origin that are steeped in the rich history of Southern Utah. Each town has its own uniqueness and character, and all rely on this highway for their sustenance.

East of Henrieville, just after crossing the Paria River drainage, Scenic Byway 12 climbs through the eroded badlands of green-gray mudstone and sandstone of the Kaiparowits Formation, referred to as "The Blues". Sparse in vegetation, this stunningly eerie landscape yields some of the richest fossil specimens ever discovered from the Cretaceous Period. The Blues are a part of Grand Staircase Escalante National Monument. In the distance, is the striking profile of Powell Point, the starkly prominent pink cliff used as a landmark by



-Regional context map of Scenic Byway 12 within south central Utah.



Major John Wesley Powell and his crew on their mapping and surveying expeditions throughout the region.

Continuing through Upper Valley, or Potato Valley as it was called because of the wild potatoes that grew there, Scenic Byway 12 follows the magnificent rock outcroppings of the Straight Cliffs Formation. These terraced and craggy yellow cliffs and ledges were home to many Native American cultures of the last 2000 years. The canyon walls rise above the floor of the Upper Valley drainage and follow Scenic Byway 12 on either side until they reach the Escalante Valley.

Once through the main street of Escalante, the byway heads toward the desert region where access to some of the most scenic backcountry experiences can be found. Just off Scenic Byway 12 is Hole-in-

the-Rock Road, one of the backways that follows the original route of the Mormon pioneer expeditions and today serves as the main access to the spectacular Escalante Canyons. There, in the distance, are the Straight Cliffs of the Kaiparowits Plateau that run parallel to Hole-in-the-Rock Road and reveal layer upon layer of sandstone stratigraphy all the way south to Lake Powell.

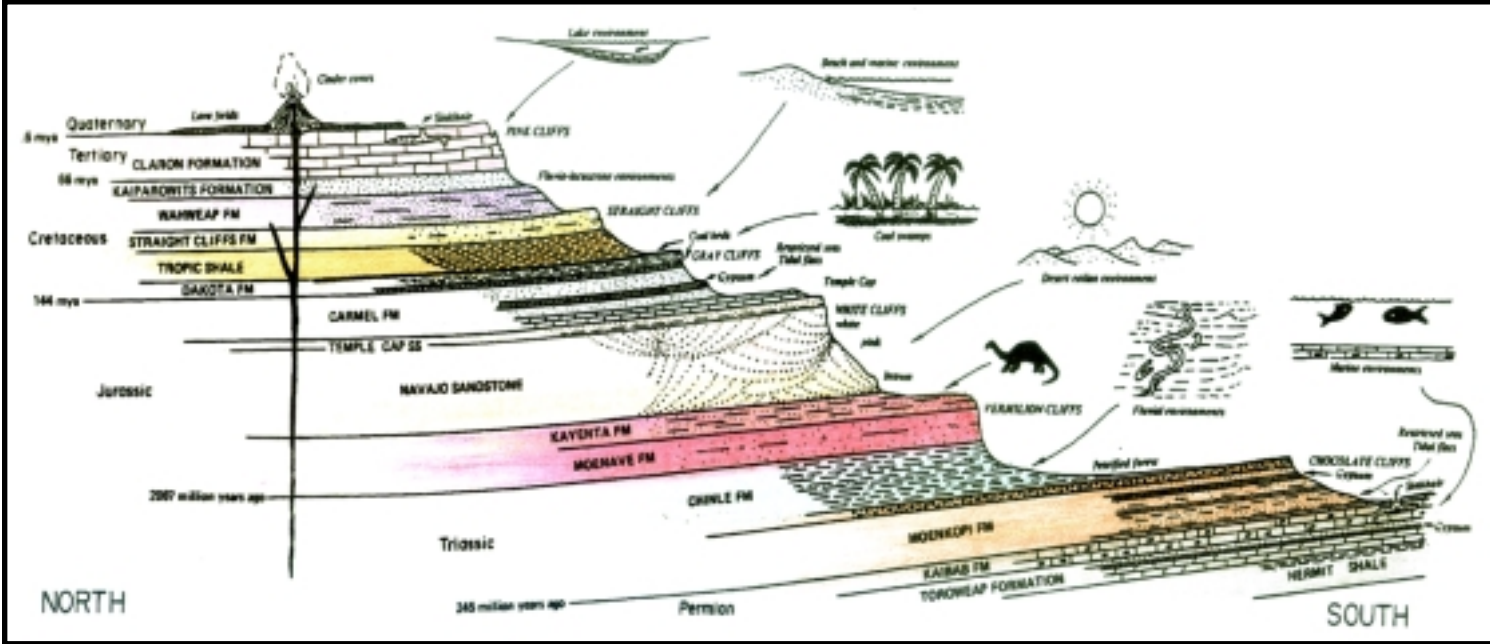
Traversing the Big Flat, Scenic Byway 12 opens into juniper and sage country where one may see the culture of the Old West. Cattlemen drive herds of cattle through this rugged area moving them between their summer and winter ranges. This stunning terrain is also the place from which many canyoneering excursions begin in Grand Staircase Escalante National Monument.

From Head of the Rocks, the slickrock country

is exposed in a dramatic fashion. Here the views stretch across the layers of slickrock all the way to the Henry, Fiftymile and Navajo Mountains, while capturing the labyrinth of canyon rims that twist and turn through the Escalante River drainage. Heading north to the town of Boulder the road crosses the Escalante River, borders the beautiful Calf Creek Recreation Area, and climbs in elevation through the majestic magenta Navajo sandstone to the Hogsback. This part of the highway is on top of a rim with waves of slickrock dropping off dramatically on either side of the pavement. The thrilling experience crossing the Hogsback is enjoyed by travelers as they slow down to negotiate the twisting turns.



-(left to right) Bryce Canyon hoodoos at sunrise; Scenic Byway 12 going east out of Cannonville, Utah; sandstone formations of the Escalante Canyons region; and sunset over the Waterpocket Fold in Capitol Reef National Park.



-Geologic formations of the Grand Staircase.

Bowns Reservoir it becomes clear why Clarence Dutton, the geologist who surveyed with Major John Wesley Powell, referred to this region as “the land of superlatives”.

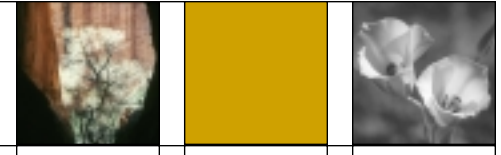
Continuing through aspen and alpine terrain, Scenic Byway 12 curves down the mountain through the town of Grover and onward to the town of Torrey. Just before Scenic Byway 12 reaches the intersection of S. R. 24, the Cockscomb, a jagged rock formation, rises out of the earth like the back of a stilled stegosaurus.

Cresting the hill to the pastoral setting of Boulder, with its rolling green fields and gurgling creeks, Scenic Byway 12 winds into this unique rural town that boasts of being so remote that it was the last town in America to receive its mail by mule. Here in Boulder the traveler can visit the Anasazi State Park Museum to learn of the Anasazi and Fremont cultures and enjoy viewing authentic ruins and artifacts.

Leaving the town of Boulder and climbing up

the eastern flank of Boulder Mountain, which is part of the Aquarius Plateau, Scenic Byway 12 coils upward to an elevation of over 9,000 feet. The mountain itself exceeds 11,000 feet. Several scenic pullouts just off Scenic Byway 12 surprise the traveler with views of Capitol Reef and the Henry Mountains, as well as the Little Rockies beyond. Below, the craggy, jagged edges of purple-red rocks reach upward to form the Waterpocket Fold. Looking down on these rock outcrops and the Lower

This is the point where Scenic Byway 12 ends. But anyone who has experienced this sensational drive knows that it is just as spectacular, only different, when traveling east to west. The ribbon of highway that cuts through this rugged region exposes wonders and memories traveling either direction.



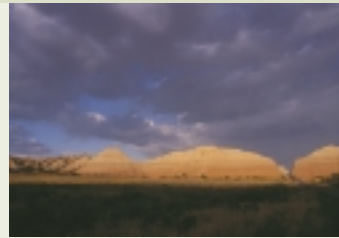
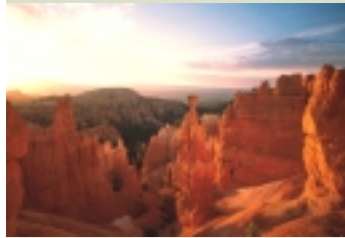
Scenic Byway 12 User Profile

Scenic Byway 12 is driven by travelers of local, regional, national and international origin. Modes of transportation utilized on the byway include, but are not limited to, passenger vehicles, commercial

vehicles, motorcycles, agricultural equipment, bicycles, and horses.

Considering that driving for pleasure has become one of the most popular recreational activities in the U.S., the byway is used for pleasure by many. It is also used by commercial vehicles to transport goods, and by local travelers as a means

to go about daily business. Some travelers drive slowly to relish the sites, while others are focused on traveling efficiently to reach their destinations as quickly as possible. Some of the Scenic Byway 12 travelers are very familiar with the road and others, such as first time visitors, are not.



(left to right) Bryce Canyon National Park; road to Kodachrome State Park; view to “The Cut” east of Cannonville, Utah; Lower Calf Creek Falls trail from above; and view across slickrock from Hogsback.

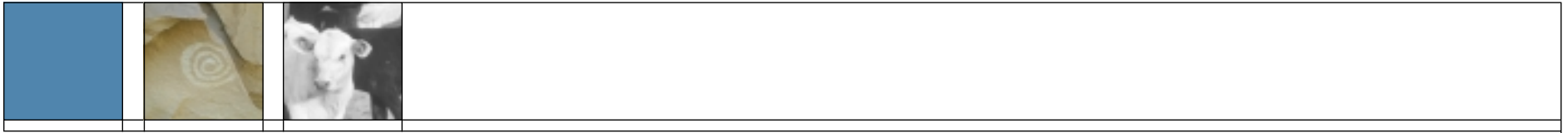
Scenic Byway 12 Partnerships

The Community Partners involved in the planning process for Scenic Byway 12 include a dedicated group who are interested in promoting and preserving the intrinsic qualities of the byway. The Steering Committee is proud of the working relationship that has been built among the following partners:

*Highway 12 neighbors
City of Panguitch
Town of Tropic*

*Town of Cannonville
Town of Henrieville
City of Escalante
Town of Boulder
Local Chambers of Commerce
Garfield County
Garfield County Travel Council
Wayne County
Wayne County Travel and Economic
Development Council
Dixie Interpretive Association
Utah Travel Council
Five County Association of Governments
Utah Department of Transportation*

*Utah Farm Bureau
Utah State Parks
Dixie National Forest
Bureau of Land Management
Grand Staircase-Escalante National Monument
Bryce Canyon National Park
Capitol Reef National Park
Glen Canyon National Recreation Area
Federal Highways Administration
Panoramaland Resource Conservation
& Development
Color Country Resource Conservation
& Development*

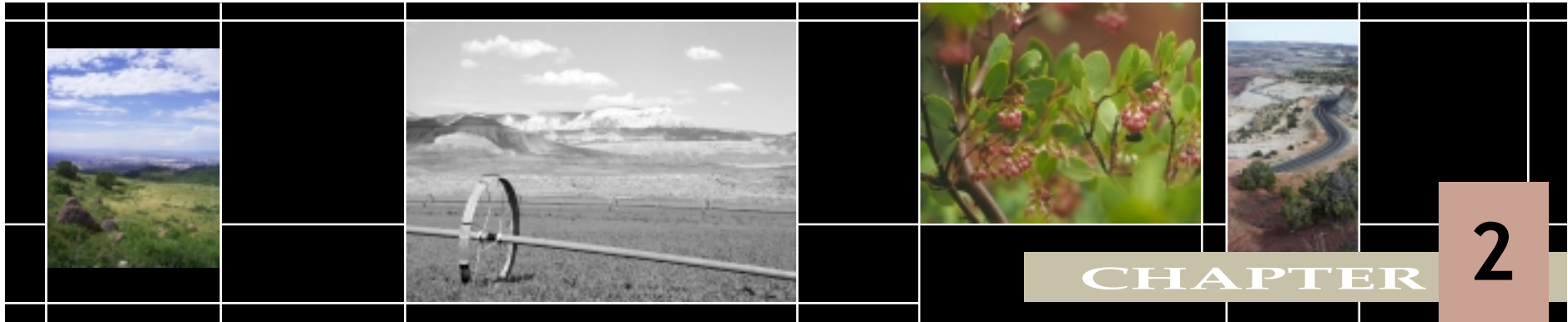


Scenic Byway 12 Group

The Steering Committee is the core management team for Scenic Byway 12. The Steering Committee will act as coordinator and clearinghouse of information. They will:

- *meet regularly to review the status of implementation projects*
- *review goals and strategies on a regular basis*
- *retire completed actions*
- *prepare annual action plans*
- *give guidance to grant applicants for Scenic Byway 12 projects*

A support group for Scenic Byway 12 will be formed. The intent will be to have the core management team carry on the vision of this plan and monitor the recommendations and actions called forth herein, in cooperation with the original partners.



CHAPTER

2

Planning Process and Public Participation

In 2001, the Garfield and Wayne County Commissions were approached by the County Tourism Councils to consider designation of Scenic Byway 12 as an All-American Road. It was determined by the County Commissions of both Wayne and Garfield Counties that locally directed planning is the best way to protect the intrinsic qualities of Scenic Byway 12. After some consideration, the Commissions decided that if a CMP could be developed locally, with local elected officials and citizens participating, and if the CMP would outline strategies to strengthen the local economy as well as protect the intrinsic qualities along the byway, they could support it.

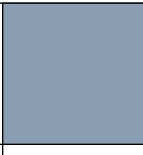
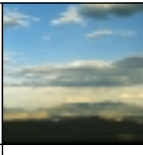
The planning process acknowledges the uniqueness of the resources and is a way to demonstrate the pride that the community has for the byway. And whether or not it is determined that the CMP will be used for application for All-American Road designation, the process that produces it is useful for bringing the various stakeholders along the byway together to collaboratively plan for the future of Scenic Byway 12.

The County Commissions have expressed from the beginning, their desire to see a locally developed corridor management plan for Scenic Byway 12. They retain the right to withdraw from the CMP development or the All-American Road designation process at any time. This is not to indicate their lack of support for a locally developed and managed corridor management plan, but to provide for the termination of the application process for All-American Road designation if necessary. Additionally, should application be made, and designation be awarded, the County Commissions retain the right to de-designate should it be felt at any time in the future that All-American Road status for Scenic Byway 12 is not a benefit to their county.

History of Scenic Byway 12 Planning Events

- **1985** - Completion of Highway 12 from Boulder to Torrey.
- **1988** - Forest Service designated Highway 12 a Scenic Byway through the USFS program.

- **1990** - State of Utah designated Highway 12 a State Scenic Byway.
- **2000** - Utah Department of Transportation initiated planning for its corridor study.
- **1/2001** - Dixie National Forest hosted a workshop on the National Scenic Byways Program.
- **2/2001** - Scenic Byway 12 Steering Committee was formed, and the decision was made to develop a CMP by November 2001.
- **5/2001** - Five County Association of Governments was hired to prepare the CMP and the All-American Road designation application.
- **6/2001** - Color Country Rural Conservation and Development Council became steering committee non-profit agency and financial manager.
- **7/2001** - First round of town meetings were held in five byway communities.
- **10-11/2001** - Second round of town meetings were held in the same byway communities.
- **11/2001** - The CMP was finalized and the application for All-American Road designation was compiled.



-Panel discussion during second town meeting in Boulder, Utah.

Town Meetings

Prior to the Scenic Byway 12 Town Meetings, the Utah Department of Transportation (UDOT) conducted public meetings in the Fall of 2000 to explain the UDOT corridor safety study of Highway 12. Information gathered during those meetings has been incorporated into this plan and is included in Chapter 11 – *Transportation and Safety Plan*.

The first round of Scenic Byway 12 town meetings were conducted in five communities during July 2001 to explain the purpose of the Scenic Byway 12 CMP and to seek public input. A

presentation was given that demonstrated the National Scenic Byways Program, the six intrinsic qualities of Scenic Byway 12, and the purpose of preparing a corridor management plan. The participants took part in a mapping exercise that was designed to gather their input on the highlights and concerns along the byway. The information gathered from those meetings has been incorporated throughout the CMP and provide its guiding outline.

The second round of town meetings were held in October and November 2001 to discuss the CMP draft and determine the level of public support for making application for All-American Road designation. The public was given the opportunity to voice their concerns and support for the corridor management document and the application process. At the conclusion of these meetings, the Wayne and Garfield County Commissioners determined that community support was substantial and they decided to go forward with an application to the Federal Highways Administration for All-American Road status.

Other Public Outreach

Throughout the Scenic Byway 12 corridor management planning process various public relations tools and techniques have been used to

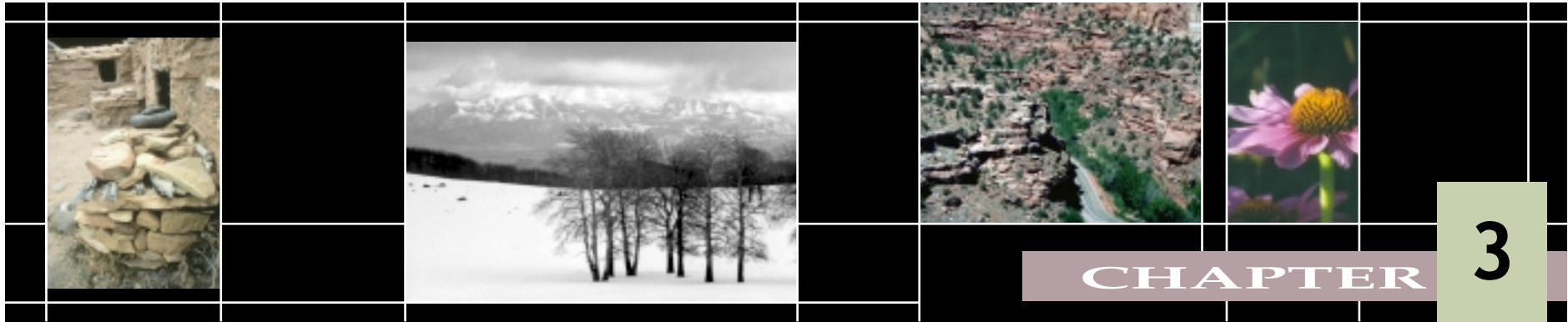
inform the public of byway meetings and updates. Articles were published in local and regional newspapers; public service announcements were aired on local radio; and public notices were posted throughout the byway communities. In addition to these efforts, a Scenic Byway 12 newsletter was mailed to committee members, town meeting participants, and private property owners along the byway.

Ongoing Public Outreach

Public input will continue through the ongoing public meetings sponsored by the county commissions, state and federal agencies and the cities and towns in their normal course of implementation through planning and zoning processes in each jurisdiction. Along with this process, further input will be reviewed with the Association of Governments as the mayors, commissioners, and agency leaders meet throughout the year.

Town meetings will be held annually where citizens can hear the annual report on the CMP and voice their concerns and recommendations. These meetings will be held with the intent of finalizing the annual reports for the county commissions, mayors and agency leaders to adapt at their annual meeting.

An effort to design a Scenic Byway 12 website and link it to pertinent sites is ongoing.



CHAPTER

3

Vision and Goals

Vision

It is envisioned that Scenic Byway 12 will remain a rural byway that serves the region as the main artery between Panguitch and Torrey and beyond. It is desired that its special rural and rugged flavor be maintained. However, Scenic Byway 12 is critical to the prosperity of the towns that it serves,

and with the increase in traffic and visitation, maintenance and improvement of the scenic byway will be necessary as issues of safety and enhancement come into play.

The vision is to make improvements, where necessary, but to do so in a way that will be in harmony with the intrinsic qualities. Using carefully designed methods and professional expertise, future

development could address the needs and do so without compromising the byway corridor. A good example of this is the construction of tastefully designed restrooms in an area where they minimally disturb the scenic and natural qualities, but address the needs of all travelers, particularly the physically challenged.

