Cultural Landscapes Traditional farms and fields along Harvey Swell Road (near the Moose Path Trail in Stewartstown)

Recreational Opportunities Cross country skiing, a short distance off the River Heritage Trail in Sugar Hill



Mountain Views

Elephant's Head, a quarter-mile hike up from the Presidential Range Trail in Crawford Notch



Historic Town Centers Woodland Heritage Trail, Lancaster



A Program for Promoting and Enhancing the North Country's Scenic & Cultural Byways

Prepared by the North Country Scenic Byways Council

October 2018

A Program for Promoting and Enhancing the North Country's Scenic & Cultural Byways

Preface

This report was prepared by the North Country Scenic Byway Council in order to provide background for a strategy aimed at promoting and enhancing the scenic and cultural resources of the North Country of New Hampshire. This northernmost part of the state extends from Plymouth and Conway to the Canadian Border, and it includes both the White Mountains Region and the Great North Woods.

The National Trust for Historic Preservation has described the North Country of New Hampshire as a "National Treasure," recognizing both its natural beauty and its unspoiled cultural landscapes. More than twenty years ago, the Kancamagus Highway and the extraordinarily scenic roads through Crawford Notch and Franconia Notch were designated by the federal government as the White Mountains Trail National Scenic & Cultural Byway, and the network of rural roads that follow both sides of the Connecticut River was included in the Connecticut River National Scenic & Cultural Byway. Almost all of the other numbered highways in this region were designated as scenic and cultural byways by the state of New Hampshire.

The White Mountains are world famous, and they attract millions of visitors annually. White Mountain Attractions and other tourist organizations provide excellent maps, brochures, and web sites where visitors can find maps and other information about the region. The White Mountains Trail is highlighted in many of the maps and brochures that these organizations and state agencies prepare for tourists.

However, the cultural landscapes, historic villages, and recreational opportunities further to the north and west are much less publicized, and they attract many fewer visitors. These are areas that are well-served by the North Country's system of state-designated scenic and cultural byways. The North Country Scenic Byways Council believes that providing better information about these byways and upgrading pull-offs and other tourist-related facilities along the byways should be a major part of New Hampshire's strategy to encourage visitors to go beyond the White Mountains to explore and enjoy this "National Treasure."

This report was prepared by the North Country Scenic Byways Council, which is a sub-committee of the North Country Council. North Country Scenic Byways Council is an all-volunteer entity established to promote, preserve, and protect the region's many scenic and cultural byways. No public funds were used in the preparation of this report.

Carl D. Martland, Chair North Country Scenic Byways Council October 3, 2018

A Program for Promoting and Enhancing the North Country's Scenic & Cultural Byways

Executive Summary

Background Concerning Scenic & Cultural Byways

New Hampshire's Scenic & Cultural Byways Program was initiated in 1992 in response to the creation of the National Scenic & Cultural Byways Program. This federal program provides criteria for establishing scenic & cultural byways and funds for managing and improving such byways. The New Hampshire Scenic & Cultural Byways Council was created so that the state could participate in this program.

Nearly all of the numbered NH and US highways in the North Country were designated in 1994 as scenic & cultural byways by this council. The most scenic roads were designated as National Scenic & Cultural Byways:

- The White Mountain Trail National Scenic Byway, which features the extraordinary natural beauty of the Kancamagus Highway, Crawford Notch and Franconia Notch.
- The Connecticut River National Scenic Byway, which includes roads on both sides of the Connecticut River in New Hampshire and Vermont.

The first designated byway in NH was the Mountain Road in Weeks State Park in Lancaster. In 1994, NH designated a large number of additional highways that make up what is known as North Country Regional Scenic Byway System. This network of state and federal highways includes hundreds of miles of scenic roads that provide access to the many scenic, historical and cultural resources of the North Country. The system includes four driving tours whose names reflect their main theme:

- The Moose Path Trail (wildlife viewing): along the Androscoggin River in Gorham and Berlin, through Dixville Notch, to the Canadian Border in Pittsburg.
- The Woodland Heritage Trail (historical ties to the forest products industry): a loop through Gorham, Berlin, Milan, Stark, Groveton, Lancaster, and Jefferson.
- The Presidential Range Trail (views of mountains): several options for loops around the Presidential Range, featuring drives through Pinkham Notch and Crawford Notch and magnificent views of the high peaks from Jefferson and Randolph.
- The River Heritage Trail (views of the major rivers and river valleys that led to the development of the North Country): various loops in a network of scenic roads in the region north of Plymouth that is bounded by the Connecticut River to the west and I-93 to the north and east.

