

CHAPTER 5: IMPLEMENTATION

The purpose of this chapter is to outline the overall approach that is recommended in order to formalize the four county cooperative efforts as part of a larger Eastern Shore network of heritage areas, byways, water trails, gateways, and natural areas.

Existing Management Entities Along the Byway

As evidenced by the extended involvement of many different federal, state and local agencies in the development of the plan, there are a plethora of existing management entities with responsibilities along the Byway. The following agencies and organizations are currently active along the Byway and will need to play an important role in its management.

County and Municipal Government

There are nine county governments, with additional municipal jurisdictions along the Byway. Each jurisdiction is responsible for guiding land use through their comprehensive plans and zoning ordinances and each has a County level Office of Tourism (or comparable) with responsibilities for marketing and promoting their jurisdiction.

Chesapeake Country National Scenic Byway Alliance

The existing Chesapeake Country National Scenic Byway is managed by a tri-county alliance, and a management team consisting of: County Directors of Tourism, Planning and Zoning (or designee) in Kent, Queen Anne's and Cecil Counties, Cecil County Office of Economic Development – Agriculture, District 2 State Highway Administration representative, and the State Scenic Byway Coordinator. The Alliance coordinates the byway management activities among the county and municipal governments and state agency partners. Consideration of expanding the alliance to include all the nine counties is discussed on page 134.

Maryland Office of Tourism Eastern Shore Region

Maryland Office of Tourism and its Eastern Shore Region (currently the existing county-based tourism organizations on the eastern shore) collaborate through the Maryland Office of Tourism and conduct regular meetings as needed to coordinate activities. The Eastern Shore Tourism Region includes all nine counties with an interest in the regional byway collaboration. Marketing and promotional activities that involve the three regional byways (Chesapeake Country NSB, Michener's Chesapeake and Blue Crab byways) are currently conducted individually or collaboratively through these organizations.

Maryland Heritage Areas Authority and State Heritage Areas

There are three heritage area organizations as described on "Strategy 3.1 Planning and Building a Byway Coalition" on page <?>. These heritage area organizations meet on a regular basis as part of the Maryland Heritage Areas Authority's ongoing coordination activities of the Heritage Areas in Maryland. Each heritage areas is responsible for

implementing their own heritage area's management plan as well as coordinating and disseminating small grant programs through the MHAA.

Maryland State Highway Administration and Districts One and Two

The Maryland State Highway Administration and Districts One and Two are responsible for the road and right-of-way of the Byway, including all state highway portions (almost the entire Byway route). The Maryland State Highway Administrations Office of Environmental Design is responsible for managing the Maryland Scenic Byway Program through its Scenic Byway Coordinator. District One and Two are responsible managing all 3R type work along the Byway, as well as installing signs with guidance from Maryland SHA's Office of Traffic and Safety, Scenic Byway Program, and Maryland Office of Tourism Development.

Maryland Department of Natural Resources

Maryland Department of Natural Resources will continue to collaborate in the byway planning and implementation effort through the management of state lands in a manner that is consistent with the byway management plan and the goals of the Department of Natural Resources (DNR). This includes identifying ways to cooperate with interested non-profit organizations through partnerships to help interpret the natural and cultural heritage, to continue to upgrade public access to the Chesapeake Bay in a manner that supports the goals of the byway and DNR, and to continue to coordinate conservation efforts for high priority resources in a manner that is consistent with the GreenPRINT program. Maryland DNR will continue to participate as a collaborating partner in the implementation of the management plan.

National Park Service Chesapeake Bay Gateways –

According to the National Park Service, "The Chesapeake Bay Gateways and Watertrails Network is administered through the National Park Service Chesapeake Bay Office. The Chesapeake Bay Office also administers the Captain John Smith Chesapeake National Historic Trail and the Star-Spangled Banner National Historic Trail." The National Park Services primary participation with the three existing byways is in designated sites as part of the Chesapeake Bay Gateway Network, and then providing grants and technical assistance to those sites. In addition there is considerable overlap in the management needs of the Captain John Smith Water Trail and the Chesapeake Country Scenic Byway.