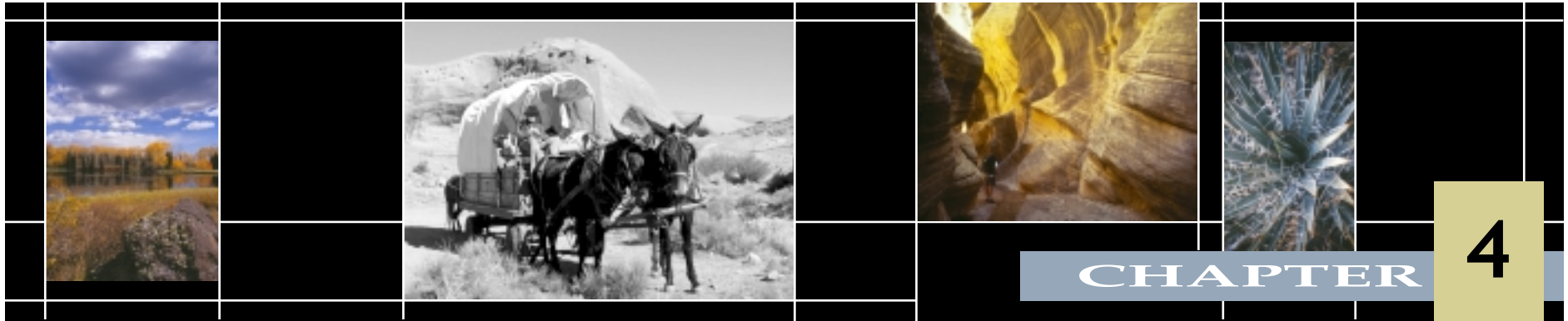


-Scenic Byway 12 between Cannonville and Henrieville, Utah.



Goals

- *Protect and enhance the quality of life and economic vitality of local communities.*
- *Protect and enhance the integrity of the intrinsic qualities within the byway corridor.*
- *Provide a safe driving experience for the diversity of travelers.*
- *Strengthen and maintain coordination among all partners.*
- *Balance the impacts of projected usage with the impacts to local communities.*
- *Enhance community pride and sense of place.*



Corridor Boundary and Major Land Use Map

Scenic Byway 12 passes through publicly owned, state and privately owned lands as it makes its way through Garfield and Wayne Counties, Utah. Approximately 95% of the land is managed by federal land management agencies. These include the National Park Service (Bryce Canyon National Park), the US Forest Service (Dixie National Forest), and the Bureau of Land Management (Grand Staircase-Escalante National Monument). The Escalante and Anasazi State Parks and State Trust Land parcels are located along the byway. Of the 124 miles of Scenic Byway 12, approximately 112.5 miles are within Garfield County, the remaining 11.5 miles are within Wayne County. Scenic Byway 12 is also the primary route leading to the communities of Tropic, Cannonville, Henrieville, Escalante, and Boulder.

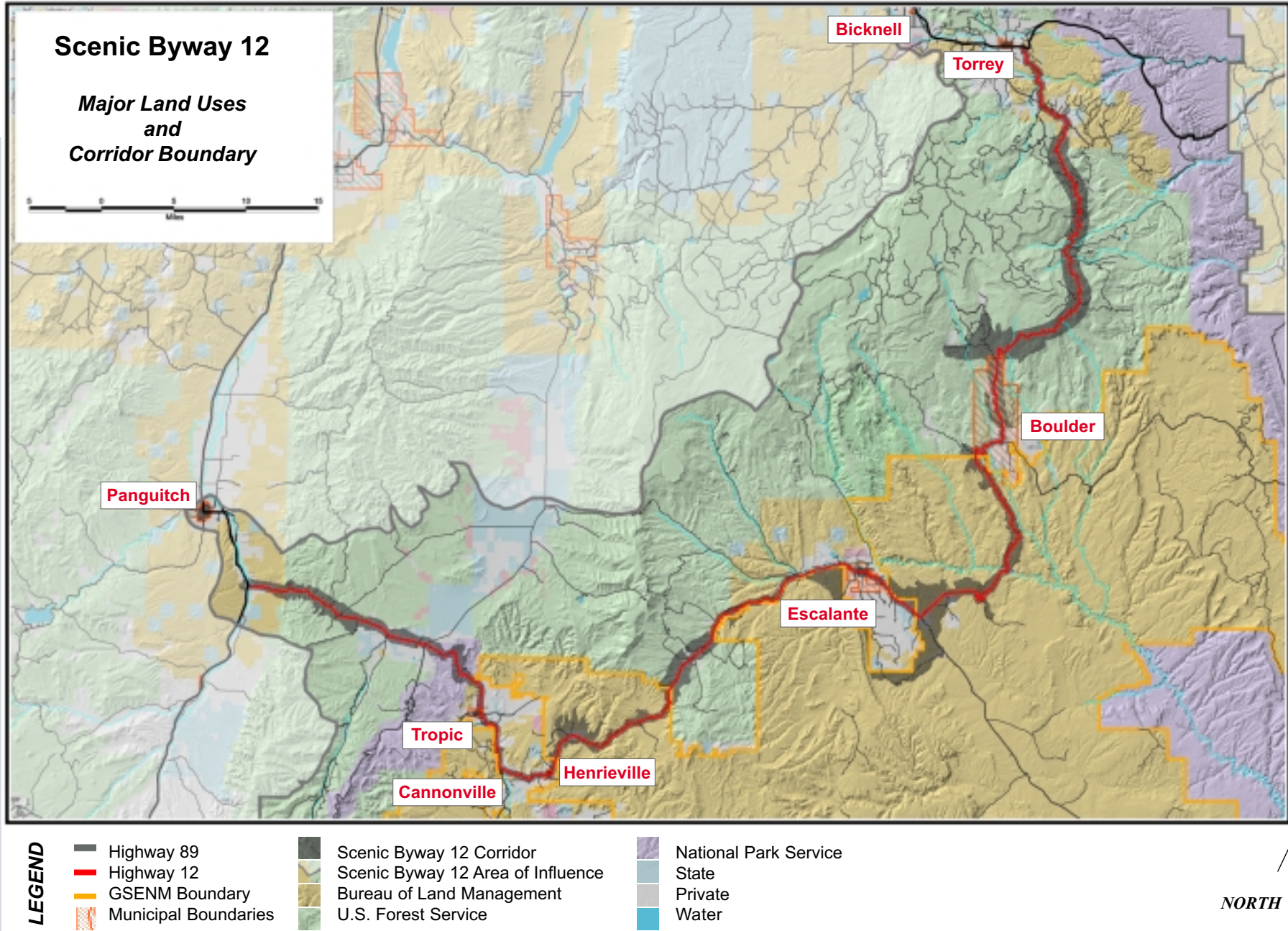
Scenic Byway 12 Corridor

The Scenic Byway 12 corridor, which is highlighted on the following map, is defined according to existing County and Community General Plans, as well as agency management plans.

The following is a breakdown of how the corridor was delineated:

- *Incorporated towns or cities properties - established commercial zones.*
- *Unincorporated county properties - commercially zoned parcels or highway right-of-way.*
- *Private properties not commercially zoned - highway right-of-way.*
- *BLM / Grand Staircase-Escalante National Monument lands - Monument Frontcountry Management Zone (focus area for visitor usage).*
- *USFS / Dixie National Forest lands - 'Roaded Natural' zones (most accessible and focus area for visitor usage).*
- *NPS / Bryce Canyon National Park lands - "Natural Area Sub-Zones" (are protected against development).*

The above-mentioned areas were chosen for inclusion within the corridor boundary because Scenic Byway 12 access is a primary factor in how adjacent lands are used and managed. To minimize local concerns about private property rights and to incorporate existing land management agency decisions, the boundary is based upon current zoning and management directives. The corridor boundary will not be adjusted beyond the areas highlighted on the adjacent map without approval of the Scenic Byway 12 Steering Committee and public involvement.





Scenic Byway 12 Area of Influence

The spectacular nature of Scenic Byway 12 is not based solely upon intrinsic qualities within the corridor boundary. Its uniqueness is also based upon the distant scenic views, the access it provides to

recreational resources not immediately adjacent to the highway, as well as the cultural and historic resources of the local communities that are outside the commercially zoned properties

The delineation of the *Area of Influence* is based upon input from the public meetings where it was noted that many intrinsic qualities in the region were

located not just along the byway, but also in areas primarily accessed from the byway. Examples of this include Bryce Canyon National Park and Escalante Petrified Forest State Park where the entrances are less than three miles off the byway. The shoulder communities located just off the byway also expressed an interest in being involved in the



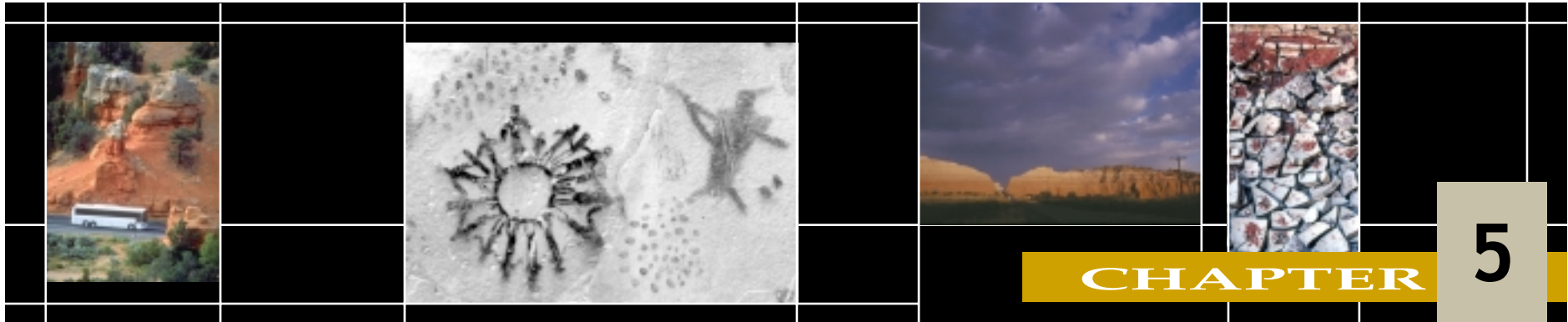
-(left to right) Bryce Canyon National Park; Promise Rock between Cannonville and Henrieville, Utah; Escalante Canyons; and stream and slickrock near Boulder, Utah.



planning process. In order to accommodate these requests and include public input, the *Area of Influence* specifically includes the following:

- *The communities of Panguitch, Torrey, and Bicknell*
- *Bryce Canyon and Capitol Reef National Parks*
- *Grand Staircase-Escalante National Monument*
- *Portions of the Paunsaugunt and Aquarius Plateaus that are within the Dixie National Forest and easily accessed from the byway*

The *Area of Influence* is also highlighted on the adjacent map only to illustrate the expansive influence this highway has on a traveler's ability to enjoy this region. But for the sake of clarity, this CMP does not provide guidance or planning strategies for properties within the *Area of Influence*.



Archeological Resources

Existing Archeological Resources

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 byway 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 of the past. (FHWA Policy 5.18.95)

The sequence of human populations who lived along what is now the Scenic Byway 12 corridor reaches back as far as 12,000 years ago. Numerous archeological resource sites are found in this region of Utah.

Petroglyphs, pictographs, granaries, pit houses and dwellings serve as some of the reminders of these prehistoric people. The traveler through the Scenic Byway 12 corridor may experience the excitement of discovery while stepping back in time

and learning about these unique cultures.

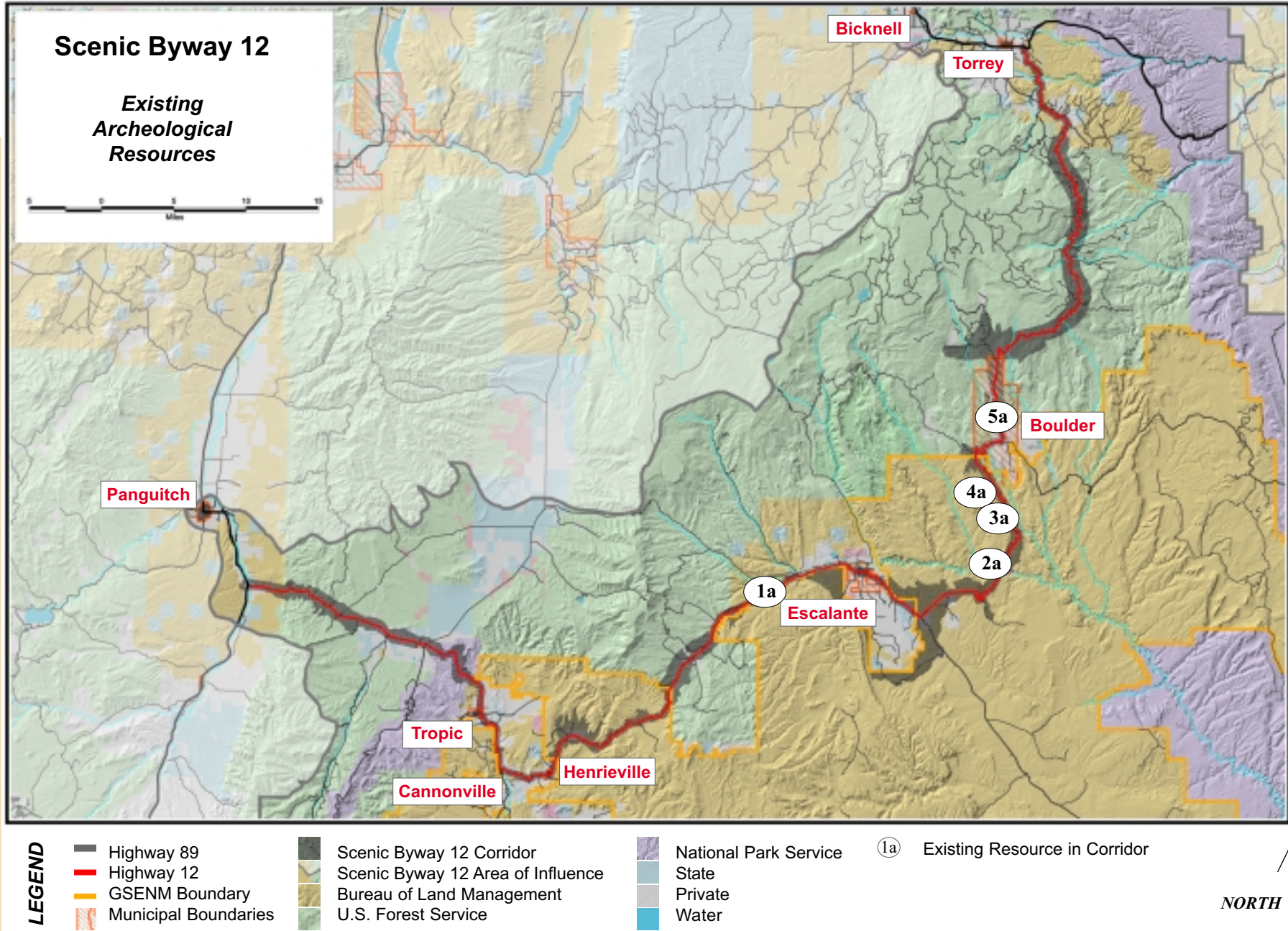
Various cultures have passed through this region: the big game hunters known as the Paleo-Indians (11,500-8,000 B.C.), the Archaic hunter-gatherers (8,000-600 B.C.), and the agricultural Fremont and Anasazi Indian cultures (200-1300 A.D.). Today modern day tribes include the Ute, Paiute, Hopi and Navajo.

The most visible evidence of prehistoric activity existing within the corridor was left by the Anasazi and Fremont cultures. These were two distinct cultures that existed at the same time in the region, from approximately 200-1300 A.D. The Fremont Indians utilized caves and built clusters of pit houses, while the Anasazi Indians built masonry structures from sandstone slabs that were held together by clay mortar and mud. Both cultures were agricultural people who cultivated corn, beans and squash, built irrigation systems, crafted pottery, and excelled at basket weaving. And both cultures expressed themselves with rock art which, while it cannot be strictly interpreted, can be seen and enjoyed by the corridor traveler.

These cultures are interpreted extensively at the Anasazi State Park Museum in Boulder. Here a



-Anasazi structures at the Anasazi State Park Museum in Boulder, Utah.





traveler can venture through time and learn about the Coombs site and experience authentic ruins of the Anasazi culture.

There is always a concern that highlighting

archeological resources may invite intentional or even unintentional damage. The sites, often considered sacred, are noted below and are routinely visited by the public and are highlighted in

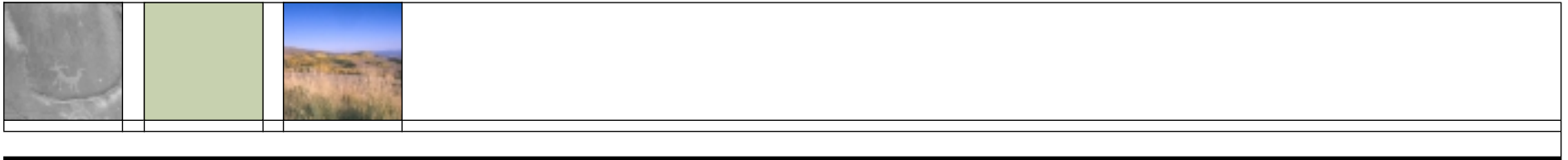
guidebooks. They are also on lands managed by either federal or state agencies that monitor their use.



-Rock art located within the Scenic Byway 12 corridor.

Existing Archeological Resources

<i>#</i>	<i>Resource</i>	<i>Location</i>	<i>Agency</i>
1a	Fremont Granary	Mile marker 52	GSENM
2a	Escalante River Sites	Highway 12 - Escalante River Junction	GSENM
3a	Calf Creek Granary	Lower Calf Creek Falls Trail	GSENM
4a	Friendship Panel	Lower Calf Creek Falls Trail	GSENM
5a	Coombs Site	Anasazi State Park	DNR

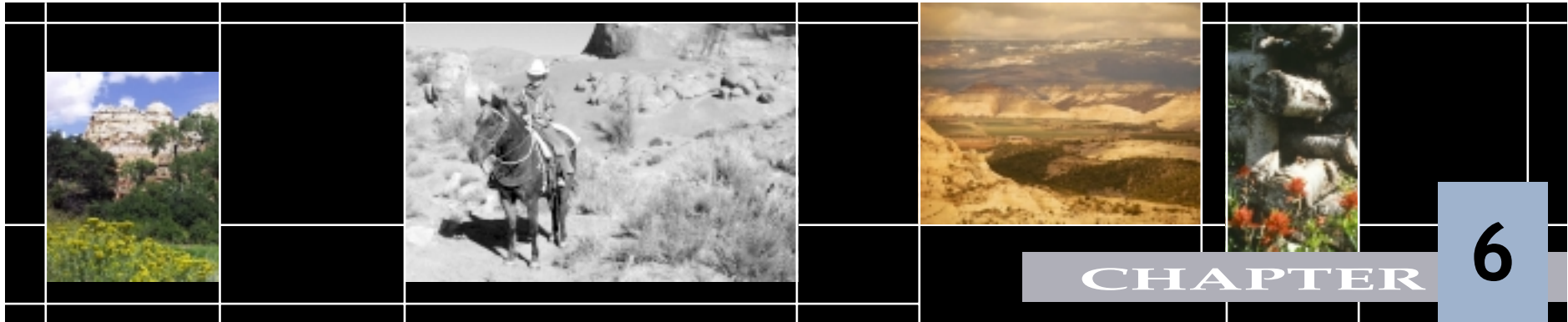


Strategies for Archeological Resources

- A. Ensure that an organization or agency maintains archeological sites that the public have been invited to visit.
- B. Utilize interpretive facilities and materials to educate the public about archeological sites and their preservation.

Proposed Actions for Archeological Resources

- A. Develop strategic plan for archeological resources in the corridor for the protection of the promoted sites.
- B. Educate the public about the archeological sites as a unique resource that may be considered sacred.



CHAPTER

6

Cultural Resources

Existing Cultural Resources

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, and vernacular architecture are currently practiced. The cultural qualities of the corridor could highlight one or more significant communities and/or ethnic traditions. (FHWA Policy 5.18.95)

The cultural resources along the Scenic Byway 12 corridor manifest themselves in events and traditions of the small rural towns that are found along the route. The people in Garfield and Wayne Counties are proud of their heritage and feel that there is a special and unique story to be told in every town. They express these traditions in annual events, activities and festivals that celebrate each community’s uniqueness.