While each of these Trails has a primary theme, they all share four fundamental characteristics: mountain views, unlimited recreational opportunities, cultural landscapes, and historic village centers. These are the characteristics that led the National Trust for Historic Preservation to recognize the North Country of New Hampshire as a "National Treasure," recognizing both its natural beauty and its unspoiled cultural landscapes

Promoting the North Country Byways

Organizations such as White Mountain Attractions highlight the national byways on maps that are widely distributed at information centers and tourist attractions throughout the state. Visitors from around the country and around the world come to the White Mountain Region, and they probably cannot avoid seeing these national scenic byways highlighted on maps. Much less attention has been focused on the state-designated byways.

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This paper recommends various strategies for promoting and enhancing the North Country Regional Scenic Byway System. One approach is to provide better information about the byways, a task that will benefit from coordination with various NH state agencies. For example, the "Official NH Visitors' Guide," which is published annually, could easily be enhanced to include byways on its pullout map, along with descriptions of the characteristics of the major touring routes. NH agencies could provide better on-line descriptions of the scenic and cultural resources found along the byways. The North Country Scenic Byways Council could develop rack cards, brochures, and on-line apps for byway segments by working with other interested groups.

Byway Infrastructure

Visitors and tourists to the North Country could benefit from basic infrastructure investments along the byways:

- Pull-offs at sites where there are good local views, local walking trails, or access to lakes and waterways
- Overlooks at sites where there are expansive views of mountains, lakes, and cultural landscapes
- Adequate parking for trail-heads
- Picnic areas

Along many of the state-designated byways, there are too few locations where travelers can safely stop to enjoy the view, take a short walk or have a picnic lunch. In general, there are few places where information is available about the byways, and it is difficult for visitors to discover local attractions that are just off the byways. In short, there are opportunities for improving byway infrastructure and enhancing the information that is available for byways.

Funding for Scenic & Cultural Byways

Between 1992 and 2012, the NH DOT allocated approximately \$11 million in federal funds to byway projects across the state. Just over \$6 million of this amount went to projects in the North Country. Approximately 90% of these funds were invested in physical improvements for overlooks, rest areas and information centers. Other funding went toward managing and promoting the byways. In the North Country, the great majority of the funding went to projects along the White Mountain Trail.

After 2012, the federal byway program was combined with several other programs in what is called the Transportation Alternatives Program (TAP). This structural change allows states more flexibility in using federal funds. Although some or all of the TAP funds could be used for byway infrastructure, it is the current policy of NH DOT to prioritize other types of transportation improvements. Nevertheless, the possibility of allocating TAP funds to byway improvements could be revisited.

Support for byway improvements could also come from other sources, such as the Northern Borders Regional Commission and the NH Charitable Foundation.

The Next Steps

North Country Scenic Byways Council is working with North Country Council and other interested parties to develop a program for improving the North Country's byways. This program includes several main themes:

- a. Provide better on-line information about the byways.
- b. Produce maps, brochures and rack cards that promote the byways.
- c. Identify locations where infrastructure improvements would be most beneficial.
- d. Obtain long-term funding for assisting municipalities willing to invest in byway improvements.

North Country Scenic Byways Council and North Country Council welcome cooperation from municipalities, state and federal agencies, the tourism industry, Chambers of Commerce, and other interested parties in developing and implementing this program. Experience in other states and in other countries has shown that creating and promoting scenic & cultural byways can attract visitors and contribute to the economic vitality of a region, and similar results are expected for the North Country.