Byway Management Needs

In order to achieve the vision for the Byway outlined in Chapter One, and the overall set of goals outlined in Chapter Four that should be implemented as a means of creating a seamless travel experience along the entire length of Maryland's Eastern Shore, the following management activities will likely be needed:

ROLES AND RESPONSIBILITIES/POTENTIAL SUBCOMMITTEES

Committee	Byway Management Activity	Regional or sub-regional responsibilities
Whole	Seek endorsements and recognition for the Byway to establish and maintain its credibility as a quality place to visit; this includes submission of the application to the Federal Highway Administration for National Scenic Byway designation, if desired	Consensus on a Regional entity must be formed, but nomination materials are pulled together by sub-regional group
Transportation and Enhancement	Serve as the "Byway keeper" with the role of encouraging property owners, utility companies, highway departments, and others with management responsibility, to consider the goals of the Byway and work to proactively conserve and enhance the qualities of the Byway as part of their daily management and stewardship activities	Sub-regional with each county and community taking on the responsibilities of his or her section of the Byway
	Seek to coordinate conservation and preservation actions among local and regional organizations and agencies to ensure that the Byway retains its intrinsic qualities over time	Sub-regional with emphasis on each county and community implementing its priority preservation areas
Preservation	Work with municipal and non-profit organizations to promote volunteer opportunities along the Byway, especially for maintenance and upkeep of the right-of-way	Sub-regional with each county and community implementing its priority enhancement projects
	Pursuit of outside funding to implement the plan recommendations focusing on the high priority recommendations –	Regional – grant applications pooled and managed at the nine county regional level
Finance/ Implementation	Organize events and activities associated with the Byway and work with other groups to coordinate events and activities taking place along the Byway	Regional – Eastern Shore Tourism Region coordinates and manages events along the Byway on a single calendar
	Promote the Byway as a heritage- or nature-based tourism destination, to those with an interest in visiting historic sites, birding, boating, bicycling, and nature study in coordination with the state and local offices of tourism	Regional – marketing strategies implemented with the Eastern Shore as a single destination so as to expand the audience for all localities
	Serve as the primary point of contact for information about the Byway	Regional – pooling resources is more efficient than having three contacts

There is a potential need for four management committees to focus on specific areas outlined in the table above

- **Implementation and Finance** – helping partners along the byway to find funding opportunities and to seek out methods of financing the implementation measures as outlined in the CMP
- **Preservation and Conservation** - emphasizes maintaining the character defining features of the byway's intrinsic qualities (strategies indicated with 1.x in Chapter 4)
- **Transportation and Enhancement** - emphasizing measures to improve the visitor experience (strategies indicated with 2.x and 5.x in Chapter 4)
- **Marketing and Interpretation** - emphasizing efforts tell the byway's stories and broadening its audience (strategies indicated with 3.x and 4.x in Chapter 4)

Options for a Management Framework:

With the overall goal and the three principles for collaboration in mind, there are two distinct options for organizing the management needs of the Byway.

ISSUE	Option 1: Regional entity	Option 2 – Regional alliance
Management Entity	<p>Establish a nine-county management entity through an existing or consolidated organization – The existing organization would adopt the Byway and serve as the umbrella for regional tourism, and possibly heritage areas, and trails. For the near term, this would have to be accommodated through the structure of Maryland Office of Tourism's Eastern Shore Region. The only other existing regional organization, the Maryland Eastern Shore Resource Conservation and Development Council lost its federal funding in April of 2011. Alternatively the three heritage areas could form a new umbrella organization for Maryland's Eastern Shore to manage collaborative projects and programs.</p>	<p>Three Byway/Four Heritage Area MOA – The nine counties and the three heritage areas that include the Chesapeake Country Scenic Byway draft an agreement to be signed by all of the nine-county participants as well as their agency partners, regarding the management of the three byways to include areas of cooperation and agreement; responsibilities; processes for applying for grant funding; and how marketing and promotion will be coordinated. All other activities would be managed at a local level.</p>
CMP process (approvals, updates, designations)	<p>Three byway plans would be brought together in a formal update process whereby the three groups would identify shared visions, goals, actions and priorities, similar to what multi-state byways do, and meet annually to update and coordinate priorities – usually several months in advance of the grant cycle</p>	<p>Nine counties would sort out priorities through the current CMP's for each of the three byways, identify specific actions, and informally coordinate with other regions on common interests, yielding to state committees to sort out priorities</p>
Advantages for Implementation	<p>More in line with the current language regarding grants for the Scenic Byway Program (large grants, well coordinated); potentially more leverage for other grants where all nine counties are in support of a specific action; will help to prevent and reduce confusion among comparable programs</p>	<p>Multi-county coordination would still be required – could be easier to coordinate the needs of a smaller number of counties and related towns/cities than all nine, but would not benefit from common areas of management support, nor leverage of a unified presentation</p>