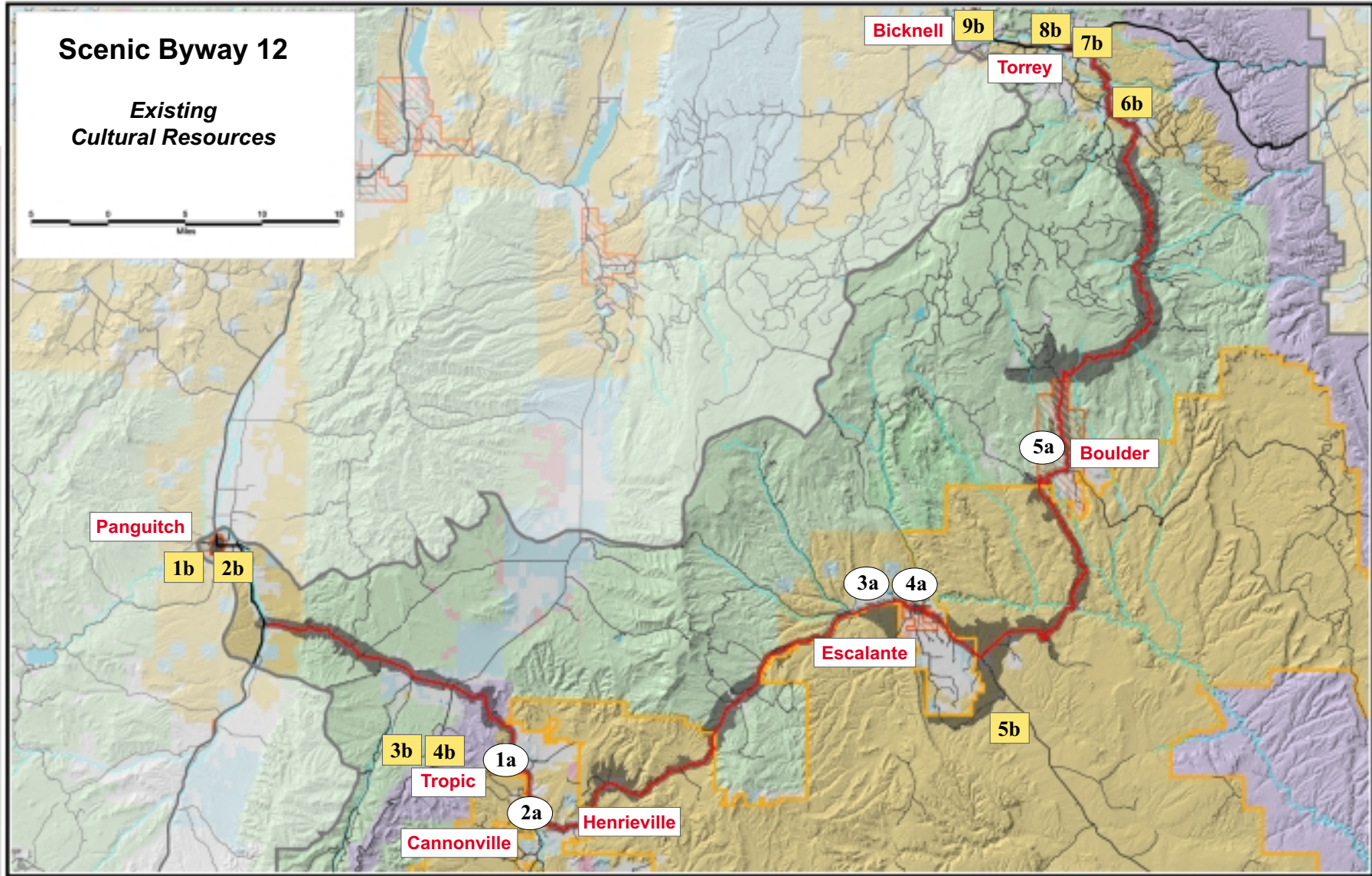
There are many annual events in Garfield and Wayne Counties. For example: the Panguitch Quiltwalk that delights local neighbors and visitors with colorful displays, throughout the town, of home

made quilts by the local quilters; the Cannonville Old Time Fiddlers & Bear Festival where musicians gather to play country, western, pioneer and old time music; The Deer Hunter’s Ball in Tropic, a dance that celebrates the Fall hunting season; in Escalante, the Potato Harvest Festival and Escalante Festival where the heritage and local fare, handiwork, and produce of the town are highlighted; and the Torrey Apple Days in Wayne County when the apple harvest is celebrated with a town dance and dinner. These events are just an example of some of the regional cultural traditions. All of the cultural events in the area encourage a celebration and sense of pride in the heritage of the people and the region.

A cultural tradition that is not an event, but is valued just as highly, is the tradition of agricultural open space. The vast stretches of open areas where the land has been cultivated to grow hay or alfalfa, or graze horses, cows, or sheep are treasured in this rural region. The agricultural open space is one of the qualities that is unique in the region and is evident all along the Scenic Byway 12 corridor.

One of the cultural traditions that runs a risk of being lost forever is the Spring and Fall cattle drives. The cattle have been driven from the ranges on the

high plateaus, to the desert allotments in the lower elevations, for years. The method of transport has traditionally been on horseback with the wranglers carefully guiding the animals through the corridor. With the increase of traffic on Scenic Byway 12, as well as tourist fascination, there is a need to address the safety issues of continuing this tradition. Many ranchers have switched to the method of transporting the cattle from the higher to lower elevations in trucks or other vehicles. This method has a negative economic impact on the cattlemen and threatens to lose forever the cowboy tradition that makes the region culturally rich in its heritage. There is a strong sentiment locally to preserve this tradition as well as the agricultural open space that gives the feeling of vastness that makes the corridor unique.



Scenic Byway 12

Existing Cultural Resources



LEGEND

- Highway 89
- Highway 12
- GSENM Boundary
- Municipal Boundaries
- Scenic Byway 12 Corridor
- Scenic Byway 12 Area of Influence
- Bureau of Land Management
- U.S. Forest Service
- National Park Service
- State
- Private
- Water
- Existing Resource in Corridor
- Existing Resource in Area of Influence

NORTH



**Existing Cultural Resources
Within Corridor**

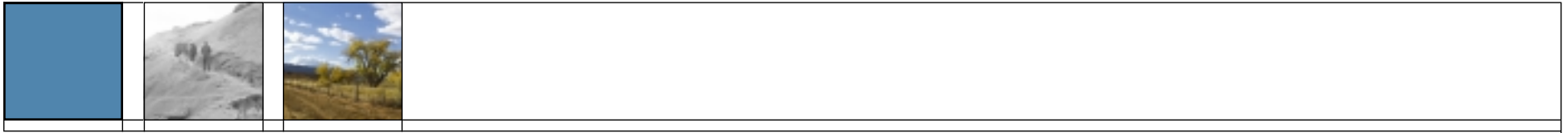
#	Resource	Location
1a	Deer Hunter's Ball	Tropic/Panguitch
2a	Cannonville Old Time Fiddlers & Bear Festival	Cannonville
3a	Escalante Festival	Escalante
4a	Potato Festival/Harvest Festival	Escalante
5a	Boulder Town 4 th of July	Boulder
	Agricultural Open Space	Region-wide
	Art Galleries	Region-wide
	County Fairs and Rodeos	Region-wide
	July 24 th Pioneer Day	Region wide
	Logging	Region-wide
	Horse Races	Region-wide
	Spring and Fall Cattle Drives	Region-wide
	Trail Rides/Dutch Oven Dinners	Region-wide

**Existing Cultural Resources
Within Area of Influence**

#	Resource	Location
1b	Panguitch Quilt Walk	Panguitch
2b	Paunsaugunt Wildlife Museum	Panguitch
3b	Bryce Canyon Winter Festival	Bryce
4b	Bryce Canyon Rim Run	Bryce
5b	Hole-In-The-Rock Trek	Escalante
6b	Hale Theatre	Grover
7b	Entrata Institute Presentations	Torrey
8b	Torrey Apple Days	Torrey
9b	Bicknell International Film Festival	Bicknell



*-Spring cattle drive on Scenic Byway 12
west of Escalante, Utah.*



Strategies for Cultural Resources

- A. Provide a forum for local governments, businesses, and state and federal agencies to work together regarding commercial enterprise.
- B. Do not restrict traffic use (i.e. log trucks, cattle trucks, bicycles or agricultural equipment, etc.) along Scenic Byway 12, but continue to adhere to the UDOT laws and regulations that are already in place.
- C. Coordinate with the counties and agricultural preservation organizations to encourage the preservation of open space.
- D. Accommodate growth and development in a manner sensitive to existing cultural concerns.
- E. Scenic Byway 12 Committee supports the following goals that are in concert with the local county general plans:
 - *Promote a regular interface between representatives from agriculture and tourism through scheduling training seminars with Utah State University and with the Utah Department of Agriculture.*
 - *Through agricultural diversification, also*

known as “agritainment”, promote opportunities for tourism and tourist events/attractions.

- *Encourage grant and foundation research towards the establishment of museums, art galleries and Main Street projects in the byway communities.*
- F. Encourage the promotion and preservation of heritage activities that highlight local traditions, handiwork, arts and crafts.
- G. Encourage local communities to become active participants in the Utah State Pioneer Communities.

Proposed Actions for Cultural Resources

- A. Continue to provide a comprehensive list of cultural activities to be included in marketing packets.
- B. Partner with the Heritage Highway 89 Alliance - Boulder Loop.



-Barn located just off Scenic Byway 12 in Boulder, Utah.



Historic Resources

Existing Historic Resources

Historic quality encompasses legacies of the part that are distinctly associated with physical elements of the landscape, whether natural or man-made. They are usually historically significant enough to 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 examples of human activity. Historic features can be inventoried, mapped and interpreted. They possess integrity of location, setting, material, workmanship, feeling and association. (FHWA Policy 5.18.95)

Although Native Americans lived in the area for years, the beginning of the modern historic period in Southern Utah is typically noted to be approximately 1540. It was at that time the Spanish explored the region and claimed it for Spain.

In 1776 a group of Spanish explorers lead by two Franciscan priests, Francisco Atanasio Dominguez and Silvestre Velez de Escalante traveled into Utah in search of an overland route to

the Pacific Ocean. These Spanish explorers actually never made it as far as Garfield or Wayne Counties, but their influence is felt through place names, such as the town of Escalante.

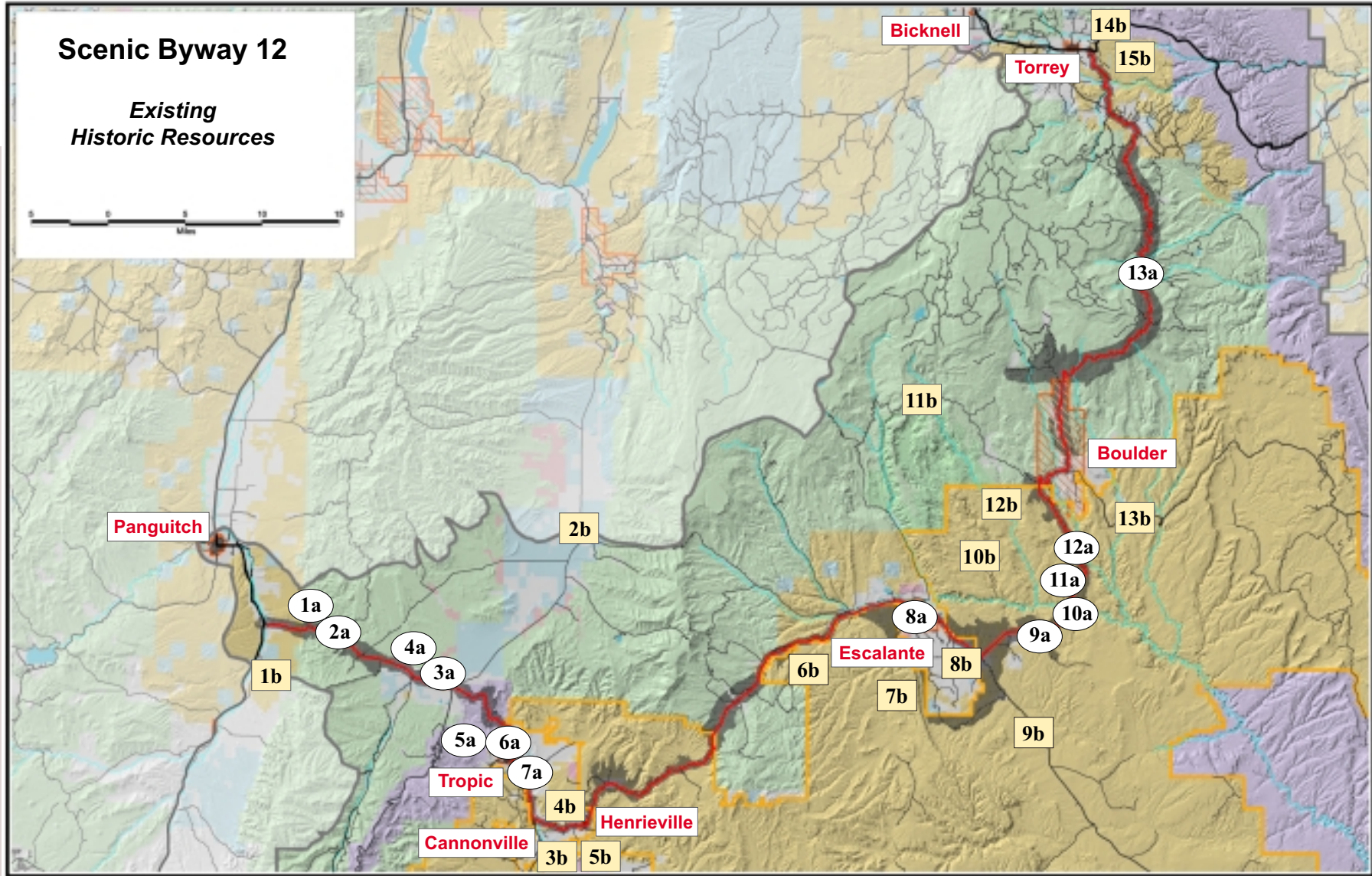
Major John Wesley Powell led two expeditions into the region in 1869. He sent Almon H. Thompson, his brother-in-law, to explore and map the tributaries that flow from the Colorado River again in 1871. Thompson, who actually mistakenly discovered the Escalante River when he mistook it for the Dirty Devil River, continued his scientific explorations until 1877.

The Mormon pioneers entered the region as early as 1864. Panguitch was settled once and then abandoned because of Indian raids and resettled in 1871. Panguitch was known throughout the region for its cold weather. However, the settlers came and farmed and ranched and built a lovely town graced with handsome brick pioneer homes.

Tropic, the next town along Highway 12 was almost named Hansen, but instead was called Tropic because of the mild climate. This town was settled in 1891. In May of that same year the water from the east fork of the Sevier River was diverted over the Paunsaugunt Plateau and channeled into the Tropic Ditch. This was the first time that water was



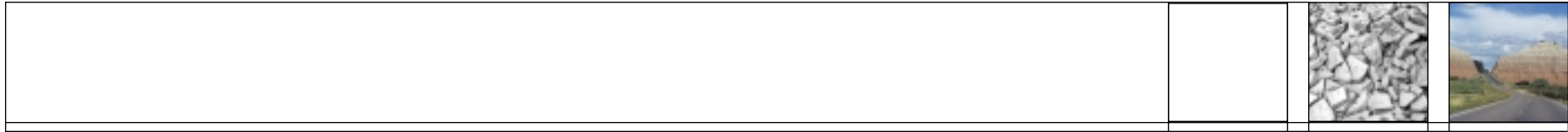
-Historic pioneer brick home in Panguitch, Utah.



LEGEND

- Highway 89
- Highway 12
- GSENM Boundary
- Municipal Boundaries
- Scenic Byway 12 Corridor
- Scenic Byway 12 Area of Influence
- Bureau of Land Management
- U.S. Forest Service
- National Park Service
- State
- Private
- Water
- 1a Existing Resource in Corridor
- 1b Existing Resource in Area of Influence

NORTH



Existing Historic Resources *Within Corridor*

#	Resource	Location
1a	Butch Cassidy Draw	Red Canyon
2a	Red Canyon Tunnels (CCC)	Red Canyon
3a	Bryce Canyon Airport and Hangar	Bryce Canyon
4a	1947 Bryce Canyon Crash Site	Paunsaungunt Plateau
5a	Mossy Caves	Bryce Canyon
6a	Tropic Ditch	Bryce Canyon
7a	Ebenezar Bryce Homestead	Tropic
8a	Everett Ruess Story	Escalante
9a	Cream Cellar Route	Head of the Rocks
10a	Boynton - Phipps Legend	Escalante River
11a	Calf Creek	Escalante – Boulder
12a	Hogsback	Escalante – Boulder
13a	Wildcat Guard Station	Boulder Mountain
	CCC Projects	Region-wide
	Pioneer Homes, Barns, Outbuildings	Region-wide
	Ripgut Fences, Old Juniper Pole Fences, Corrals	Region-wide
	Settlement Patterns	Region-wide
	Water Systems (Canals, Ditches, etc.)	Region-wide

diverted from the Great Basin to the Colorado River. Tropic had a thriving enterprise of plum and apple orchards because of its plentiful water and mild temperatures.

Cannonville, located in the Upper Paria Valley serves as the gateway to the intriguing Kodachrome State Park, a wonderland of red sandstone.

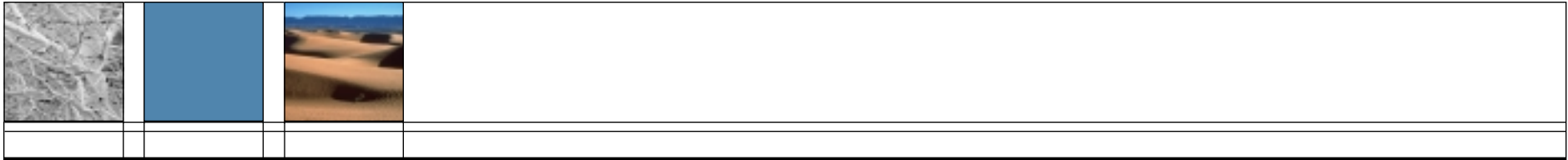
Cannonville residents first called their town Clifton because of the views of the Pink Cliffs. Ebenezer Bryce first settled in Cannonville, but became frustrated with the insufficient water supply. He and a partner moved to Henderson Valley, several miles upstream and built a canal seven miles long that ended in the amphitheater of red rock spires



-Post office in Henrieville, Utah.

that the local folk called Bryce’s Canyon. Legend has it that when asked his opinion of the spectacular scenery of the future national park, Bryce claimed, “It’s a hell of a place to lose a cow”.

The town of Henrieville received families from the abandoned towns of Clifton and Wooden Shoe. It is a small town of homes, with no real commercial district. Residents are proud of the Henrieville Old School House / Community Center, a multi-use facility, which was built by the town folk in 1881. Henrieville, surrounded by vanilla and white cliffs and spires, can boast of unusual scenery that appears to radiate the sunlight in the sandstone. In many ways Henrieville, of all the towns, has changed the least from its original pioneer heritage.



Existing Historic Resources
Within Area of Influence

#	Resource	Location
1b	Hillsdale	South of Junction 89 & 12
2b	Widstoe	John's Valley north of Bryce
3b	Peter's Crack	Henrieville
4b	Promise Rock	Henrieville
5b	Georgetown	South of Cannonville
6b	Upper Valley Homesteads	Escalante
7b	Proctor	South of Escalante
8b	Escalante Airport	Escalante
9b	Hole in the Rock	Escalante
10b	Boulder Mail Trail	Escalante – Boulder
11b	Hell's Backbone Road	Escalante – Boulder
12b	Old Boulder Road	Escalante – Boulder
13b	Burr Trail	Boulder
14b	Torrey Canal	Torrey
15b	DUP Schoolhouse	Torrey

Escalante, also known as Potato Valley, was settled in 1876 and lies approximately in the center of Garfield County on the south side of the Escalante River. Escalante was built, like so many Utah pioneer towns, on the settlement pattern grid system. Following the “Zion plat” plan, the blocks were sectioned into four one and one-fourth acre lots. Every lot had space for a home, usually log, a barn and a garden. Each family also had a 20 acre parcel

used for farm land outside of the town proper. The pioneer homes and barns are still seen in town today.

In 1879 stockmen brought their herds to the virgin ranges of Boulder Mountain. The town of Boulder has been noted as one of the most isolated towns in all of Utah. There the cattlemen let their stock take advantage of the lush grasses and flowing streams of Boulder Mountain. Even today the 200 some citizens are outnumbered by the horses and

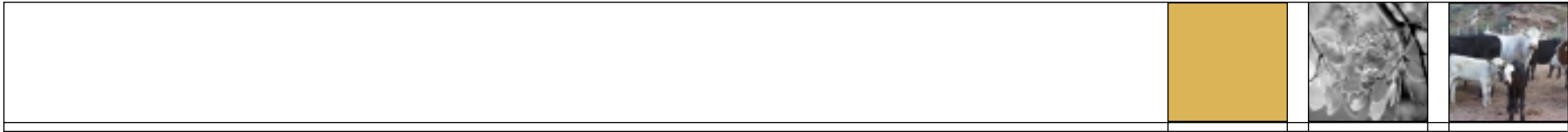
cattle. Hundreds of years ago the Anasazi Indians thrived on the very land that is now known as Boulder town.

Grover, settled in 1887, is on the northern slope of Boulder Mountain and lies between Fish Creek and Carcass Creek. By 1894 Grover was receiving mail and the residents no longer had to travel to Teasdale to pick up letters and packages.

The town of Torrey is surrounded by Thousand Lake Mountain to the north, Boulder Mountain and the Fremont River to the south, and the stunning Waterpocket Fold to the east. It was officially surveyed in 1896 and still has irrigation ditches flowing in the center of town, flanked by a canopy of cottonwood trees. This picturesque town is the gateway to Capitol Reef National Park and serves as a picturesque village and tourist playground today.