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Spend a Day on the Byways! A Program for Promoting and Enhancing the North Country's Scenic & Cultural Byways

Introduction

The National Trust for Historic Preservation has described the North Country of New Hampshire as a "national treasure," recognizing both its natural beauty and its unspoiled cultural landscapes. Rugged mountains have squeezed development into river valleys and onto rolling hillsides and forced roads to find their way through remarkably scenic notches. The region has been home to family farms, forestry operations, and tourism for two centuries or longer, and in many places the region retains much of its 19th century heritage. Because of the unique characteristics of the North Country, nearly all of its major roads have been designated as part of a state- or nationally-designated scenic byway. Tourism is a major industry in the North Country, one that has great potential for growth. The White Mountain region, which has the tallest peaks and the most dramatic scenery, has long attracted the vast majority of visitors who come to the North Country. The areas to the west and north of the mountains, despite their recognition as a "National Treasure," attract far few visitors. As a result, the tourism industry in the White Mountain region must increasingly deal with issues related to capacity and overuse, whereas the surrounding areas are hoping that growth in tourism can compensate for severe losses in the forest products industry and in manufacturing.

The theme of this paper is "Spend a Day on the Byways." Those who climb Franconia Ridge or the Presidential Range often have to deal with overflowing parking lots and dozens of hikers converging on the summits. Those who venture further afield avoid congestion and enjoy more solitude once they get out on the trail. Similarly, visitors can find places that are just as beautiful, much less crowded, and wilder if they follow one of the North Country byways out into the countryside. If a small percentage of the visitors to the White Mountains region spent an extra day or two on the byways, the effect would be a large boost to the economic health of the rest of the North Country. This paper provides a framework for developing a program aimed at promoting and enhancing the scenic and cultural byways of the North Country. Since the byways cover most of the major roads in the region, promoting the byways is equivalent to promoting tourism throughout the region.

Scenic & Cultural Byways in the North Country

The term "North Country" is commonly used to refer, sometimes rather vaguely, to northern New Hampshire. It is also a precise term that relates to the way that the state has been divided in regional planning districts. The North Country Council, which is the regional planning agency for northern New Hampshire, serves the portion of the state that includes and is to the north of Haverhill, Campton, Waterville Valley, and Conway, and that is the region referred in this paper as the "North Country." The North Country includes both the White Mountains Region and the Great North Woods.

Two well-known nationally-designated byways in the North Country attract millions of visitors annually from around the country and around the world:

- 1. **The White Mountain Trail National Scenic and Cultural Byway** includes US 3 from Lincoln to Twin Mountain, US 302 through Crawford Notch, NH 16 from Glen to Conway, the Bear Notch Road, and the Kancamagus Highway (NH 112 from Conway to Lincoln).
- 2. The Connecticut River National Scenic and Cultural Byway, which is managed by a joint Vermont/New Hampshire byways council, extends along a network of roads on both sides of the Connecticut River from Massachusetts to the Canadian Border.

The North Country Regional Scenic Byway System also includes almost all of the other numbered US and NH highways within this highly scenic portion of the state. In 2004, with assistance from both state and federal agencies, the North Country Scenic Byway Council published a 36-page booklet describing four driving tours (called "Trails") for visitors seeking to enjoy the scenic, historical, and cultural resources of this system.¹ As described in this booklet, each Trail has its own theme and each includes a primary route plus one or more alternative routes and side trips:

- 1. **The Presidential Range Trail** (views of mountains): a major loop circumnavigates the Presidential range, heading south from Gorham through Pinkham Notch to Glen on NH 16. It then goes west on NH 302 through Crawford Notch to Twin Mountain, north on US 3 and NH 115 to Jefferson, and back to Gorham on US 2. The Trail also includes access from Maine on US 2 and access from Littleton and Vermont on NH 302. Wider loops are also possible by stretching the western portion of the Trail to include Littleton, Whitefield or Lancaster. (Figure A1 in Appendix A).
- 2. **The Woodland Heritage Trail** (historical ties to the forest products industry): this Trail is a simple loop. It follows US Route 2 from Gorham to Lancaster, US Route 3 from Lancaster to Groveton, NH Routes 110/110A/110B from Groveton to Milan, and NH Route 16 from Milan to Gorham. (Figure A2).
- 3. **The Moose Path Trail** (wildlife viewing): the main route follows NH 16 from Gorham to Errol along the Androscoggin, then heads west through Dixville Notch to Colebrook on NH 26 and finally goes through Pittsburg to the Canadian border along NH 145 and US Route 3. Side trips from Errol lead to Umbagog National Wildlife Refuge and Umbagog State Park. (Figure A3).
- 4. The River Heritage Trail (views of the major rivers and the river valleys that led to the development of the North Country): this Trail has two loops in a figure eight configuration plus several scenic side trips (Figure A4). The northern loop goes north on US Route 3 from North Woodstock to Franconia Notch, then on NH Route 18 to Franconia, NH Route 117 through Sugar Hill to Bath, and Route 112 back to North Woodstock. The southern loop goes south on US Route 3 from Woodstock to Plymouth, west on NH Route 25 to Haverhill, then north on NH Route 10 to Bath and returns via NH 112 to North Woodstock. Other roads designated as NH Scenic & Cultural Byways that are connected to the River Heritage Trail include:
 - a. NH Route 116 from Franconia to Easton, which breaks the northern loop into two shorter loops.
 - b. NH Route 118 from North Woodstock to Wentworth, which breaks the southern loop into two shorter loops.
 - c. NH Routes 25A and 25C, which are side trips off Route 25 that connect to the Connecticut River National Scenic Byway.
 - d. NH Route 49 from Campton to Waterville Valley.