<p>Challenges for Implementation</p>	<p>Finding a way to overcome long-standing issues that get in the way of cooperation among nine counties, three heritage areas, and multiple agency/district offices</p>	<p>There is considerable duplication, overlap, confusion, and competition among heritage areas, byways, touring routes (such as for wildlife, birding, historical, etc.); Queen Anne has to participate in both; the Cecil County portion of Chesapeake Country is only a small part of the Lower Susquehanna Heritage Trail and may suffer from the fact that it would compete against another byway for funding (Lower Susquehanna). This could be ironed out as part of the MOA.</p>
<p>Relationship to Heritage Areas</p>	<p>Would provide an opportunity for three, or possibly four Heritage Areas to work together – perhaps as a beginning step towards National Heritage Area designation if that is desirable</p>	<p>Lower Eastern Shore, Stories of the Chesapeake, Heart of Chesapeake Country, and Lower Susquehanna Heritage Trail would need to work together – the Byway is only part of each of the three heritage areas making it difficult for heritage area coordination (e.g. how does the Byway fit in with other Heritage Area priorities, and what if the Byway has a different priority in one heritage area versus another)</p>
<p>Opportunity for National Designation</p>	<p>Would provide an opportunity to coordinate regional touring efforts including Chesapeake Bay Gateway Network, Birding and Wildlife, bicycling, water trail, and Byway related – if a regional organization took this on, they could take on some of the responsibility for coordinating these activities and establish the linkages that FHWA is looking for in both designation and in grants</p>	<p>Coordination effort will need to be clearly spelled out in MOA and submitted with nomination</p>

Recommended Management Structure

In some ways the two options are not mutually exclusive. The management framework can be developed in phases starting with an initial phase which would lead towards a selected management framework. Given the complexity of organizing a nine-county region, the first step would be to identify the specific cooperative activities that can be undertaken. At the December 6th, 2011 Advisory Committee Meeting, participants identified four areas of potential cooperation: funding, financing, marketing, and promotion. The heritage areas would take the lead in outlining the means and methods for collaboration. With these areas of potential cooperation identified, the following is the recommended management structure for the Byway:

Phase One: Nomination and Brand Extension Phase

Up to and including the point at which the National Scenic Byway designation is extended from Centreville to Crisfield, the nine counties and three heritage areas would work together by executing a Memorandum of Agreement (MOA) to cooperate on funding, financing, marketing and promotion. The MOA would spell out which management actions would be undertaken together and when. The initial cooperative effort would include the measures that would be needed to extend the national designation of the byway. The following actions would be implemented prior to the submission of the National Scenic Byway nomination:

- 1) Determine who would be responsible for and be the primary contact for providing tourism information about the Chesapeake Country Scenic Byway assuming that it would encompass and build upon the current primary contact, the Chesapeake Country National Scenic Byway Alliance
- 2) Determine who would be responsible and be the primary contact for updating and maintaining a web page to provide visitor information about the Chesapeake Country National Scenic Byway (assume it would build upon the existing web page at <http://www.chesapeakebyway.org/>) either with a front page with links to all three regions, or using the same structure as is there now and building in additional itineraries and links to the other two regions
- 3) Coordinate the submittal of the nomination to determine who would submit the document electronically and how best to obtain endorsements
- 4) Discuss and agree upon the recommended management structure for the byway. A memorandum of agreement would be signed in advance of the nomination and submitted with the nomination package indicating the support and participation of all nine counties for their part of the management of the byway and all three heritage areas and participating state agencies.