*-Pastoral scene along Scenic Byway 12
in Boulder, Utah.*



-Rustic barn in Escalante, Utah.

Garfield County, which Scenic Byway 12 traverses, covers some of the most rugged landscape in the United States. This remote region has been noted by many as the “last” frontier. The last river to be discovered in the continental United States was the Escalante River. The last place in the U.S. to deliver mail by mules or horseback was the stretch between Boulder and Escalante. The last place to be explored, mapped and actually traversed was the rugged canyons of the Escalante. And the road between Boulder and Torrey was paved only as recently as 1985.

Another highlight of this rich history is the creation of the Civilian Conservation Corps (CCC) in 1933, which was established under President Roosevelt’s New Deal Administration. The CCC was formed to put young men, from needy families, to work during the Great Depression. The CCC improved campgrounds, worked on water and soil conservation projects and most notably built the roads that we use today. The CCC engineered the Hell’s Backbone Road and bridge as well as the byway from Head of the Rocks to the outer limits of Boulder town.

The Works Progress Administration (WPA) was established in 1935 and it also provided work for the needy. WPA projects included long-range value projects such as highways, streets, bridges, and parks. The Southern Utah region greatly benefited from the work of the CCC and the WPA.

Throughout the Scenic Byway 12 corridor one can experience evidence of the rich history and have the accessibility of areas of influence that lead from the byway proper. There are museums and authentic pioneer structures that house visitor centers to aid the traveler in the discovery.



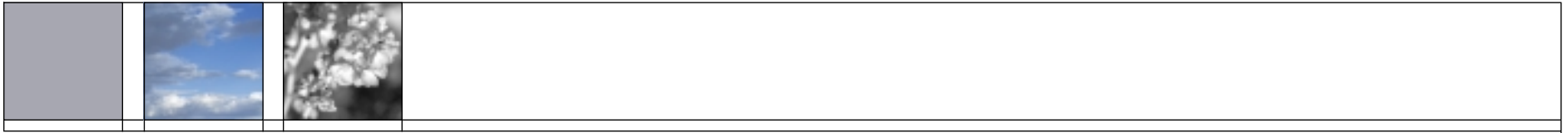
- Mule team that transported mail between Boulder and Escalante, Utah.



- CCC work once located near Escalante, Utah.



- Historic ranching cabin once located south of Escalante, Utah.



Strategies for Historic Resources

- A. Work with counties and towns along the scenic byway to develop planning and zoning to accommodate growth and development in a manner sensitive to the existing historic concerns.
- B. Work with counties and towns to develop inventory and preservation plan for the historic structures in the corridor, such as pioneer houses and outbuildings, historic airport hangars, and frontier fences.
- C. Support fund raising efforts for restoration and renovation of important historic structures along byway (consider seeking National or State Historic Register listing, by district or structure).
- D. Continue to develop interpretive materials that provide comprehensive historic highlights of the corridor.
- E. Work with towns and individuals to identify and develop sites that highlight historic events along the corridor.

Proposed Action for Historic Resources

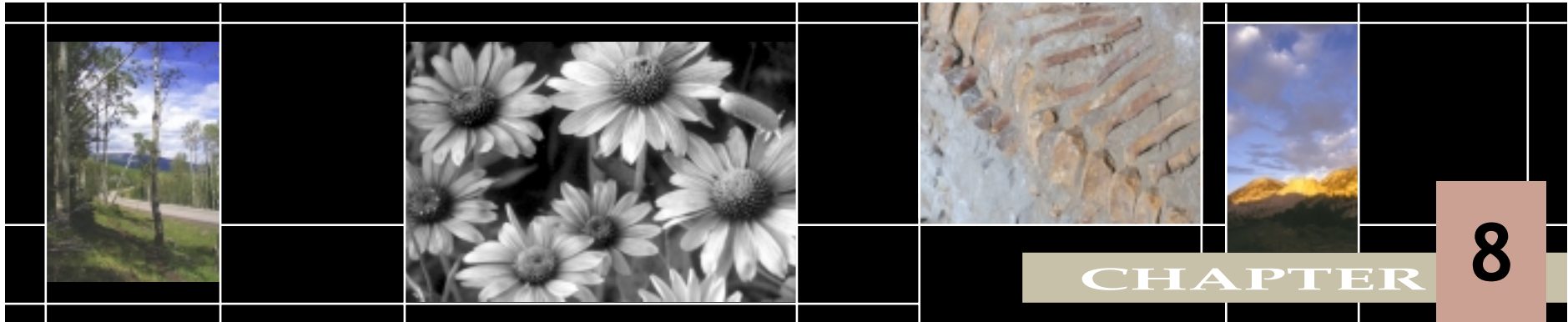
- A. Support the planning of The Last Wagon Museum, Escalante.

(Factual historic material in this section came primarily from the following sources:

Murphy, Miriam B. *A History Of Wayne County*. Salt Lake City, Utah. Utah State Historical Society. 1999.

Newell, Linda King. *A History Of Garfield County*. Salt Lake City, Utah. Utah State Historical Society. 1998.

Roundy, Jerry C. *“Advised Them To Call The Place Escalante”*. Springville, Utah. Art City Publishing. 2000.)



Natural Resources

Existing Natural Resources

Natural quality applies to those features of the visual environment that are in a relatively undisturbed state. These features predate the arrival of human populations and may include geological formations, fossils, landforms, water bodies, vegetation, and wildlife. There may be evidence of human activity but the natural features reveal minimal disturbances. (FHWA Policy 5.18.95)

The natural intrinsic qualities along Scenic Byway 12 are found in a relatively undisturbed state. They often predate the human populations and include geological formations and paleontological phenomenon, vegetation and wildlife. These natural qualities abound along the byway corridor.

Because the road passes through at least five different ecosystems, the flora and fauna is quite diverse. Factors such as elevations, temperature, available moisture, soil makeup and slope direction effect plant distribution. There may be sage and rabbit brush at the lower elevations that yield to yucca and ponderosa pine and eventually to aspen

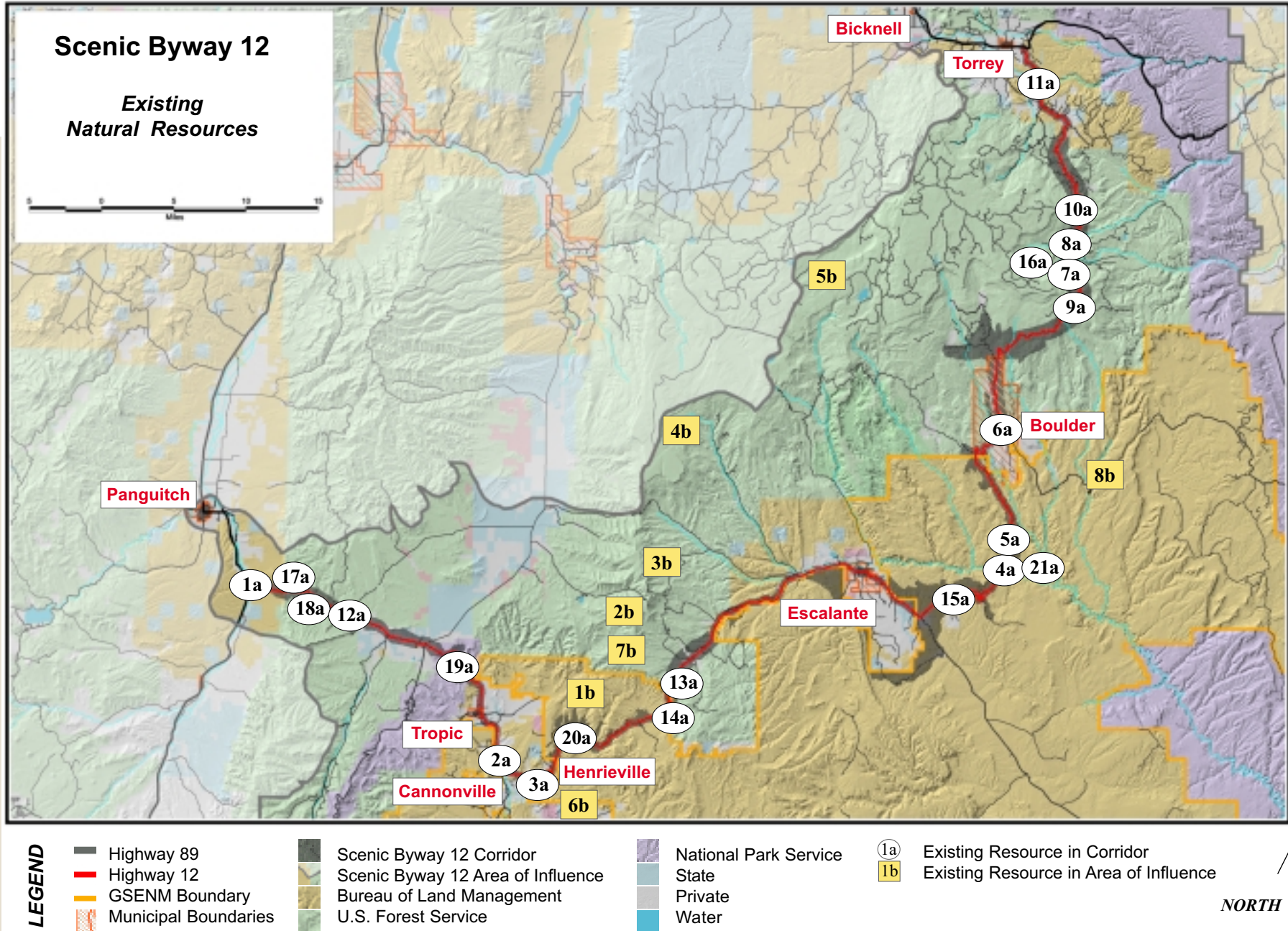
stands and other conifers. Wildlife is plentiful as well. It is not unusual to see antelope, elk and occasionally bear at the higher elevations. Mule deer, coyote, bobcats, rabbits and beaver can also be seen while experiencing the byway.

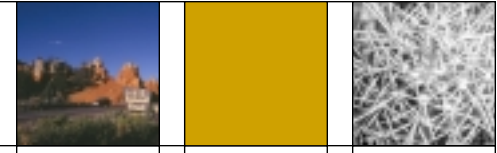
Geologically, Scenic Byway 12 is a journey through time. Erosion has played a part in exposing the geologic secrets throughout the corridor.

At the beginning of Scenic Byway 12 as it travels from west to east, the road begins in the colorful Jurassic rocks. It soon yields to the drab-colored sandstone and siltstone of the Cretaceous strata. Near Bryce Canyon the spectacular tertiary rocks, mostly of the Claron Formation, are also known as the Pink Cliffs. It winds its way through the Kaiparowits Formation, the Wahweap Formation, the Straight Cliffs Formation, through Tropic shale all the way to the Entrada Formation. It cuts even deeper and includes the Carmel Formation, the Navajo sandstone, the Kayenta, Chinle and Moenkopi Formations. It truly becomes a living laboratory for those interested in geologic history. For others it is simply a display of color and sculpture.



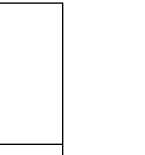
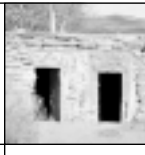
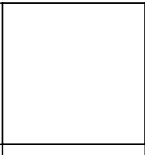
-Sandstone formations at Devils Garden south of Escalante, Utah.





Existing Natural Resources Within Corridor

#	Resource		#	Resource
Water Systems			Geology and Paleontology	
1a	Sevier River		17a	Sevier Fault
2a	Paria River		18a	Red Canyon
3a	Henrieville Creek		19a	Bryce Canyon
4a	Escalante River		20a	The Blues
5a	Calf Creek		21a	Escalante Canyons
6a	Boulder Creek			Straight Cliff Formation
7a	Pleasant Creek			Navajo Sandstone Formation
8a	Wildcat Creek			Kayenta Formation
9a	Oak Creek			Wingate Formation
10a	Chokecherry Creek			Claron Formation
11a	Fremont River			Dinosaur and other fossils
Land Areas			Wildlife	
12a	Paunsaugunt Plateau			Pronghorn
13a	Upper Valley			Deer herds
14a	Liston Flat			Elk herds
15a	Big Flat			Bald eagle
16a	Boulder Mountain			Golden eagle
General				Sage grouse
	Clean air			Wild turkey
	Night time skies			Mountain lion
	Quiet			Utah prairie dog
	Solitude			Black bear
	Clean air			Brown bear



Existing Natural Resources
Within Area of Influence

#	Resource
Land Areas	
1b	Coal Bench
2b	Table Cliff Plateau
3b	Escalante Mountain
4b	Barney Top
5b	Aquarius Plateau
Geology and Paleontology	
6b	Kodachrome Basin
7b	Powell Point
8b	Long Canyon

Strategies for Natural Resources

- A. Encourage communities to adopt ordinances through planning and zoning that ensure protection of the night-time skies.
- B. Develop sites and interpretive materials that highlight the natural resources along the corridor.
- C. Cooperate with all agencies on long range planning.



-GSENM Paleontologist at a dinosaur excavation south of Cannonville, Utah.



CHAPTER

9

Recreational Resources

Existing Recreational Resources

Recreation 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, 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 recognized. (FHWA 5.18.95)

Recreational opportunities abound all along the Scenic Byway 12 corridor. In fact, there are so many activities that travelers often exclaim that it would take a lifetime to experience the entire region. From hiking, camping, and backpacking to horseback riding, fishing, hunting, off-highway vehicle (OHV), motorcycle riding, road and mountain biking, cross-country skiing, rock climbing and photography to sheer driving for pleasure, the byway corridor offers

a multitude of memory-making moments.

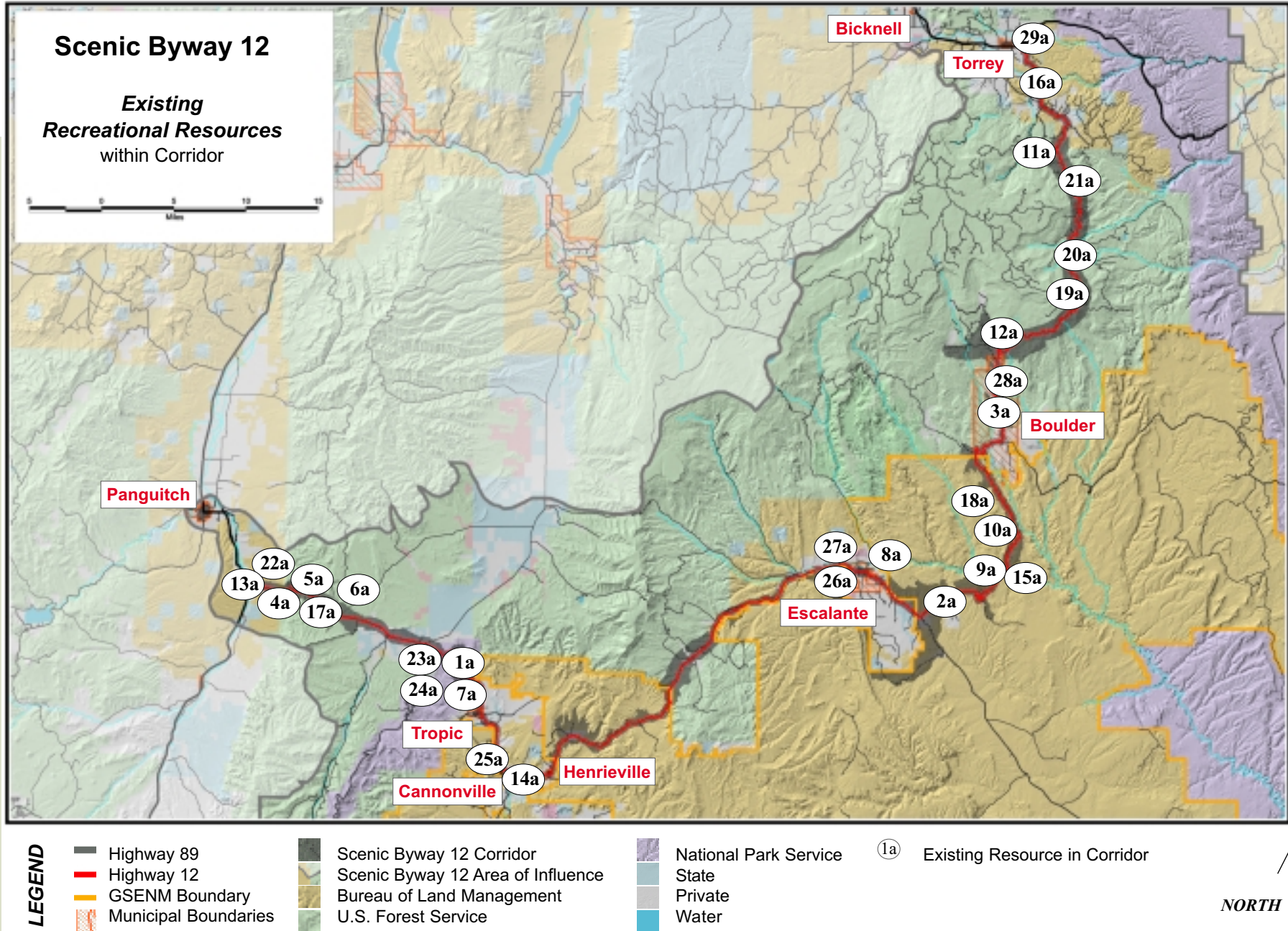
The type of activity to pursue is often determined by the amount of time one has in the area, as well as one’s physical ability. The recreational experiences are typically the most satisfactory when the recreationalist consults a local visitor center for maps and current weather and road conditions. The very nature of this remote and rugged region that Scenic Byway 12 traverses is awesome because of its wildness. Travelers should explore the region with clear directions, current on-the-ground information, maps, drinking water, and an understanding that to get from one point to another usually takes longer than one may estimate.

The chart below attempts to capture the recreational resources and opportunities that are



-Fly fisherman enjoying a local lake.

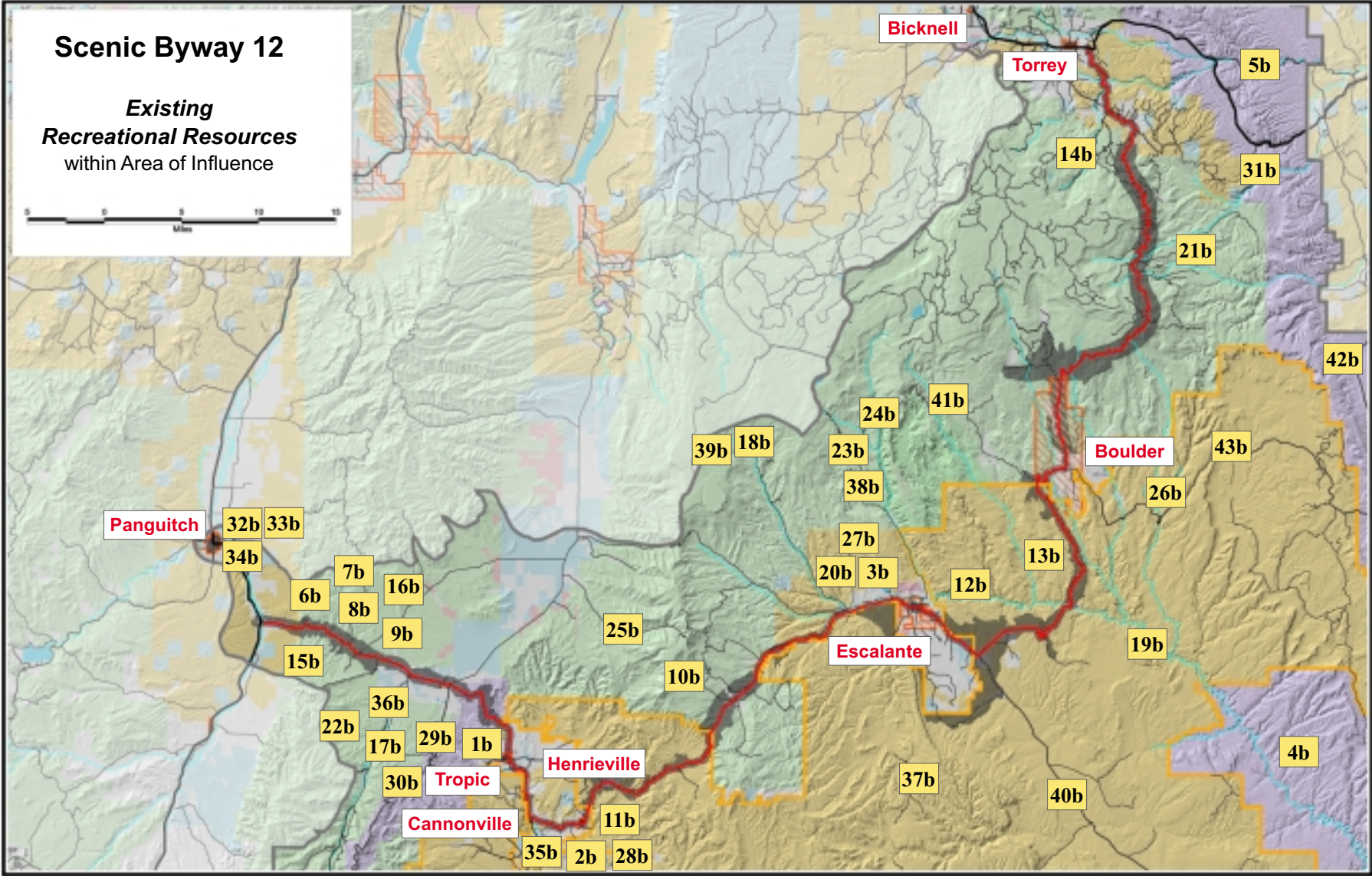
available. However, it must be noted that simply being in the region, with its spectacular scenery, clean air, night skies, and amazing solitude can be a recreational experience in and of itself.