The **Mountain Road** in Lancaster is a different kind of byway. This byway is only a couple of miles long, is almost entirely within Weeks State Park, is too narrow for large vehicles, and is closed in winter. However, it provides year-round recreation for hikers and winter recreation for skiers, and it provides extraordinary views in all directions from various overlooks and from the tower at the summit. The Weeks Estate, which occupies the summit of Prospect Mountain at the terminus of the byway, is on the National Register of Historic Places. The Weeks State Park Association offers year-round activities for visitors. The Mountain Road is perfect for a half-day outing or a short visit after enjoying other North Country offerings.

¹ Charles Jordan and Jim McIntosh, **"Five Scenic, Historical & Cultural Tours: A Motorists Guide to the Regional Scenic Byways of New Hampshire's North Country,"** a joint project of the North Country Council, NH Office of Energy and Planning and the US Federal Highway Administration. Littleton, NH 2004.

The North Country Scenic Byways Council

The North Country Scenic Byways Council is responsible for developing and maintaining management plans for the scenic and cultural byways in northern New Hampshire. Members of the council represent communities served by the byways, state departments concerned with transportation and tourism, regional planning groups, and non-profit organizations that promote the use of the byways to reach the many attractions of the North Country of New Hampshire. The North Country Scenic Byways Council is a committee of the North Country Council (NCC), the regional planning agency for northern New Hampshire. A chief mission of the North Country Scenic Byways Council is to promote the use, enjoyment and preservation of the scenic and cultural resources found along the byways. As stated in Section 2A of its bylaws, the North Country Scenic Byways Council is organized for scientific, community development, recreational, and educational purposes to:

- 1. Promote existing local businesses, including local artists, agriculture, and tourist related businesses located along the North Country Scenic Byways;
- 2. Balance the promotion, preservation, enjoyment, and stewardship of the North Country Scenic Byways;
- 3. Encourage the public to investigate the resources of the North Country Scenic Byways;
- 4. Work with municipalities, state agencies and other interested parties to ensure that the North Country Scenic Byways be clearly marked, safe and attractive for both visitors and residents;
- 5. Encourage the stewardship, use and promotion of the many recreational opportunities along the North Country Scenic Byways;
- 6. Serve as or identify the central point of contact for the Moose Path Trail, Presidential Range Trail, River Heritage Trail, Woodland Heritage Trail, White Mountain Trail National Scenic Byway and other scenic byways as adopted by the Council; and
- 7. Serve as or identify the responsible party in the development, adoption, revision, and implementation of Corridor Management Plans for the Moose Path Trail, Presidential Range Trail, River Heritage Trail, Woodland Heritage Trail, White Mountain Trail National Scenic Byway, and other scenic byways as adopted by the Council.

New Hampshire's Scenic & Cultural Byways Program

New Hampshire's Scenic & Cultural Byways Program was initiated in 1992 in response to a newly created federal program. In order to be eligible for federal funding, each state had to establish its own program and establish a mechanism for designating byways and for allocating funds to byway improvements.

The purpose of the NH byways program is stated in RSA 238:19:

The scenic and cultural byways system is established to provide the opportunity for residents and visitors to travel a system of byways which feature the scenic and cultural qualities of the state within the existing highway system, promote retention of rural and urban scenic byways, support the cultural, recreational and historic attributes along these byways and expose the unique elements of the state's beauty, culture and history.