Once nominated, the initial phase would extend the Chesapeake Country identity and brand to the other two byway sub-regions and the establishing of sub-regional tag lines: Exploring the Journey To Independence (Upper Shore); Discover Michener's Chesapeake (Mid-Shore) and Follow the Blue Crab (Lower Shore) . The following actions would be undertaken in this initial phase to implement the extension and branding (the numbered references are the specific strategy as outlined in Chapter 4 and Appendix 6 :

- 1.1 Each jurisdiction along the byway should reference the CMP in each locality's comprehensive plan, and if appropriate, to existing preservation and open space plans (as part of the next Comprehensive Plan update, or as an amendment, if feasible).
- 1.2 Develop a data-sharing system to maintain and continually update the GIS inventory of

intrinsic qualities and existing protected lands.

- 1.3 Share and transmit conservation priorities with partner organizations' data sets and work plans for conservation action.
- 3.1 Reposition the current Chesapeake Country National Scenic Byway on the Upper Shore, Michener's Chesapeake, and Blue Crab into a single Chesapeake Country Scenic Byway from Cecil County to Crisfield.
- 3.2 Develop a Marketing Plan
- 3.3 Develop Websites
4. 1. Convene a committee of regional interpreters and marketers to review interpretive, region-wide themes, and develop a single set of themes and related tag lines that are applicable to the Chesapeake Country Scenic Byway in its entirety.
- 4.2 Building on existing formats, decide upon an overall visual and graphic identity for the Chesapeake County Byway as a whole. Establish a basis for individual variation within the design for each portion of the Byway.
- 4.3 Confirm the interpretive themes and storylines appropriate to each individual section and branch of the Michener's Chesapeake portion of the Byway. Develop a phased implementation program section by section and branch by branch.
- 5.1 Establish Context Sensitive Solutions Approach for Transportation Projects
- 5.7 Adapt Byway Signing to updated MUTCD Guidelines

Phase Two: Regional Alliance for Byway Development

As the Chesapeake Country Scenic Byway advances its priorities and begins to seek out larger projects for implementation based upon the CMP, the organization must also evolve. At this point it may be feasible and desirable to identify an organization that would take the lead for byway implementation. The two potential entities may include

Maryland Office of Tourism - A collaboration among the nine county tourism offices that is formalized through the Maryland Office of Tourism and includes representation from Heritage Areas, State Highway Administration and other agencies involved with trails, byways and heritage areas, and both governmental and non-governmental preservation and conservation organizations. Funding for the management would come as part of existing county and state budgets by reallocating staff time to participate in the management of the Byway. This may require the hiring (or assignment) of a full-time Eastern Shore byway coordinator who would oversee the Chesapeake Country Scenic Byway multi-region network, Harriet Tubman Underground Railroad (Maryland portion of multi-state) and the proposed Cape to Cape route along the Atlantic Coast (multi-state).

Chesapeake Country National Scenic Byway Alliance (extended to include the nine county area) – would extend the existing partnership to include:

- each County's planning, tourism, and/or economic development offices or their designated representatives
- representatives from each of three Heritage Areas
- Maryland SHA's Scenic Byway Coordinator and District Engineering offices
- Maryland DNR
- US Fish and Wildlife Service and the National Park Service
- At-large representatives to include representatives of historic sites, historic societies, conservation organizations, heritage-based tourism businesses, and residents

Whatever the organizational structure, the byway's stakeholders would continue to meet on a regular basis two to three times per year as follows:

- Spring Meeting –to set the agenda and develop and/or update a two-year work plan, and after establishment, to develop an annual progress report from the previous year and follow-up on coordination activities from previous years grants and marketing activities, including an assessment of progress and setting of goals based on that progress
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- Fall Meeting – to set priorities for grant and implementation projects including establishing priorities for grant funding by localities, identifying opportunities for collaboration among similar projects, and getting an agreement about who would take management responsibility for each project
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- Early Winter Meeting – to set priorities for marketing including an agreement upon the following year's event calendar, marketing initiatives to be undertaken jointly, and those that would be undertaken individually

In order to finance ongoing management of the Byway, each grant application would need to incorporate administrative charges to cover the project management and coordination necessary to implement the grant project. Alternatively, and to the extent that it is practical, time spent by current staff from the three heritage areas and/or tourism organizations should be allocated in subsequent years as matches for grants that allow for in-kind services. Care must be taken that the time allocated is allocated to only one grant, and allocated during granting period. Typically time spent in advance of the award is not allowable as an in-kind service match.

This phase would include the overall implementation of the following projects in the Michener's Chesapeake Country Byway Plan and would assume similar progress for the other two byways.