Existing Recreational Resources *Within Corridor*

#	Resource	Responsible Party	#	Resource	Responsible Party
National / State Parks and Monuments			Campgrounds		
1a	Bryce Canyon National Park	NPS	17a	Red Canyon Campground	USFS
2a	Grand Staircase-Escalante National Monument	BLM	18a	Calf Creek Recreation Area	BLM
3a	Anasazi State Park	DNR	19a	Oak Creek Campground	USFS
Trails			20a	Pleasant Creek Campground	USFS
4a	Thunder Mountain Trailhead	USFS	21a	Singletree Campground	USFS
5a	Red Canyon Bike Trail	USFS	22a	Red Canyon RV & Campground	Private Owner
6a	Butch Cassidy Trailhead	USFS	23a	Bryce Canyon Pines Campground	Private Owner
7a	Mossy Cave Trail	NPS	24a	Bryce Pioneer Village RV & Campground	Private Owner
8a	Escalante Town Trailhead	BLM	25a	Cannonville Bryce Valley KOA	Private Owner
9a	Escalante River Trailhead	BLM	26a	Broken Bow RV & Campground	Private Owner
10a	Lower Calf Creek Falls Trail	BLM	27a	Moqui RV Park	Private Owner
11a	Great Western Trail	USFS	28a	Boulder Exchange RV	Private Owner
12a	Chriss Lake Trailhead	USFS	29a	Wonderland Resort RV	Private Owner
Rivers					
13a	East Fork of the Sevier River				
14a	Paria River				
15a	Escalante River				
16a	Fremont River				



Scenic Byway 12

*Existing
Recreational Resources
within Area of Influence*

0 5 10 15
Miles

LEGEND

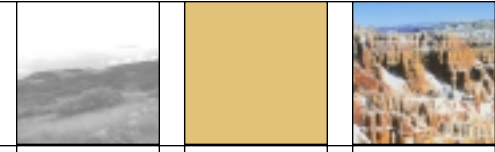
- Highway 89
- Highway 12
- GSENM Boundary
- Municipal Boundaries

- Scenic Byway 12 Corridor
- Scenic Byway 12 Area of Influence
- Bureau of Land Management
- U.S. Forest Service

- National Park Service
- State
- Private
- Water

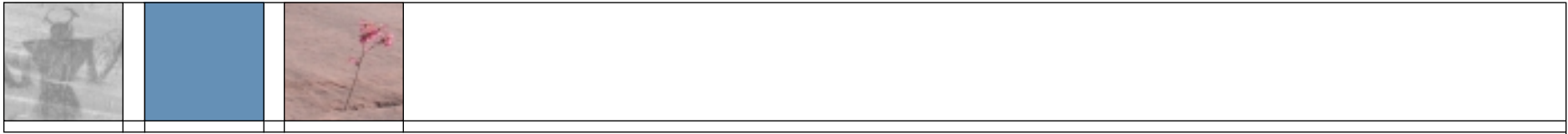
1b Existing Resource in Area of Influence

NORTH



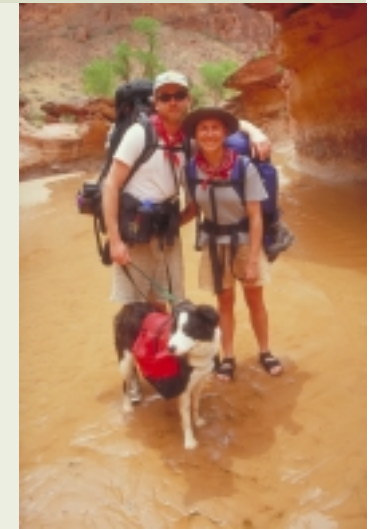
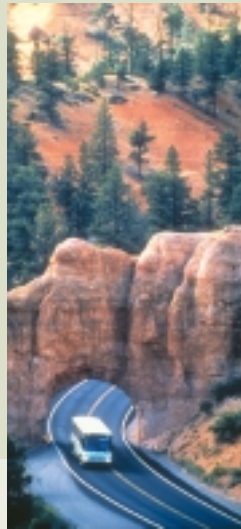
Existing Recreational Resources *Within Area of Influence*

#	Resource	Responsible Party	#	Resource	Responsible Party
National / State Parks and Monuments			Campgrounds		
1b	Bryce Canyon National Park	NPS	22b	King Creek Campground	USFS
2b	Kodachrome State Park	DNR	23b	Posey Lake Campground	USFS
3b	Escalante Petrified Forest State Park	DNR	24b	Blue Spruce Campground	USFS
4b	Glen Canyon National Recreation Area	NPS	25b	Pine Lake Campground	USFS
5b	Capitol Reef National Park	NPS	26b	Deer Creek Campground	BLM
Trails			27b	Escalante State Park Campground	DNR
6b	Grand View Trail	USFS	28b	Kodachrome State Park Campground	DNR
7b	Losee Canyon Trailhead	USFS	29b	Ruby's Inn RV & Campground	Private
8b	Casto Canyon Trailhead	USFS	30b	Bryce Canyon NP Campground	NPS
9b	Butch Cassidy Draw	USFS	31b	Capitol Reef Campground	NPS
10b	Powell Point Trailhead	USFS	32b	Big Fish KOA Campground	Private
11b	Henrieville to Kodachrome Trail	Private, BLM, State	33b	Hitch N' Post Campground	Private
12b	Boulder Mail Trail	BLM	34b	Paradise RV & Campground	Private
13b	Upper Calf Creek Falls	BLM	Scenic Backways		
14b	Great Western Trail	USFS	35b	Cottonwood Canyon Road	Garfield/Kane Co.
15b	Coyote Hollow Trailhead	USFS	36b	East Fork of the Sevier Road	Garfield Co./USFS
16b	Fremont ATV Trail	USFS	37b	Smoky Mountain Road	Garfield/Kane Co.
Rivers, Lakes, and Reservoirs			38b	Posey Lake Road	Garfield Co./USFS
17b	Tropic Reservoir	USFS	39b	Griffin Top Road	Garfield Co./USFS
18b	Barker Reservoirs	NPS	40b	Hole in the Rock Road	Garfield/Kane Co.
19b	Escalante River	GSENM	41b	Hell's Backbone Road	Garfield Co./USFS
20b	Wide Hollow Reservoir	Esc. Irrigation Co.	42b	Notom-Bullfrog Road	Garfield/Kane Co.
21b	Lower Bowns Reservoir	USFS	43b	Burr Trail Road	Garfield Co./NPS



Strategies for Recreational Resources

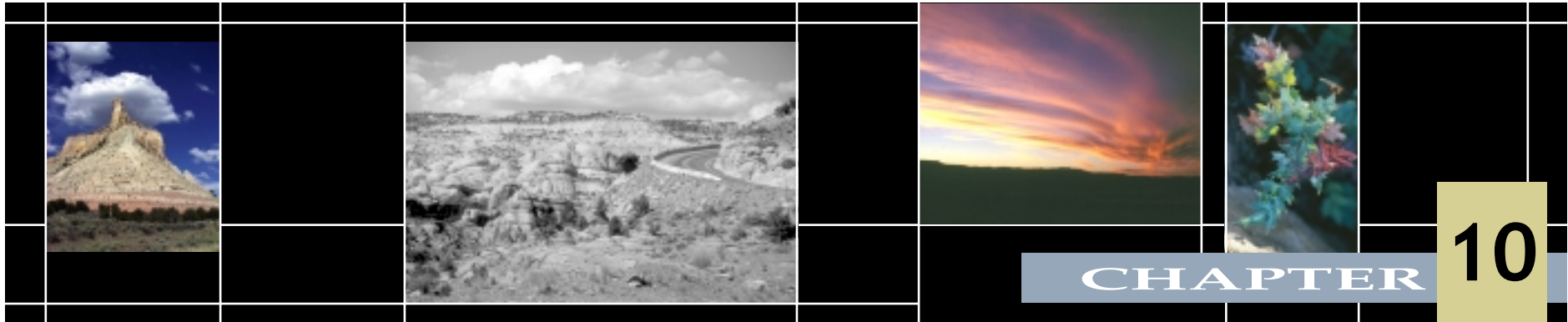
- A. Work with agencies and related businesses to provide recreational facilities that will accommodate travelers, including the physically challenged.
- B. Continue to update and produce comprehensive recreational materials to provide important directional and safety information.
- C. Encourage the extension of the recreational season to a year-round calendar.



-There is a variety of recreational activities along Scenic Byway 12.

Proposed Actions for Recreational Resources

#	Resource	Proposed Action	Responsible Party
A	Red Canyon Bike Trail	Extend to Bryce Canyon.	USFS, NPS
B	Hoodoo Formation Trail	Combine parking with the Cream Cellar Route site and develop a one-mile loop trail.	GSENM
C	Escalante River Trailhead	Install new kiosk; install toilet.	GSENM
D	Calf Creek Recreation Area	Complete site plan.	GSENM
E	Upper Calf Creek Falls Trailhead	Do NOT install signage on Byway 12.	GSENM
F	Great Western Trail	Improve all signage.	USFS



Scenic Resources

Existing Scenic Resources

Scenic quality is the heightened visual experience derived from the view of natural and man-made 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. (FHWA Policy 5.18.95)

The scenic quality along the Scenic Byway 12 corridor is evident in every mile. The outstanding landscape contributes to the reasons why Scenic Byway 12 is considered the crown jewel of southern Utah. The passage through the corridor is somewhat similar to a moveable feast; around every turn there is another remarkable view or landmark that makes driving the byway a memorable experience.

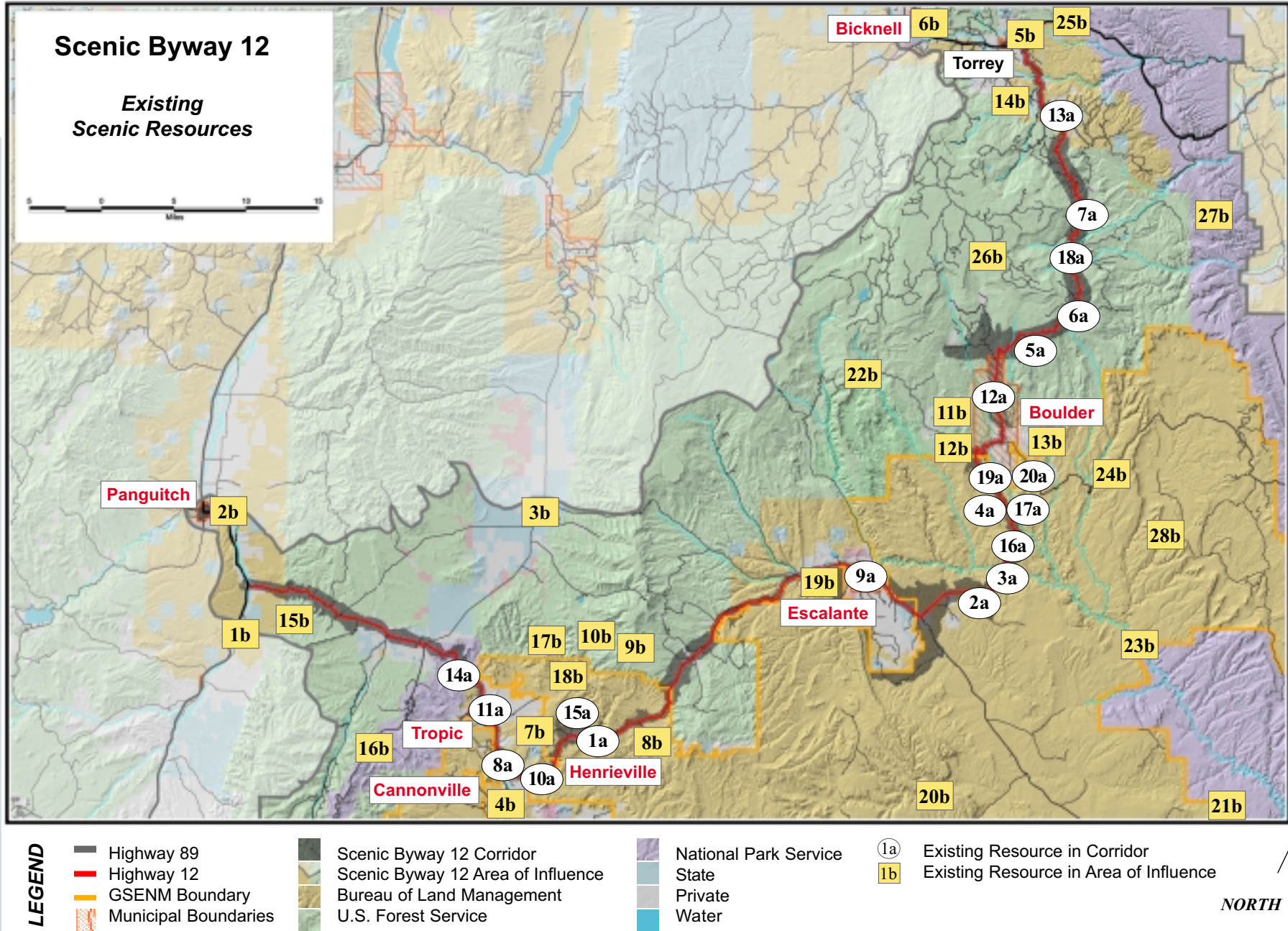
Traveling Scenic Byway 12 is a passage through time. The eroded cliffs of exposed stratigraphy take us through a geologic table of

eons. The barns, outbuildings, pioneer structures and rip-gut fencing remind the traveler of the recent heritage. It takes time to enjoy this wonderful

scenic byway! The winding two-lane road insists that the traveler savor the experience.



-Hiking the Peek-a-boo Loop in Bryce Canyon National Park, Utah.



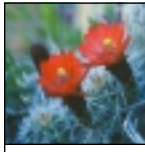


Existing Scenic Resources
Within Corridor

#	Resource	#	Resource
Overlooks		Natural Areas	
1a	Upper Blues Overlook	14a	Bryce Canyon
2a	Head of the Rocks Overlook	15a	The Blues
3a	Boynton Overlook	16a	Calf Creek-Escalante River Canyons
4a	Hogsback Overlook	17a	The Hogsback
5a	Homestead Overlook	18a	Boulder Mountain
6a	Steep Creek Overlook	19a	New Home Bench
7a	Larb Hollow Overlook	20a	Dry Hollow
Settlements			
8a	Cannonville		
9a	Escalante		
10a	Henrieville		
11a	Tropic		
12a	Boulder		
13a	Grover		

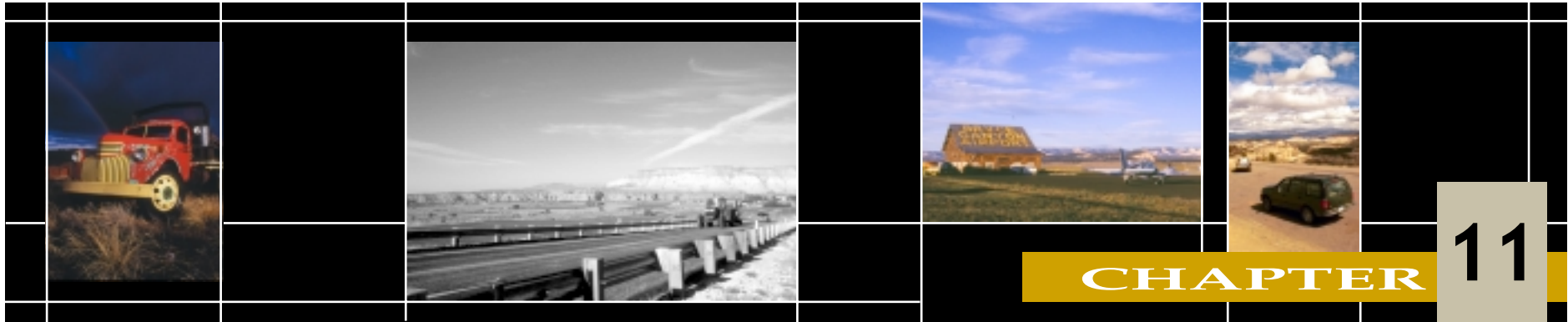
Strategies for Scenic Resources

- A. Recommend methods to preserve and protect visual quality along byway corridor within the existing ordinances.
- B. Encourage the enforcement of the existing regulations regarding removal of off-site signage.
- C. Encourage and work with local governments in consolidating business and services signage into single, standardized units.
- D. Work with the Utah Department of Transportation in replacing concrete “jersey” barriers with retaining structures that are equally effective but more aesthetically appropriate.
- E. Work with federal, state, and local agencies to institute common and consistent design and color standards for signage, public rest areas and similar facilities, and interpretive exhibits and kiosks.
- F. Encourage future development of industrial structures, such as cell phone towers, power lines, and telephone lines to be designed to blend into the landscape.



Existing Scenic Resources
Within Area of Influence

#	Resource	#	Resource
Settlements		Natural Areas	
1b	Hillsdale	15b	Red Canyon
2b	Panguitch	16b	Bryce Canyon
3b	Widstoe	17b	Pink Cliffs
4b	Georgetown	18b	The Blues
5b	Torrey	19b	Little Desert
6b	Bicknell	20b	Fiftymile Mountain
Landmarks		21b	Navajo Mountain
7b	Promise Rock	22b	Hell's Backbone
8b	Sinking Ship	23b	Escalante River Canyons
9b	Powell Point	24b	Long Canyon
10b	Henderson Point	25b	Velvet Ridge
11b	Schoolhouse Ledge	26b	Boulder Mountain
12b	Balancing Rock	27b	Waterpocket Fold
13b	Sugarloaf	28b	Circle Cliffs
14b	Cockscomb		



CHAPTER

11

Transportation and Safety Plan

The safety conditions for Scenic Byway 12 are generally good. The Utah Department of Transportation is conducting a separate Corridor Study that specifically relates to the maintenance

and safety conditions for Scenic Byway 12. This Scenic Byway 12 CMP is not intended to address operational problems related to Scenic Byway 12, but to record the areas of concern brought forth by the public in this planning process.

Safety for travelers on Scenic Byway 12 was one of the concerns voiced by the public in the Town Meetings. UDOT has for years, endeavored to keep the byway safe for all travelers. Their efforts are acknowledged as they address the emergency concerns when necessary, and address a maintenance schedule regularly.

It is understood, that bicycle traffic, pedestrians stopping on the byway, narrow shoulders or lack of shoulders; and the need for passing lanes are just a few of the areas of concern that continuously need

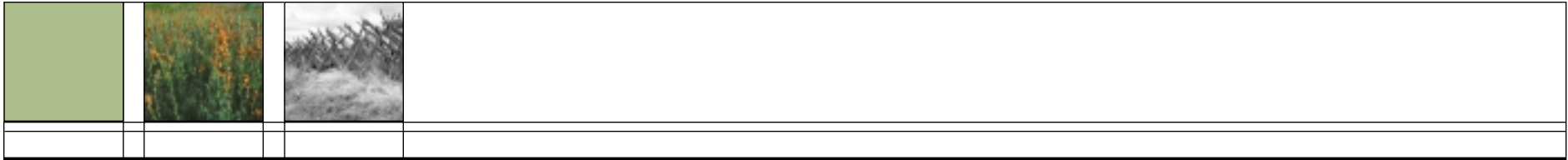
to be addressed as the byway receives more travelers annually.

Scenic Byway 12 is included in the Utah Department of Transportation’s long range planning process. As noted, safety improvements and regular maintenance of the byway is an ongoing process. Through the corridor management planning process the safety, maintenance and signage issues are addressed and strategies will be recommended to continue this important step in enhancing and protecting the byway right-of-way.

Scenic Byway 12 partners will continue to look to UDOT for a cooperative relationship in the development of plans to improve the safety of the highway. These plans will be coordinated with the Scenic Byway 12 Steering Committee. Working together, the byway will be maintained to the level deserving of a scenic byway.