The New Hampshire Scenic and Cultural Byways Council is responsible for designating byways. According to RSA 238:22, all New Hampshire designated byways must have exceptional scenic and cultural qualities:

- Possesses significant visible natural or cultural features along its border such as agricultural lands, farms, significant architectural attributes, historic sites, town and city centers, museums, cottage industries, panoramic views, vistas of marshes, shorelines or forests, or notable geological or other natural features.
- Accessible to natural and cultural features such as cultural facilities, historic sites, town and city centers, trails, lakes, rivers, streams, mountains, the seacoast, bike paths, agricultural land, parks or protected lands that are open to the public, etc.
- Is free from intensive commercial development and obstructive signage that would detract from the principal reason for its designation.

Spend a Day on the Byways!

Procedures defined by the NH Scenic and Cultural Byways Council require a byway management committee to have representatives of every town that the byway passes through. The management committee must develop and implement a management plan that describes the scenic and cultural resources of the area served by the byway and provides a mechanisms for monitoring the byway to ensure that it continues to offer visitors a safe, enjoyable experience. According to state law, a corridor management plan must, as a minimum, include the following:

- Identification and discussion of the intrinsic qualities of the byway.
- Current infrastructure conditions and maintenance plans for the corridor.
- Current types and volumes of traffic and safety concerns along the corridor.
- Identification of visitor amenities, needs and expectations along the corridor.
- Byway promotional plans.

The Weeks State Park Association is the management committee for the Mountain Road, the Connecticut River Byway has its own management committee with representatives from both New Hampshire and Vermont, and the North Country Scenic Byways Council is the management committee for the other byways in the North Country.

For many years, the New Hampshire scenic & cultural byways, like others around the country, benefited from funds from the National Scenic and Cultural Byways Program. From the inception of the program in 1992 until federal support for byways was terminated in 2012, the Federal Highway Administration funded 86 projects in N.H. as part of this program. Of the total investment of \$11.3 million in N.H., just over half was spent on 35 projects in the North Country. The most recent project, which was also the largest project, was the creation of a much larger scenic overlook on US 302 that provides incredible views of the Bretton Woods Hotel, Mount Washington, and the entire Presidential Range. The eight largest projects upgraded rest areas, recreational sites, and interpretation centers along the White Mountain Trail (Table 1). The funding for these eight projects was just over \$4 million, which was two thirds of the total byway funding for projects in the North Country.

Year	Name	Funding
2011	Mount Washington Scenic Overlook	\$1,140,150
2008	Lower Falls Recreation Site Restoration	\$500,200
2003	Intervale Rest Area II	\$496,750
2000	White Mountain Trail Gateway Interpretive Center	\$460,000
1999	Intervale Rest Area	\$440,000
2005	White Mountain Trail / Kancamagus Scenic Byway - Mt. Washington Scenic Overlook Improvements	\$360,000
2001	Crawford Notch Depot Interpretive Center	\$354,200
1999	Pemigewasset Overlook Relocation	\$336,000
	Total, eight largest byway projects in the North Country	\$4,087,300

Table 1: The Largest Projects in the North Country That Were Supported by Federal Byway Funds

Another dozen projects provided funds for interpretive centers, scenic overlooks, and upgrading of cultural resources along the byways, including projects along both state and national byways (Table 2). The remaining federal grants supported planning and marketing activities (Table 3). The earliest grant (1992) led to the development of a corridor management plan for the Mountain Road, which is located almost entirely within Weeks State Park. Following development of the corridor plans for the region's national scenic byways, two additional grants provided funds for developing corridor management plans for the River Heritage, Presidential Range, Woodland Heritage, and Moose Path Trails. The corridor management plans for these four trails, which were updated in 2015, are available on line at the North Country Council's website. In 2017, NCC and the Weeks State Park Association updated the corridor management plan for the Mountain Road.