- 2.1 Develop the necessary visitor facilities to establish an identity for the Byway route, especially at critical gateway locations and identified destinations at the ends of branches and side tracks to improve visitor experience and satisfaction.
- 3.4 Create Itineraries
Itineraries are an easy way to help visitors get ideas about what to see and do, to identify attractions related to their particular interests and to organize their trips.
- 3.5 Use Social Media
- 3.6 Evaluate the Need for Collateral Materials –
- 4.4 Prepare a specialized presentation of Michener's novel Chesapeake as a unique theme and itinerary that is representative of the Byway
- 4.5 Develop an interpretive plan for each participating community along the Byway that presents the community as a Byway destination. Presentations should be comprehensive, telling the story of the community's development using Byway themes and storylines.
- 4.6 Develop an integrated set of collateral interpretive materials that supports interpretation of the Michener's Chesapeake portion of the Byway.
- 4.7 Develop interpretive programming related to special events for the Byway.
- 5.2 Address speed and safety Issues in a manner that respects the Byway context
- 5.5 Develop guidelines for transition areas to Byway communities

Phase Three: Sustaining Period

A sustainable byway is one that has all the measures in place to maintain a high quality visitor experience, that is safe and enjoyable to travel by a variety of modes, and is fresh and interesting to visitors. The following actions are recommended to be undertaken over time to sustain the byway experience over time:

- 1.7 Use the latest available mapping and technology to address preservation and conservation issues related to potential sea level rise to ensure that the Byway is considered in all future deliberations regarding local, state and federal actions associated with potential sea level rise.
- 1.8 Preservation Planning – Certified Local Governments are eligible for grants that can be used to survey architectural and archaeological resources, prepare nominations to the National Register of Historic Places, create preservation planning documents and programs, create public education programs, and rehabilitate publicly owned buildings listed on the National Register. Non CLG's may apply for other MHT grant programs.
- 1.9 Preservation Tax Credits -
Provide technical and financial assistance to those that own historic properties but do not have the resources, nor the knowledge, to rehabilitate those properties.
- 1.10 Establish Historic Preservation Priorities
Develop a list of conservation and preservation priorities based on criteria that are consistent with potential partner organizations.
- 2.2 Develop plans for enhancing the roadside quality of areas at the edges of existing towns where the route no longer retains its natural, agricultural or historical integrity.
- 2.3 Work with utility and telecommunication companies to screen and/or beautify existing installations and to improve planning for future installations to minimize impact to the Byway.
- 2.4 Work with localities, SHA and private landowners to remove existing billboards and out-of-scale signage and enforce the prohibition of constructing new billboards.
- 2.5 Design Guidelines for Livability and Sustainability:
Placing the Byway into its community context is an important first step for ensuring that its future management is consistent with the visions and goals of the communities through which it passes.

All Phases/Ongoing

The following actions would take place at any time throughout the process as the need or opportunity arises:

- 1.4 Work with local land trusts and preservation organizations to utilize the Byway to leverage conservation and preservation opportunities, and work with property owners who are willing and interested to participate on a voluntary basis.
- 1.5 Utilize the Byway as leverage for existing tools for protecting character defining resources that are available in each of the counties and at the state level to achieve similar goals, with a particular emphasis on Chesapeake Bay Conservation Programs, Farmland Preservation Programs, sustainable agriculture programs (emphasizing assistance to young farmers and historic preservation opportunities associated with maritime and agricultural heritage). Local overlay zones for the Byway corridor should be considered for areas without significant resources, especially at the edges of towns and unincorporated villages that are vulnerable to poorly planned development, as a means of guiding that development in a manner to help maintain and enhance the character defining features of the Byway.

- 1.6 Establish a policy that will enable local governments and interested stakeholders to speak up for (but not on behalf of) the Byway's interests (while allowing the byway organization as a whole to remain neutral) on major regional projects that will potentially impact the character defining features of the Byway (such as utility transmission lines, federally funded transportation investments, amendments to growth and sewer service areas, etc.)
- 5.6 Formalize long-term maintenance agreements for enhancement projects and Byway facilities

Each of the numbered strategies are described in full in Chapter 4, along with the rationale and the steps for implementation. Appendix 6 includes a description of each of these tasks along with a list of potential partners and funding sources.