-A vehicle enters Red Canyon, the western gateway to Scenic Byway 12.



Traffic Counts

The traffic along Scenic Byway 12 has steadily increased in the last years. There has been a 9% increase in the *Annual Average Daily Traffic Count*

from the fiscal year 1997 to fiscal year 2000. In light of this fact, it appears that planning for a consistent increase in the number of travelers is

prudent. The chart below demonstrates the traffic patterns:

Annual Average Daily Traffic Count					
<i>Location Description</i>	<i>Beginning Mileage</i>	<i>End Mileage</i>	<i>Section Length</i>	<i>Fiscal Year 1997</i>	<i>Fiscal Year 2000</i>
Junction SR 89 to Bryce Canyon (SR 63)	0.00	13.68	13.68	2,106	2,360
Junction SR 63 to North Tropic	13.68	20.95	7.27	2,080	2,330
Incorporated Limits Tropic	20.95	21.48	0.53	1,650	1,620
South Tropic to West Cannonville	21.48	25.64	4.16	1,168	1,323
Incorporate Limits Cannonville	25.64	25.95	.031	1,199	1,345
East Cannonville to West Henrieville	25.95	29.25	3.30	1,245	1,395
Incorporated Limits Henrieville	29.25	29.48	0.23	1,435	1,605
East Henrieville to West Escalante	29.48	59.16	29.68	1,015	1,255
Incorporated Limits Escalante	59.16	60.49	1.33	3,213	3,610
East Escalante to Hole-in-the-Rock Road	60.49	64.82	4.33	1,086	1,220
Hole-in-the-Rock Road to West Boulder	64.82	83.77	18.95	1,086	1,220
West Boulder to Forest Boundary	83.77	87.92	4.15	917	1,030
Forest Boundary to North Boulder	87.92	92.96	5.04	574	645
North Boulder to County Boundary Line	92.96	111.21	18.25	574	645
County Boundary Line to Forest Boundary	111.21	115.74	4.53	302	345
Forest Boundary to Grover	115.74	117.00	1.26	302	345
Grover to Teasdale Road	117.00	118.95	1.95	246	305
Teasdale Road to Junction SR 24	118.95	123.67	4.72	205	420
Total Annual Average Traffic	0	124	124	20,403	23,018



General Byway Maintenance Concerns

The following items are general maintenance concerns that exist along Scenic Byway 12.

Flood control /Rock slides - Plans for addressing these concerns have been and will be ongoing.

Drainage and culverts - Replacement and clearing of culverts is regularly addressed in the maintenance process by UDOT.

Shoulders - Highway shoulder widening where needed and feasible will be planned and prioritized in coordination with UDOT to provide a safe and enjoyable travel experience for all those who use the highway.

Passing Lanes – The safe movement of multi-purpose traffic along the highway is a concern, for local businesses, residents, truck traffic, and visitors. The strategic location of these passing lanes will greatly enhance the driving experience of visitors and local residents.

Pullouts - More pullouts are potentially needed for slow-moving traffic along the byway. Pullouts should be clearly signed differentiating between those that are intended for slow traffic turnouts and those that are designed for scenic viewing.

Steep Slopes -The natural terrain lends itself to breathtaking views and relatively steep areas on the highway. The Scenic Byway 12 committee will encourage a positive look at these areas in coordination with the UDOT to ensure continued enjoyment of the natural surroundings while supporting safety.

Sight Distance - Sight distance both directions will be a concern in the design and location of these pullouts along with clear signing as to ingress and egress locations and speed reductions where necessary.

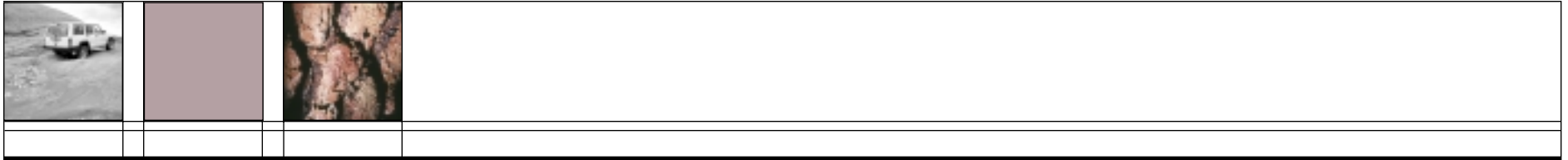
Speed - Consistent and appropriate speed limits are needed along the byway. UDOT will be encouraged to study speed transitions at intersections, pullouts, passing lanes, etc. to further enhance the travel experience and traffic integration along the highway.

Signage - Visible and consistent signage is necessary for the safety and aesthetics of the byway. Many travelers regularly stop for photo opportunities in areas that can create traffic-pedestrian hazards. Clear, understandable signage in these areas will be encouraged.

On the following page is an inventory of safety and maintenance areas along Scenic Byway 12.

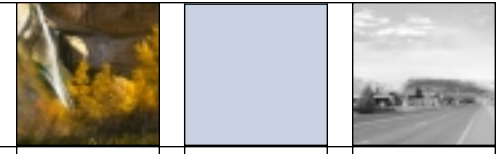


-UDOT crews working east of Henrieville, Utah with Powell Point in the background.



Highway Safety and Maintenance Inventory

<i>Mileposts</i>	<i>Priority Safety and Maintenance Areas</i>
1-7	Wash-out problems, signage and crosswalks in areas of high motor vehicle/pedestrian traffic
7-14	Snow drift accumulation
14	Steep slopes result in difficulty keeping shoulder material in place
14-16	Passing lanes needed
14-20	Lack of designated ROW, weed control, flood control, shoulder work, edge slough-off, narrow and blocked culverts
21-22	Culverts blocked with old but operative irrigation pipes
22	County road intersection, sight distance problem
24-26	Chronic wash-out problem
27	Culvert box needs to be extended
29	Regular maintenance in Henrieville Creek area
29.5-33	Sinking of road-base through the "Henrieville Dips"
35-37	Culvert maintenance due to flood debris
37-48	Wash-out problems, flooding, sharp curves, steep drop-offs, no guardrails
47	Culvert needs to be extended
49-52	Chronic flooding and wash-out problems
55	Y-intersection (Main Canyon), sharp curve, and icy roads in winter
57-59	Drainage problems due to ditches and culverts being closed off
60-72	Problems keeping shoulder material in place
70-84	Shoulders need material, material sources inadequate, rock slides, wash-outs, narrow road, oil (pavement) depth, drainage, engineering of base, lack of designated ROW, shoring up barriers with fill/false shoulders, sight distance
83-112	Rock slide and drainage problems, snow drift, lack of designated ROW
94-101	Material sites used as borrow source are in this section
117-118	Alligator cracking, may need to be rebuilt down to the base
118-119	Rutting in road surface
119-124	Narrow and winding curves, sharp turns with drop-offs



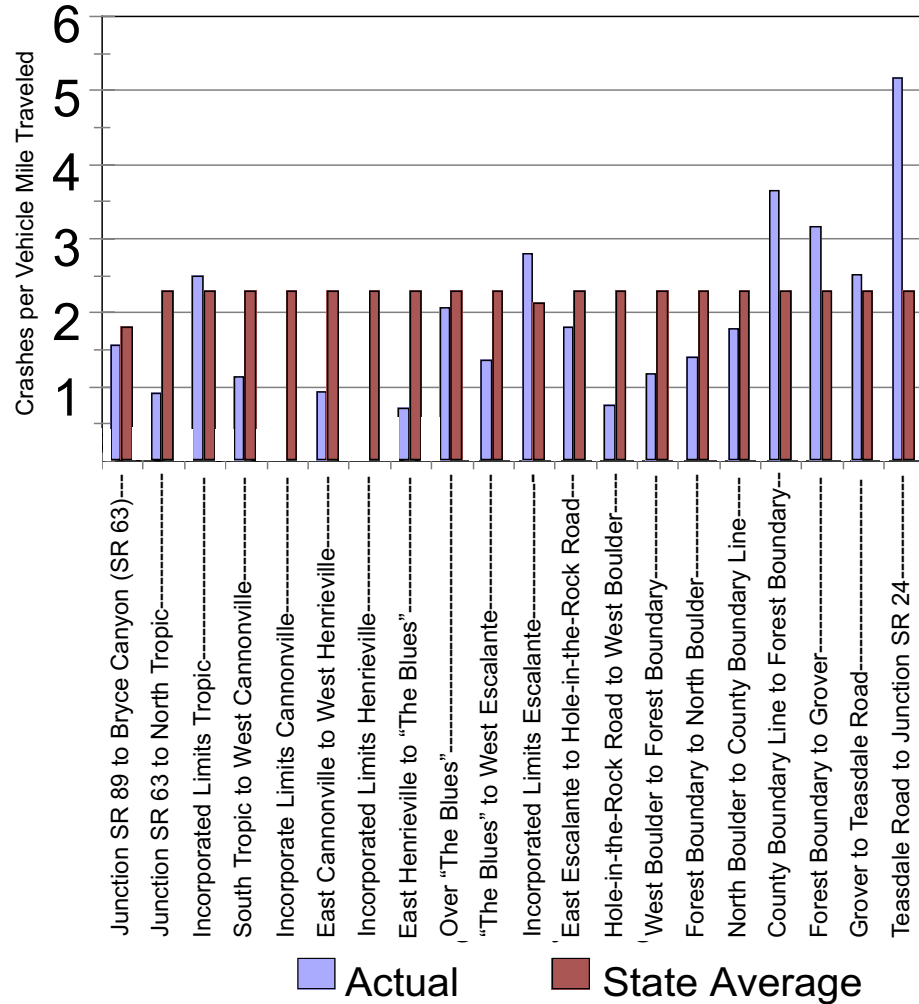
Crash History

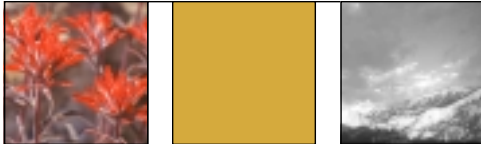
The Scenic Byway 12 crash rate is overall lower than the statewide average rate for highways with similar function and traffic volume. The crash rate is based upon the number of crashes per vehicle mile traveled. While this is a positive aspect in the safety of travelers on the highway, this will continually be an area that will be taken into consideration by the Scenic Byway 12 Steering Committee. UDOT will continue to monitor the crash records of this byway to identify locations where the crash rate increases above the statewide average rate for similar byways so safety improvements can be designed and implemented.



-Sunset along byway traveling between Cannonville and Tropic, Utah.

CRASH RATES OF SCENIC BYWAY 12 COMPARED TO UTAH STATE AVERAGES





Safety Management Strategies

Several items were identified through the long and short range planning process. An overview of safety management strategies for Scenic Byway 12 is provided below.

A. Accommodate bicycle traffic in a safe manner by considering some or all of the following solutions:

- *coordinate a bicycle plan among Scenic Byway 12 partners*
- *separate bicycle traffic from motorized traffic lanes*
- *extend existing bike trails*
- *provide alternative bike paths*
- *add bike lanes*

B. Reduce safety concerns of cattle drives and open range cattle on byway by some or all of the following solutions:

- *utilize better signage*
- *use flags or hazard lights to warn about cattle drives*
- *provide adjacent passage routes*
- *construct fences*
- *encourage use of reflective ear tags*

C. Encourage the communities to seek additional

funding for emergency services and for law enforcement personnel, including Search and Rescue.

D. Encourage UDOT to install traffic warning and directional signage in locations where it does not exist or is currently insufficient.

E. Encourage UDOT to construct shoulders, auxiliary lanes, or parking in interpretive areas if warranted by safety concerns.

F. Encourage the construction of pullouts for slow moving traffic along frequently congested sections of byway, especially interpretive turnouts.

G. Coordinate with UDOT to reduce pedestrian/ auto conflicts by reducing speeds in pedestrian zones, siting scenic or interpretive turnouts in locations that keep pedestrian traffic on the same side of the road and/or install warning signage.

H. Provide information in the form of brochures, maps, kiosks or signs that inform tourists about such topics as services available, safety concerns, and road information.

I. Encourage UDOT to continue the long- and short-range safety planning efforts as well as



-Tour bus traveling through striking red rock formations in Red Canyon.

regular maintenance inspections for Scenic Byway 12.

J. Support the coordination of planning involvement among byway partners for the various levels of safety and maintenance issues in the future.



Meeting Design Standards

Improvements to the highway should be planned and designed with the intention of meeting future transportation needs while protecting the intrinsic values of Scenic Byway 12. This will require continuing cooperation between private land owners, local governments, federal land management agencies and UDOT in order to design

improvements which will serve the public using Scenic Byway 12, commerce, resource extractive industry, land management and safety.

Bicycle and Pedestrian Traffic

Bicycle and pedestrian traffic is now becoming more prevalent along Scenic Byway 12. The new facilities built at Red Canyon provide a separation of bicycle traffic from vehicular traffic to enhance the safety of travelers. Other areas along the highway will be identified where similar projects are needed.

P e d e s t r i a n traffic will continue to be planned and provided for at appropriate places along the highway. Locating pullouts and restrooms in locations that pedestrians do not need to cross the byway or interfere with oncoming traffic. Signage that is uniform and clear will be installed to give safety

and directional information to pedestrians.

All future highway construction projects should be designed to consider bicycle and pedestrian concerns.

Increased Tourism and Traffic

It is anticipated that through the implementation of this CMP visitor counts and the average length of stay will increase.

It is anticipated that more traffic will begin to enter the byway from Wayne County due to a longer travel season where travelers utilize the winter months. Whereas much of the perception of the byway has been from the west entrance, a new view of it from the north will be developed to include signage, pullouts, and overlooks.

To accommodate this increase the byway will be enhanced as outlined herein, with pullouts, passing lanes, visitor centers, rest-room facilities, and emergency services. The location, funding, and design of these facilities will be a process taking place over the first few years of the CMP implementation.

In other areas throughout this plan, provisions have been addressed to accommodate the anticipated increases that are expected.



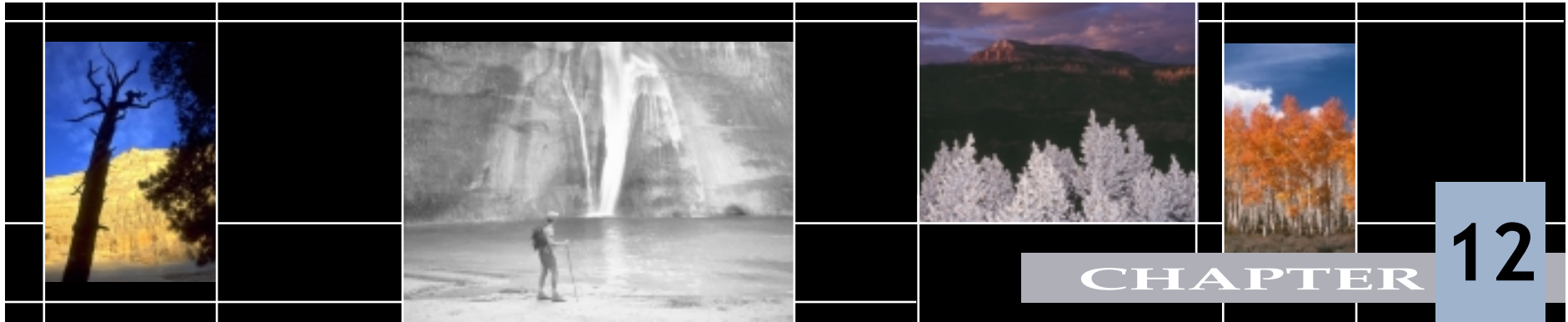
-The Escalante River bridge is a good example of proper design and use of materials.



Emergency Services

The need for emergency services along the byway, as well as the backcountry, is already evident. It is anticipated that more services will be needed as the activity levels increase. These services will need to be located all along the byway for speed of response in emergency situations. Local governments providing these services will need financial assistance to acquire, maintain and operate these services at the level that will be required.

A large percentage of visitors are of international origin. More signage for guiding travelers to emergency service information will be needed using universal symbols. Emergency personnel will need to be prepared to provide services to travelers that are not accustomed to the back roads and rough terrain.



Interpretive Plan

Interpretation is the means by which stories of a place as well as messages addressing safety, resource protection, and visitor orientation are conveyed to visitors.

Based on the variety and extent of intrinsic qualities all along Scenic Byway 12, there are many fascinating stories to tell. Interpretation can provide the footnotes for a clearer image of the stories to be shared. Not only do travelers benefit from learning the stories along the byway, the local communities get to share their stories and host the visitors in their communities.

Along with the stories, there are also important messages about safety, orientation, and resource protection that should be conveyed to travelers to enhance their enjoyment of the region and to protect the resources that they have come here to experience.

This chapter details the Scenic Byway 12 interpretive topic, theme and goals, and lists the existing interpretive sites, products, and publications. It also includes the proposed actions and strategies for enhancing interpretive opportunities along the byway.

Interpretive Topic and Theme

An interpretive topic is the broadest, most general expression of an idea to be conveyed. It is much like a headline of an article or the title of a story. For Scenic Byway 12 it was decided that the guiding interpretive topic upon which the theme and other interpretive materials, waysides, and exhibits would be based is – JOURNEY THROUGH TIME.

The interpretive theme is the key message to be conveyed to the visitor. It was determined that the interpretive theme for Scenic Byway 12 is:

“Vast vistas and layers of history accompany the traveler through the changes of time.”

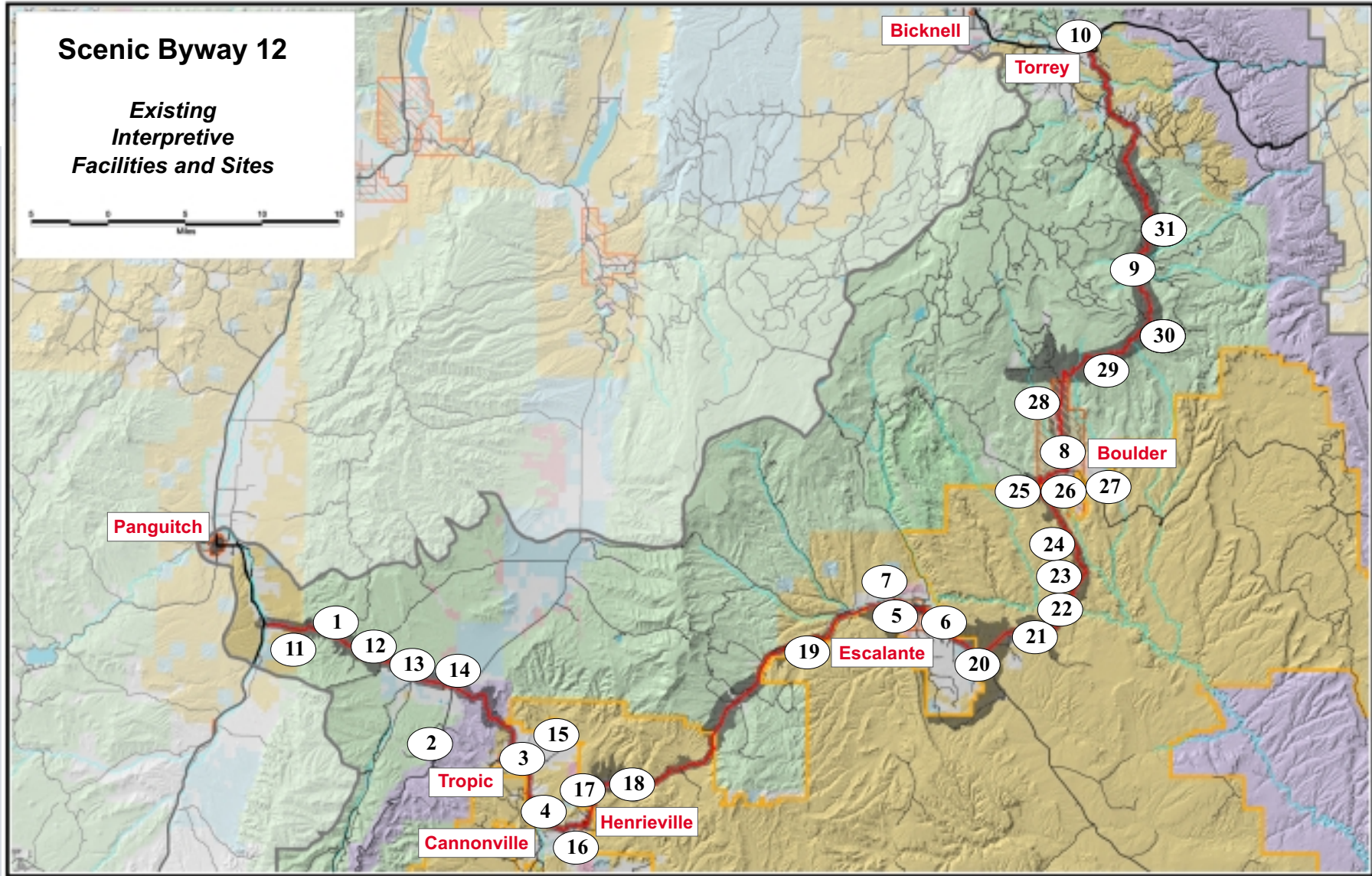
Interpretive Goals

- *Welcome visitors and orient them to facilities, services, and attractions of the area.*
- *Promote a deepening visitor understanding and appreciation of the Scenic Byway 12*
- *Encourage the enjoyment and appropriate use of the corridor.*

- *Encourage responsible use of our public lands through Leave No Trace and Tread Lightly messages.*
- *Provide accurate information about resources, issues, and land management policies in the area.*

Existing Interpretive Facilities and Sites

When Scenic Byway 12 was designated a State Scenic Byway in 1990, interpretive planning was completed and many interpretive pullouts, waysides, and panels were located along the corridor. A map and tables on the following pages detail and highlight the existing interpretive facilities and sites.