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Year	Name	Funding
2002	Northern Forest Visitor and Interpretation Center	\$324,000
2007	White Mountain Trail National Scenic Byway - Saco Lake Shoreline Protection and Naturalization	\$196,000
1998	Pemigewasset Pedestrian Bridge	\$172,200
2002	Historic Grafton County Court House (Alumni Hall) Restoration as Scenic Byway Interpretive Center	\$152,425
2005	New Hampshire North Country Byways: Stewartstown Scenic & Cultural Byway Historic Resource Protection Project: Phase I	\$134,999
1999	Heritage Park	\$104,907
1996	Route 16 & Route 26 Byway: Wildlife Interpretive Center	\$85,920
1999	Mount Cleveland Overlook	\$80,000
2006	Exhibit at Intervale Interpretive Center - White Moutain Trail	\$38,880
2007	Connecticut River National Scenic Byway - Lancaster Opera House Interpretive Project	\$29,000
1999	Bear Notch Scenic Vista	\$24,000
1996	Kancamagus Scenic Byway: Covered Bridge Interpretive Site	\$10,816
	Total for other infrastructure projects	\$1,353,147

 Table 2: Other Projects That Improved Byway Infrastructure

Table 3: Federal Grants that Supported Byway Planning & Marketing

Year	Name	Funding
1996	North Country Byway: Corridor Management Plan & Interpretation Strategy	\$113,160
1995	Connecticut River National Scenic Byway - Management Plan	\$79,200
2012	North Country Scenic Byway Loops Corridor Management Planning	\$54,156
2010	North Country Scenic Byway Loops NH: Corridor Management Plan and Council Development	\$48,888
2008	New Hampshire Scenic and Cultural Byways Website	\$41,600
2002	White Mountain Trail Program Development	\$25,000
2003	White Mountain Trail - Corridor Management Plan Implementation	\$25,000
2004	White Mountain Trail Business Development Plan: Corridor Management Plan Implementation, Year 2	\$25,000
2005	White Mountain Trail - Corridor Management Plan Implementation (Year 4)	\$25,000
2003	Kancamagus Byway - Corridor Management Plan Implementation	\$25,000
2006	Website Virtual Tours for the Kancamagus & White Mountains Trail Byways	\$24,960
2001	Implement White Mountain Trail Corridor Management Plan	\$24,000
2006	Interpretive Plan - Kancamagus Highway and White Mountain Trail	\$22,000
2007	White Mountain Trail / Kancamagus National Scenic Byways Map and Guide	\$20,200
1994	Mountain Road: Corridor Management Plan	\$8,480
	Total funding for planning and management	\$561,644

In summary, of the total of \$6 million spent on byway projects in the North Country, 90% went toward infrastructure projects and 10% toward planning and management. The infrastructure projects could be separated into three categories:

- Overlooks and Pull-offs (50%)
- Information centers (24%)
- Bridges, boardwalks and trails (16%)

The initial establishment of the program recognized the importance of identifying, preserving and promoting the scenic and cultural resources that justify designation of special roads as byways. The long history of federal support for the byways program indicates a long-term commitment to improving byways not only in N.H., but throughout the country.

Specific federal funding for the byways program ended in 2012. Funding for byways, along with funding for other specialized programs such as "Safe Routes to School" and the "Transportation Enhancements Program" was eliminated in favor of the current "Transportation Alternatives Program (TAP)" in order to give state DOTs more flexibility in allocating funds. Under the TAP program, federal funds can still be allocated to certain types of byway improvement projects. However, NH DOT in recent years has elected to use TAP funds for projects other than byways, as shown below in a quote from New Hampshire Scenic Byway Council's biennial report for 2013-15.

For Scenic Byways, the following project types remain federally eligible under MAP-21*:
Construction of turnouts, overlooks, and viewing areas.

- Community improvement activities, which include but are not limited to:
 - o inventory, control, or removal of outdoor advertising;
 - *historic preservation and rehabilitation of historic transportation facilities*

However – the NHDOT has determined that these scenic byways activities, along with several other federally eligible activities under the TAP will not be considered for funding in NH. This is based on a desire to allocate the scant TAP funds towards non-motorized transportation improvements around the state.

*Moving Ahead for Progress in the 21st Century, FHWA Funding Legislation

Report of the NH Scenic & Cultural Byways Council for the Years 2013-2015, p.8

Under MAP21, there is no longer a specific federal funding program dedicated to such byways projects as:

- Acquisition of scenic easements and scenic or historic sites (including historic battlefields), and scenic or historic highway programs (including tourist and welcome center facilities).
- Landscaping and other scenic beautification.
- Establishment of transportation museums.

The NH Scenic and Cultural Byways Council's biennial report for 2013-2015 emphasizes that the change in funding programs does not

... diminish the value of these designations as a marketing/promotional tool for communities and businesses along designated byways in NH. This change did instigate some changes to the approach of the NH Scenic & Cultural Byways program to strengthen the NHSCBC 'brand.'