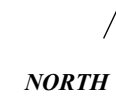
Scenic Byway 12

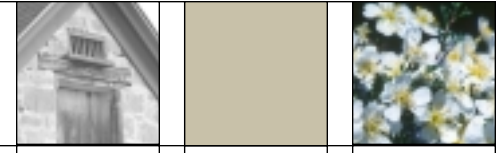
Existing Interpretive Facilities and Sites

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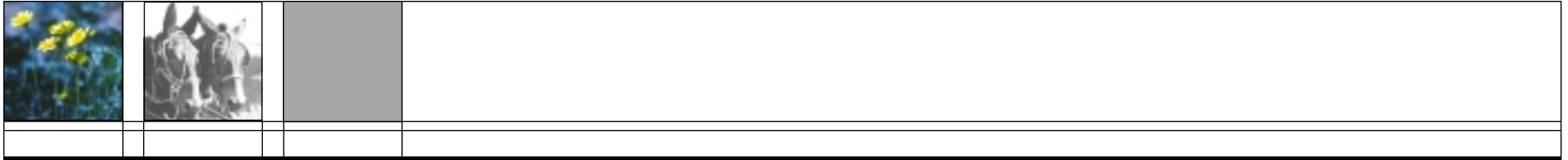
- Highway 89
- Highway 12
- GSENM Boundary
- Municipal Boundaries
- Scenic Byway 12 Corridor
- Scenic Byway 12 Area of Influence
- Bureau of Land Management
- U.S. Forest Service
- National Park Service
- State
- Private
- Water
- ① Existing Facility





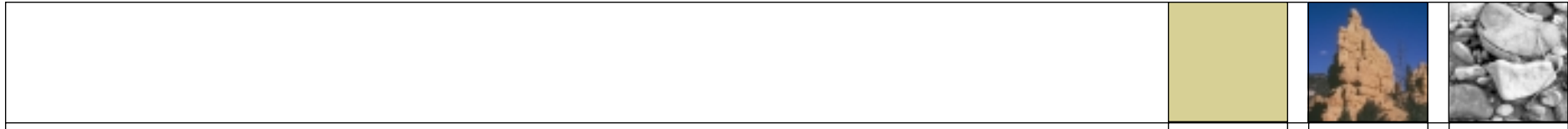
Existing Interpretive Facilities and Sites

#	<i>Facility / Site Name</i>	<i>Mile Post</i>	<i>Description / Site Amenities</i>	<i>Responsible Party</i>
Visitor Information Centers				
1	Red Canyon Visitor Center	3.2	Visitor Information Center for Red Canyon; new center planned	USFS
2	Bryce Canyon Visitor Center	13.5	Visitor Information Center located a few miles south of Scenic Byway 12	NPS
3	Tropic Visitor Information Cabin	21.75	Visitor Information/Orientation	Garfield County
4	Cannonville Visitor Center	25	Visitor Information Center located one block off Scenic Byway 12	GSENM
5	Escalante Interagency Office	59	Multi-agency Visitor Information Center for Dixie National Forest, GSENM, Glen Canyon National Recreation Area	USFS, GSENM, NPS
6	Escalante Visitor Information Cabin	60	Main Street, Escalante; refurbished pioneer cabin; three-panel kiosk	Garfield County
7	Escalante Petrified Forest State Park Visitor Center	58	Visitor Information	DNR
8	Anasazi State Park	87.5	Museum and visitor information center	DNR
9	Wildcat Guard Station / Visitor Center	107	Rest stop with restrooms, day use area, and visitor information center on Boulder Mountain between Boulder and Torrey	USFS
10	Torrey Visitor Information Center	124	Located across from the junction of Scenic Byway 12 and State Road 24	Wayne Co. Travel Council
Overlooks, Pullouts, Waysides, and Trails				
11	Red Canyon Gateway Pullout	2.7	Pullout with three-panel upright kiosk; co-located with Thunder Mountain Trailhead and bike path parking lot; restrooms available	UDOT, USFS,
12	Red Canyon Tunnels Pullout	4.8	One wayside panel; defined pullout	UDOT, USFS
13	Red Canyon Trailhead	2.75	Three-panel upright kiosk; restrooms available; parking lot	USFS
14	Bryce Canyon Airplane Crash Pullout	12.5	Two interpretive wayside panels; define pullout	USFS
15	Tropic Wayside	21.5	Single interpretive wayside panel located near Post Office; not a defined pullout; visibility of site is poor	Town of Tropic
16	Cannonville Wayside	25.75	Single interpretive wayside panel located by town park; two blocks off Scenic Byway 12	Town of Cannonville
17	Henrieville Wayside	29.5	Single interpretive wayside panel located by Old Schoolhouse/Community Center; not a defined pullout	Town of Henrieville



Existing Interpretive Facilities and Sites - Continued

#	<i>Facility / Site Name</i>	<i>Mile Post</i>	<i>Description / Site Amenities</i>	<i>Responsible Party</i>
Overlooks, Pullouts, Waysides, and Trails				
18	Upper Blues Overlook	42	Overlooks the badlands called The Blues; dramatic views of Powell Point and Aquarius Plateau; single interpretive wayside panel; toilet available	GSENM
19	Upper Valley Granaries Pullout	52	Prehistoric Fremont granary nestled in the cliffs above the pullout; single wayside panel and viewing tube; defined pullout	UDOT, GSENM
20	Hole-in-the-Rock Road Pullout	65	Single wayside panel; defined pullout	GSENM, UDOT
21	Head of the Rocks Overlook	70	Expansive views of Escalante Canyons, Boulder Mountain, Henry Mountains; defined pullout; no wayside panels	GSENM, UDOT
22	Boynton Overlook	73	Views of Escalante River drainage and 100 Hands rock art panel; two wayside panels; attractive rock wall; defined pullout	GSENM
23	Calf Creek Recreation Area	75	Lower Calf Creek Falls trail, day use, campground; three information boards and other signage; interpretive brochure for sites along trail available; parking lot; restrooms available	GSENM
24	Top of the Hogsback	80	Wayside panels; located at top of the rise west of the Hogsback; site visibility is poor for making safe turns into and out of pullout	GSENM, UDOT
25	Hell's Backbone / Salt Gulch Wayside	84.5	Single interpretive wayside panel at intersection; not a defined pullout	GSENM, USFS
26	Boulder Overlook	85.5	Single interpretive wayside panel; view of Boulder; defined pullout	USFS, UDOT
27	Burr Trail Junction Wayside	86	Single interpretive wayside panel at intersection; not a defined pullout	UDOT, Town Of Boulder
28	Garkane Power Plant Road Wayside	88	Single interpretive wayside panel at intersection; not a defined pullout	USFS
29	Homestead Overlook	99	Memorial to Clem Church former UDOT Commissioner, wayside panels and multi-panel kiosk; spectacular views to Henry and Navajo Mountains	USFS
30	Steep Creek Overlook	100	Wayside panels; captures view of Waterpocket Fold	USFS
31	Larb Hollow Overlook	109	Wayside panels; views to Henry and Navajo Mountains and across Waterpocket Fold	USFS



Existing Interpretive Publications, Products, and Programming

Several interpretive publications, products, and programming activities are currently available from national parks, county travel council offices, visitor information centers, and local businesses. A listing of those items and activities, along with the responsible agency or group follows:

Existing Interpretive Publications, Products, and Programming	
Garfield and Wayne County Travel Councils	BLM - Grand Staircase-Escalante National Monument
Boulder Mountain: Throne of the Colorado Plateau	Grand Staircase Escalante National Monument Map
The Highway 12 Experience-Video	Grand Staircase Escalante National Monument Visitor Guide
The Byway 12 Scenic Byway Route Guide	Grand Staircase Escalante National Monument Visitor Information Brochure
Bryce Canyon Country Brochure	USFS – Dixie National Forest
Wayne County Brochure	Dixie National Forest - Powell, Escalante & Teasdale Ranger Districts Map
Highway 12 tear-off map	Dixie National Forest Travel Map
Chambers of Commerce	Great Western Trail Brochure
Walking Tour of Pioneer Homes & Barns Brochure	Pine Lake OHV Trail Guide
Guide for Artists and Artisans	Grand View Trail Guide
Heritage Highway 89-Boulder Loop	Fremont ATV Trail Guide
National Park Service	Paunsaugunt ATV Trail Guide
Bryce Canyon National Park Official Map and Guide	Red Canyon Trail Map
Bryce Canyon National Park Visitor Guide – Hoodoo	Teasdale Ranger District Recreational Guide
Bryce Canyon National Park interpretive programs	Dixie National Forest Video
Bryce Canyon National Park radio system, call # 16.10	
Capitol Reef National Park Official Map and Guide	
Capitol Reef National Park Visitor Guide	
Capitol Reef National Park interpretive programs	
Glen Canyon National Recreation Area Official Map and Guide	
Glen Canyon National Recreation Area interpretive programs	



Proposed Interpretive Actions

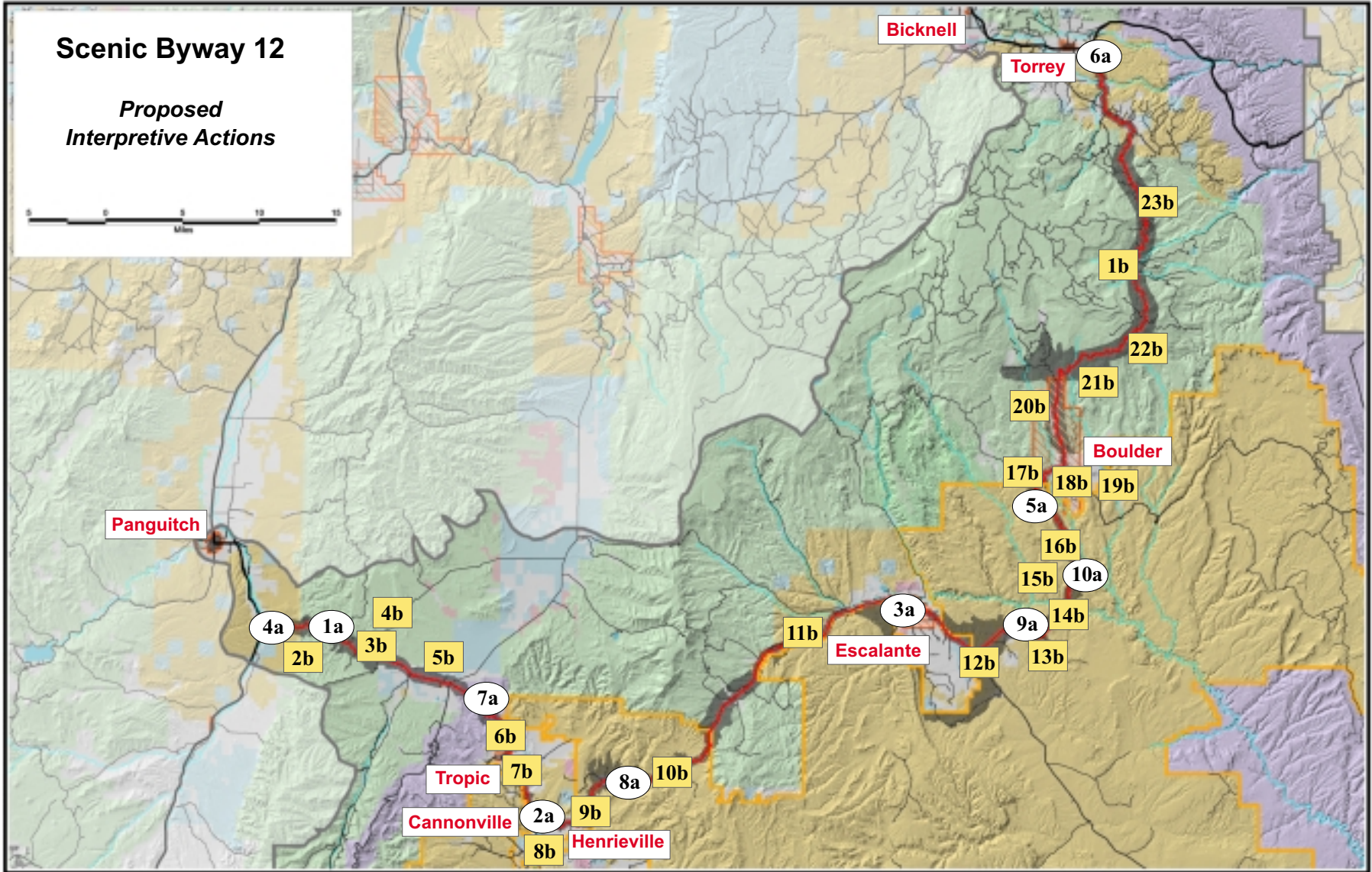
The following tables and the adjacent map detail the proposed new interpretive sites as well as improvements to be made at existing locations.

Proposed New Interpretive Facilities and Sites

#	Facility / Site Name	Mile Post	Description / Site Amenities	Responsible Party
Visitor Information Centers				
1a	Red Canyon Visitor Center	3.2	New Visitor Center at current site in planning and design stage in 2003	USFS
2a	Cannonville Visitor Center	25	Visitor Information Center located one block off Scenic Byway 12	GSENM
3a	Escalante Interagency Office	59	New Interagency Visitor Center (at current site incorporating remodel of existing building) in planning and design stage; to be completed 6/2003	USFS, GSENM, NPS
Portals				
4a	US 89 / Scenic Byway 12 Junction	0	Install welcome sign	UDOT, USFS, NPS, BLM
5a	Northeast Monument Portal	80.5	Install portal kiosk, parking lot to accommodate buses, restrooms, day use facilities, and develop interpretive trail	GSENM, UDOT
6a	Byways 12 and 24 Junction	124	Install welcome sign	UDOT, USFS, NPS, BLM
Overlooks, Pullouts, Waysides, and Trails				
7a	Plateau Pullout	13	Install kiosk for Bryce Canyon shuttle information for westbound traffic	NPS
8a	Lower Blues Overlook	40	Develop overlook with parking, tables, toilets, and interpretive trail	GSENM
9a	Cream Cellar Route Trailhead	69	Develop parking area; improve trail; develop interpretive brochure; install wayside panel(s)	GSENM, SUP, DUP, UDOT, Last Wagon Museum
10a	Lava Balls Overlook	79	Develop pullout on east side of byway; install wayside panel(s); develop trail	GSENM, UDOT

Scenic Byway 12

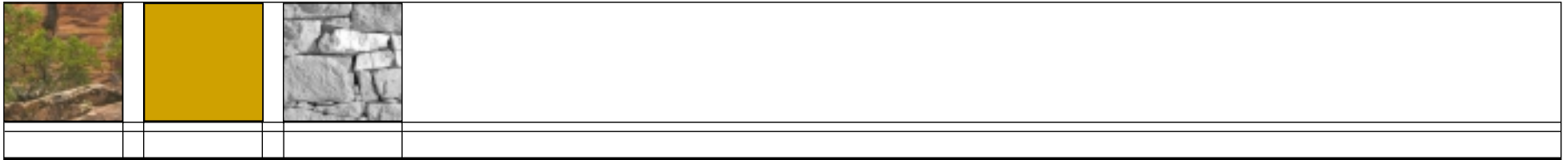
Proposed Interpretive Actions



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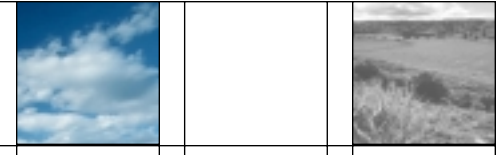
- Highway 89
- Highway 12
- GSENM Boundary
- Municipal Boundaries
- Scenic Byway 12 Corridor
- Scenic Byway 12 Area of Influence
- Bureau of Land Management
- U.S. Forest Service
- National Park Service
- State
- Private
- Water
- Proposed New Interpretive Facility
- Proposed Improvement to Existing Interpretive Facility

NORTH



Proposed Improvements to Existing Interpretive Facilities and Sites

#	<i>Facility / Site Name</i>	<i>Mile Post</i>	<i>Description / Site Amenities</i>	<i>Responsible Party</i>
Visitor Information Centers				
1b	Wildcat Guard Station/Visitor Center	107	Pave rest area parking lot and loop to visitor center	USFS
Overlooks, Pullouts, Waysides, and Trails				
2b	Red Canyon Gateway Pullout	2.7	Replace kiosk	UDOT, USFS, NPS
3b	Red Canyon Tunnels Pullout	4.8	Replace wayside panel(s)	USFS
4b	Red Canyon Trailhead	2.75	Replace kiosk	USFS
5b	Bryce Canyon Airplane Crash Wayside	12.5	Replace wayside panel(s)	
6b	Mossy Cave Trailhead	17	Institute interpretive programming by 2004	NPS
7b	Tropic Wayside	21.5	Replace wayside panel; locate in more visible location	Tropic
8b	Cannonville Wayside	25.75	Replace wayside panel	Cannonville
9b	Henrieville Wayside	29	Replace wayside panel	Henrieville
10b	Upper Blues Overlook	42	Move parking east; replace wayside panel	GSENM
11b	Upper Valley Granaries	52	Upgraded parking area for ADA compliance; multi-panel wayside with universally-accessible spotting tubes	UDOT, GSENM
12b	Hole-in-the-Rock Pullout	65	Install multi-panel wayside; develop path to viewpoint	GSENM, UDOT
13b	Head of the Rocks Overlook	70	Develop wayside interpretive plan	GSENM
14b	Boynton Overlook	73	Create cut-outs in rock wall for better viewing	GSENM
15b	Calf Creek Recreation Area	75	Consolidate signage into single kiosk; implement interpretive programs; construct amphitheater	GSENM
16b	Top of the Hogsback Pullout	80	Improve existing pullout	GSENM, UDOT
17b	Hell's Backbone/Salt Gulch Wayside	84.5	Replace wayside panel	GSENM, USFS
18b	Boulder Overlook	85.5	Replace single wayside with two panels; improve pullout	USFS, UDOT
19b	Burr Trail Junction Wayside	86	Interpretive wayside panel/improve signage	UDOT, Boulder
20b	Garkane Power Plant Road Wayside	88	Interpretive wayside panel/improve signage	USFS
21b	Homestead Overlook	99	Replace wayside panels and kiosk; restore Clem Church Memorial	USFS
22b	Steep Creek Overlook	100	Finish paving Steep Creek Overlook; replace wayside panels	USFS
23b	Larb Hollow Overlook	109	Replace wayside panel; improve kiosk	USFS



Interpretive Strategy

The interpretive strategy is based upon the interpretive goals and an understanding of visitor use and expectations. That strategy facilitates how the byway’s compelling stories are to be shared with the traveler. Acknowledging the many stories that can be told, the interpretive planners will filter those stories through the byway interpretive topic of **JOURNEY THROUGH TIME** and the related theme: *“Vast vistas and layers of history*

accompany the traveler through the changes of time” when producing the various interpretive products and exhibits. At specific interpretive sites, it will be necessary to develop an interpretive plan with sub-themes that are related to the primary topic and theme.

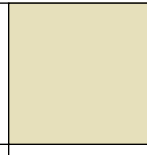
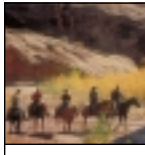
Considering that the existing and proposed interpretative sites along Scenic Byway 12 are spread along 124 miles, it was decided that the best approach to convey the broad notion of the interpretive topic and theme would be to focus on

certain primary sites. Whereas, at the other, secondary sites more specific and detailed interpretation and information would be provided. This approach allows the traveler to come away with the essence of the byway theme without needing to stop at each and every pullout and wayside.

The primary and secondary sites are listed in the following tables.

Primary Interpretive Sites

Site	Mile Post	Sub-Theme Topics	Agency Responsible
Red Canyon Gateway Pullout	2.7	Orientation / Geology	USFS
Red Canyon Visitor Center	3.2	Geology, Culture, Bio-Diversity	USFS
Bryce Canyon Visitor Center	13.5	Geology, Ecology, Culture	NPS
Cannonville Visitor Center (under construction)	25	Human Geography	BLM
Lower Blues Overlook	40	Geology, Explorers, Paleontology	BLM
Upper Valley Granaries Pullout	52	Prehistory, Archeology, Native American	BLM, UDOT
Escalante Science Center	59	Ecology, Human Geography, Mosaic Landscapes	BLM
Head of the Rocks Overlook	70	Geology, Biodiversity, Human Geography	BLM, UDOT
Lava Balls Overlook (Proposed)	80	Culture, History, Geology	BLM, UDOT
Northeast Monument Portal (Proposed)	81	Culture, History	BLM, UDOT
Boulder Overlook	85.5	History, Settlement Patterns	USFS
Anasazi State Park Visitor Center	87.5	Prehistory, Archeology	DNR
Homestead Overlook	99	Natural, Vegetative	USFS
Larb Hollow Overlook	109	Geology, History	USFS



Secondary Interpretive Sites

<i>Site</i>	<i>Mile Post</i>	<i>Sub-Theme Topics</i>	<i>Agency Responsible</i>
US 89 / Scenic Byway 12 Junction (Proposed)	0	Portal / Welcome Sign	UDOT/Garfield Co.
Red Canyon Tunnels Pullout	4.8	History	USFS
Red Canyon Draw Trailhead	4.9	Natural/History	USFS
Bryce Canyon Airplane Crash Pullout	12.5	History	UDOT
Plateau Pullout (Proposed)	14	Information	NPS
Mossy Cave Trailhead	17	Natural/Historic	NPS
Tropic Wayside	21.5	Historic/Cultural	Tropic
Tropic Visitor Information Cabin	22	Orientation/Information	Tropic
Cannonville Wayside	25.75	History/Cultural	Cannonville
Henrieville Wayside	29.5	History/Cultural	Henrieville
Upper Blues Overlook	42	Geology/Paleontology	GSENM
Escalante Petrified Forest State Park	58	Geology	DNR
Escalante Visitor Information Cabin	59.5	Orientation/Information	Escalante
Hole-in-the-Rock Pullout	65	History/Cultural/Geology	GSENM/Garfield Co.
Cream Cellar Route Trailhead	69	History	BLM
Boynton Overlook	73	Natural/Historic	BLM
Calf Creek Recreation Area	75	Recreation/Natural/Scenic	GSENM
Top of the Hogsback Pullout	80	Scenic	BLM
Hell's Backbone / Salt Gulch Wayside	84.5	History/Natural	BLM/USFS
Burr Trail Junction Wayside	86	History/Geology	Boulder
Garkane Power Plant Road Wayside	88	History/Cultural	UDOT
Steep Creek Overlook	100	Scenic/Geology	USFS
Wildcat Guard Station / Visitor Center	107	Orientation/Information/History	USFS
Torrey Visitor Information Center	124	Orientation/Information	Wayne Co. Travel Council
Scenic Byway 12 and State Road 24 Junction (Proposed)	124	Portal / Welcome Sign	UDOT/Wayne Co.



Economic Development Plan

One of the primary goals of this CMP is to protect and enhance the quality of life and economic vitality of local communities. If the CMP contributes to the local economy in a balanced way the other goals will be realized.

During the public meetings it became apparent that the economy of local communities along Scenic

Byway 12 was of paramount concern and that a stronger, more diverse economic base was needed as well as a revitalization of existing and previously sound businesses. There was a caution expressed that in this process of development, the quality of life be protected. Tourism was seen as an important part of the broader concern for economic stability in the Scenic Byway 12 corridor region, but other areas of economic growth were also stressed. Consistent with this, the following strategies are recommended to enhance the quality of life and economic vitality of the corridor region.




The primary purpose of this economic development section will be to create a consistency with the economic goals established in existing general plans of the agencies and communities

in the corridor, and the input from public meetings held in conjunction with this CMP. In this effort, the following principles are drawn from the mission statements of both Garfield and Wayne Counties:

- *Value the unique heritage and resulting values that have created current customs, culture, and quality of life.*
- *Deter activities that detract from these values.*
- *Maintain and improve basic services and infrastructure.*
- *Foster unique, cooperative, progressive, prosperous, and growing communities.*
- *Retain and expand traditional businesses and industries.*
- *Protect and improve ranching and agricultural opportunities.*
- *Attract new industries that are consistent with this mission.*
- *Promote tourism.*

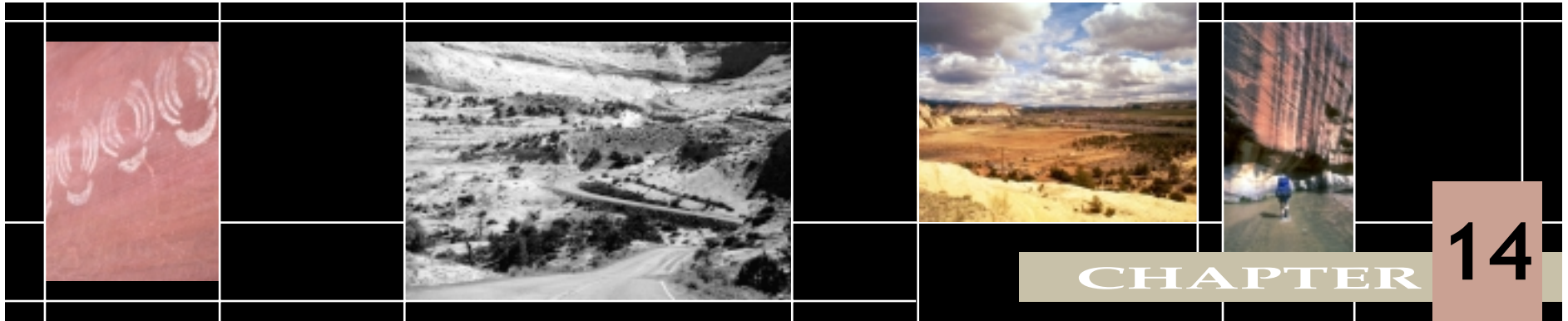


-Commercial core of Tropic, Utah on Scenic Byway 12.

Economic Development Strategies

Encourage the establishment of a working business development committee, made up of business and community leaders, that works together in creating new primary jobs and economic stability within the corridor. The CMP will enhance the quality of life and economic vitality of the local communities by supporting and, where applicable, enhancing Garfield and Wayne Counties individual Economic Development Plans.



Tourism Development Plan

Tourism is a major source of economic vitality to the state of Utah and within the Scenic Byway Corridor. Many rural communities, in particular, rely on the economic benefits derived from tourism and travel related activities.

Tourism can represent an economic development alternative for communities in addition to agribusiness and natural extraction industries. Increasing the economic benefits from tourism to rural communities can represent an important part of a community's economic development strategy.

Rural tourism appeals to travelers seeking some type of experiential tourism product such as auto touring, birding, nature tourism and cultural and heritage tourism. While rural areas often serve as the backdrop for these types of natural resource and cultural/heritage activities, the rural stakeholders do not always derive direct financial benefits. However, through careful tourism development and focused marketing strategies, rural areas can increase the traveler's length of stay and the amount of traveler spending.

Tourism Development Goals

- *Increase consumer awareness of the area.*
- *Increase length of stay, thereby creating destination travelers.*
- *Increase tour operator and travel agent awareness of the area.*
- *Promote the area within the existing infrastructure with the Utah Travel Council, the Grand Circle Association, the Utah Heritage Highway 89 - Boulder Loop.*
- *Continue to capitalize on the media coverage of the 2002 Winter Olympic Games in Salt Lake City.*

Tourism Development Strategies

- *Encourage development of a full range of accommodations and facilities.*
- *Encourage development of evening activities.*
- *Encourage additional cultural activities.*
- *Develop opportunities for destination travelers and "windshield tourists".*

Existing Visitor Services

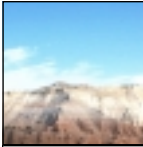
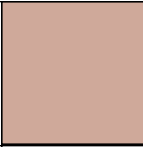

Along the corridor, travelers may choose from a wide variety of services to include:

Accommodations: motels, hotels, bed & breakfast, inns, home-stays, lodges, private & public campgrounds and RV parks

Restaurants: café, home-style, fine-dining, fast-food, drive-ins, specialty

Shopping: art galleries, heritage shops, specialty stores, souvenirs, hand-made/local arts & crafts, bookstores, fly shops, sporting goods, jewelry shops

Traveler Services: Banks/ATM's, grocery stores, convenience stores, beauty salons, emergency/health services, service stations, towing services, auto repair shops, sports equipment rentals, pet boarding

Existing Promotion Efforts

Garfield and Wayne Counties recognized the significance of local tourism organizations many years ago, due to its importance as an economic development tool. Garfield and Wayne Counties each have operating divisions of county government, which are responsible for tourism marketing and promotion efforts. Both county Travel Councils receive their funding through a portion of collection of Transient Room Tax and a Restaurant Tax. A majority of this funding is used on marketing and promotional efforts.

Both Travel Councils engage in the following marketing and promotional activities:

- *Produce materials/brochures highlighting attractions and services available within the county.*
- *Operate visitor centers to enhance tourist visits/ educate the traveling public about the various things to see and do in the area.*
- *Host web sites to assist the tourist with making plans to visit the area. Web sites include links to the attractions in the area such as the national parks and monuments, the BLM and the National Forests, as well as links to the private sector services and attractions.*
- *Participate in various tourism trade shows, promoting the area to tour operators, AAA counselors, travel agents and consumers.*
- *Conduct familiarization tours for both the tourism trade as well as the media.*
- *Coordinate and cooperate with regional and state tourism organizations, recognizing that tourists travel to a region and a destination, not just a county.*
- *Advertise in select publications.*
- *Participate in the Utah National Park Cooperative program, highlighting Utah's five national parks and promoting the route from Zion, Bryce, Capitol Reef, Canyonlands and Arches National Parks.*



-Lower Calf Creek Falls from cliffs above.



-Bryce Canyon National Park hoodoos aglow at sunrise.



*-View across Escalante Canyon to
Aquarius Plateau.*

Scenic Byway 12 Marketing Plan

The Scenic Byway 12 marketing plan is intended to increase awareness of the byway as a destination and to enhance the area economies via the tourist activities along the corridor. The following lists detail the recommended strategies and actions for accomplishing this task.

Promotion Strategies

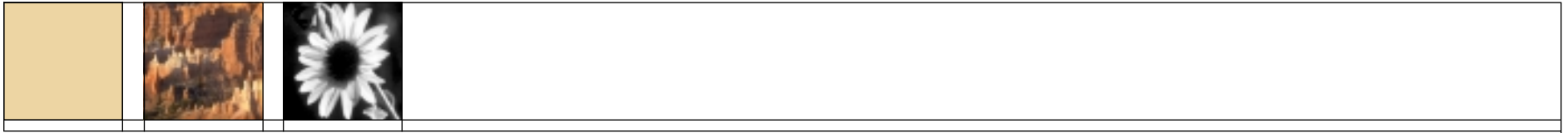
- A. Develop itineraries and package opportunities to encourage tour groups to use the recreation, services, and activities along the corridor, creating a destination and retaining the consumer for a longer period of time.
- B. Increase awareness of Scenic Byway 12 by conducting familiarization tours for Utah Travel Council, visitor center staff, and related government agencies to improve customer service and quality of information to extend length of stay of travelers.
- C. Produce effective materials in English and determine the need for specific International language materials.
- D. Promote off-season visitation by developing a separate marketing plan to enlighten the visitor to the unique activities Scenic Byway 12 has to offer during the low visitation season.

Participation Strategies

- A. Participate fully in all marketing opportunities provided with national designation, to include brochures, web sites, maps, etc.
- B. Participate in international and domestic marketing and promotion campaigns produced by the Utah Travel Council, as well as other destination marketing organizations.
- C. Participate and coordinate with heritage oriented projects such as Utah Heritage Highway 89. Consider a separate committee to assist with awareness of heritage related businesses.

Research and Development Strategies

- A. Develop a marketing alliance.
- B. Research all opportunities to promote the Scenic Byway 12 brand. Consider a separate ad campaign utilizing the logo and brand of Scenic Byway 12.
- C. Support a study to determine traveler experience and economic impact along the corridor to develop travel patterns, spending figures, and activity participation, destination choices and length of stay patterns.
- D. Prioritize developing projects along the corridor to guarantee successful completion, and to ensure that projects are not competing for the same funding.



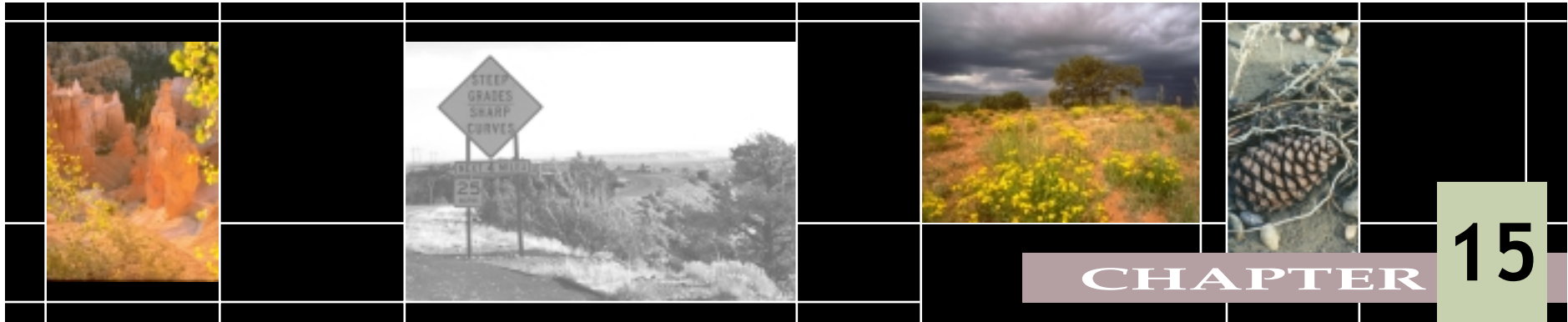
Promotion Actions

- A. Develop a logo and brand for Scenic Byway 12.
- B. Maintain and enhance the existing Scenic Byway 12 brochure.
- C. Generate press releases through Scenic Byway 12 committee and distribute to local and national media.
- D. Conduct familiarization tours for media (electronic & print) and tourism trade (AAA counselors, tour operators, and travel agents) and the domestic and international markets.
- E. Conduct hospitality-training program for front line employees throughout the Scenic Byway 12 corridor to provide optimum customer service.

corridor (hiking, biking, 4-wheel drive, horseback riding trails, cross-country skiing, snowshoeing, snowmobile trails, etc.).

Research and Development Actions

- A. Research and develop a web site for Scenic Byway 12. Include accommodations, services, restaurants, recreation, coming attractions, and links to assist the traveler in vacation planning, all translated into other languages.
- B. Research, and determine, if feasible, developing a videotape or CD-ROM for marketing to individual travelers and the tourism trade.
- C. Research and determine, if feasible, developing collateral materials which provide detailed information on activities throughout the



Signage Plan

Existing Signage

In general, the majority of the signage along Scenic Byway 12, including outdoor advertising, directional, and safety signs, is located near the

junctions with other highways and prior to towns and major attractions. The proliferation of signage is greatest in the stretch of byway from the U.S. 89 junction to the intersection with State Road 63, which leads to Bryce Canyon National Park. The

stretch of byway with the least amount of signage is from east of Henrieville to west of Escalante.

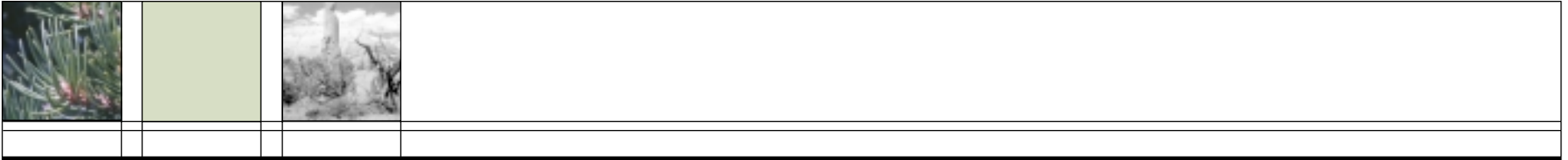
Outdoor Advertising Signage

Outdoor advertising signage is more commonly referred to as billboards. Along Scenic Byway 12 there are sections where outdoor advertising signage is in place. These signs range in size from relatively small to standard full-size billboards. In some instances these structures block the view to intrinsic qualities contained in this CMP as well as cause visual clutter.

One of the provisions of the State Scenic Byway program is that no new off-site advertising signage is to be erected. Since Scenic Byway 12's designation in 1990 as a State Scenic Byway, UDOT has had a mandate to control outdoor advertising and has a plan in place for doing so. Additionally, each city along Scenic Byway 12 has adopted sign ordinances that control signage within their boundaries. Garfield and Wayne Counties also have zoning ordinances in place that address appropriate sign controls in the unincorporated areas along Scenic Byway 12.



-Dramatic geologic layers as seen by Scenic Byway 12 between Tropic and Cannonville, Utah.



Off-site Outdoor Advertising Actions

Correction of those signs that do not comply with present zoning ordinances and state guidelines along Scenic Byway 12 will be encouraged according to the provisions of the local zoning ordinances and state laws. In some cases, signs that have been erected without authorization will need to be removed. Other corrective actions will be developed and encouraged to address those signs that have existed prior to the implementation of this CMP that are not consistent with this plan.

Highway Signage

Signage along highways follow the Manual Uniform Traffic Control Devices (MUTCD) for standards regarding size and color. The following is a brief overview of some of the commonly used signage color standards.

- *Directional signage* – GREEN – *mileage to next city, etc.*
- *Regulatory* - WHITE - *speed limits, use of lanes, etc.*
- *Service signage* – BLUE – *RV parks, gas, lodging, etc.*
- *Recreational and Point of Interest signage* – BROWN – *parks, campgrounds, trailheads, etc.*

- *Warning signage* – YELLOW – *sharp curves, pedestrian crossings, etc.*

Along some sections of the byway there are possibly more informational signs than are necessary. Also, some signage is not color-coded consistently with standards or even with other similar signs along the byway. For example, some trailhead signage is green and not brown. Another signage issue to be addressed is how pullout and overlook signage should be formatted. In some instances signage directs to travelers to “scenic pullouts” that are actually “point of interest” waysides.

Additional Signage Actions

A comprehensive sign plan will be produced to determine if and where new signage is needed, to consolidate and remove extraneous signs, and to reduce the visual clutter they cause. This plan should also address consistency in design, style, materials, wording, and color.

Evaluation of Sign Plans

This CMP encourages the implementation of these plans in a manner consistent with the goals and objectives herein. A report of progress in this area will be made annually to ensure that the goals are being met.



Implementation, Evaluation and Monitoring

Implementation

The Counties, State and Federal agencies and all of the communities along Scenic Byway 12 presently have adopted general plans, and zoning ordinances to address land use needs. These existing management plans and ordinances will be the mechanism through which this CMP will be implemented.

Design Review Process

Existing developments along Scenic Byway 12 that are in need of enhancement will be identified and placed on a priority list for improvement, consistent with the goals of the County and City General Plans and the CMP. The counties and communities will work with private owners to create financial incentives and funding sources that will help the developments become more attractive and successful, as they redesign their developments to fit in with the overall scheme of the Scenic Byway 12 CMP.

As new developments are proposed they will be submitted to the Planning Commissions of the

Counties and Cities, as the case may be, for design review according to existing planning and zoning ordinances and policies. These new projects will receive correct public hearing notification. The new projects will be evaluated according to the goals and objectives of the local governments, existing planning documents as well as this Scenic Byway 12 CMP.

Evaluation and Monitoring

An annual report will be presented to the county commissions and Scenic Byway 12 partners regarding the responsibilities and progress of each of the public entities along Scenic Byway 12 as it relates to the goals and strategies of the CMP. Where areas of improvement

are identified, these entities will work together with the towns and local agencies in making the needed improvements.



-Autumn leaves in Calf Creek as it passes over eroded sandstone.

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Glossary

AADTC – Annual Average Daily Traffic Count

Agritainment - using agricultural procedures for economic development, i.e. farmers giving tours of corn mazes on their property.

AOG - Association of Governments

BLM - Bureau of Land Management

CCC - Civilian Conservation Corps

CMP - Corridor Management Plan

DNR - Department of Natural Resources

FHWA - Federal Highway Administration

GSENM - Grand Staircase-Escalante National Monument

ISTEA - Intermodal Surface Transportation Efficiency Act of 1991

NPS - National Park Service

RC&D - Rural Conservation and Development Council

UDOT - Utah Department of Transportation

USFS - United States Forest Service

WPA - Works Progress Administration

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