This quote indicates that the NH Scenic &Cultural Byways Council understands the economic value of scenic & cultural byway designation to local communities. Later in the report is a recommendation that NH Scenic &

Spend a Day on the Byways! 11 North Country Scenic Byways Council

Cultural Byways Council work with groups like the North Country Scenic Byways Council to "develop the NH Scenic & Cultural Byways designation as a meaningful brand" (see text box).

Continue to develop the NH Scenic & Cultural Byways designation as a meaningful brand:

While not a panacea for economic development on its own, a scenic byways designation at either the state or federal level still has the potential to enhance other marketing efforts for tourism based businesses along designated routes. The NH Scenic & Cultural Byways Council has the ability to enhance that designation by ensuring it means something. This is most easily accomplished by engaging designated byways under the terms established in the RSAs and as supported by the rule of procedure. This will require enhanced outreach through NHDOT and the Regional Planning Organization partners around the state.

Report of the NH Scenic & Cultural Byways Council for the Years 2013-2015, p.25

The North Country

The North Country is an extremely scenic region that is rich in cultural, recreational, and historical resources. The North Country includes the majestic scenery of Franconia Notch, Dixville Notch, Crawford Notch and Pinkham Notch as well as the rolling hills of the Connecticut River Valley and the cultural landscapes of Coos and Grafton Counties. Although the mountains to the north and west lack the height and grandeur of the Presidential Range, visitors to these areas find trails and back roads that are wilder and less traveled, and they travel through landscapes that are often closer to the 19th than to the 21st century. The North Country's small towns are not overrun with traffic, and many of their main streets retain the charm of a distant era. This region includes vast areas of natural landscapes that are traversed by few roads and little affected by modern development. As noted at the outset, the National Trust for Historic Preservation has identified the cultural landscapes of northern New Hampshire as a "National Treasure," demonstrating that these landscapes are not just important at the local or state level, they are important at a national level.

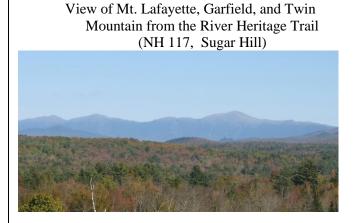
It is the beauty and isolation of these areas that attract visitors to the region, that make vacation homes a major portion of residences, and that lead many people to retire in this region. The cultural and natural landscapes combine to create the beauty of the region that is the chief attraction of the byways. The scenic natural resources and recreation opportunities have been identified in the North Country Council's regional plans as the foundation for economic development, providing the quality of life sought by young families and entrepreneurs. Actions taken to strengthen stewardship of these resources for the traveler will in turn support future economic development.

The North Country's four state-designated scenic Trails share the following characteristics:

- Each Trail provides wonderful mountain views (Figure 1)
- Each Trail passes through cultural landscapes whose stone walls, open fields, old farms and covered bridges are reminiscent of the 19th century (Figure 2)
- Each passes through vast areas of natural beauty with unlimited recreational activities (Figure 3)
- Each passes through historic towns and village centers (Figure 4)

These are the characteristics that make a trip along the byways so enjoyable. To use the language suggested by the NH Scenic & Cultural Byways Council, these characteristics define the 'brand' for the North Country's byways.

Figure 1 Common Characteristics of North County Byways: Mountain Views



View of Presidential Range from Woodland Heritage Trail (US 2, Lancaster)



View from Ray Burton Overlook toward Bretton Woods and Mount Washington (Presidential Range Trail, US 302, Crawford Notch)

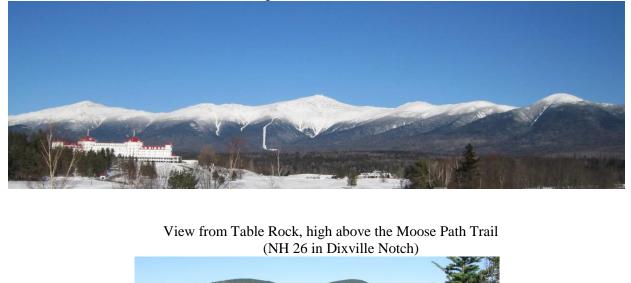
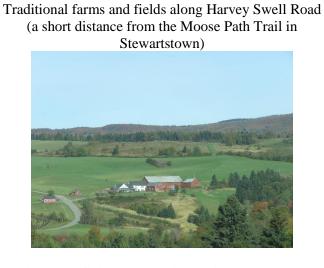
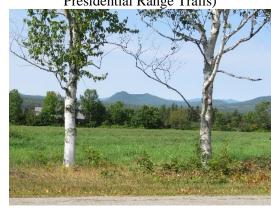




Figure 2 Common Characteristics of North County Byways: Cultural Landscapes



View over fields, Lost Nation region in Lancaster (a short distance off the Woodland Heritage and Presidential Range Trails)



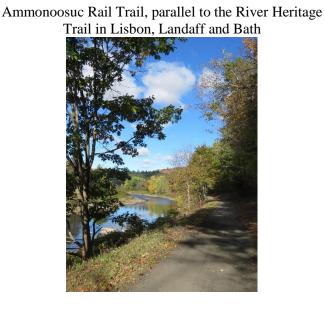
The Cobleigh Tavern, which greeted travelers nearly 200 years ago (River Heritage Trail, US 302, Lisbon)



View from the covered bridge in Stark (US 110, Woodland Heritage Trail)



Figure 3 Common Characteristics of North County Byways: Unlimited Recreational Activities



Elephant's Head, a quarter-mile hike up from the Presidential Range Trail in Crawford Notch



Heading out in a canoe, Coleman State Park (a short distance off the Moose Path Trail in Stewartstown)



Pondicherry National Wildlife Refuge, a great spot for birdwatching and enjoying the fall foliage (a short distance off the Woodland Heritage and Presidential Range Trails in Whitefield)

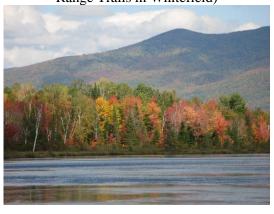
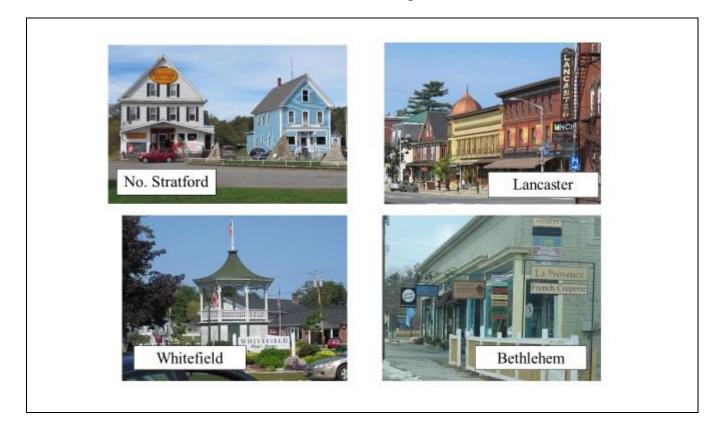


Figure 4 Common Characteristics of North County Byways: Historic Towns and Village Centers



The Economic Impact of Byways: Literature Review

Numerous studies have documented the positive economic impact of scenic and cultural byways. A quick review of this literature (see Appendix B) supports the following conclusions:

- There is widespread belief that the existence and marketing of scenic byways leads to economic benefits as a result of increases in visitors and an increase in the time that visitors spend in the region served by the byways.
- Detailed economic analysis has been rather limited, but generally does show that byways do lead to a modest increase in visitation and in revenues for the tourism industry.
- Even a small increase in visitors can lead to a multi-million dollar increase in tourism revenues in NH.
- On-road signage, byway maps, and provision of marketing materials are among the most important factors contributing to the success of a byway, assuming that the byway indeed provides access to notable scenic, historic, cultural and recreational attractions.

The Economic Impact of Tourism in the North Country

Plymouth State University has assembled and analyzed tourism data for New Hampshire. Table 4 shows that tourism in the White Mountains is a significant portion of the state total. Traveler spending in the Great North Woods, although much lower, is still a major economic factor for that region; travelers there spend more than \$100 per day, which amounts to more than \$80 million per year, of which \$20 million is spent on food and lodging.

Table 4: Tourism in the Great North Wood, the White Mountains, and New Hampshire, 2013-2014 ²				
	Great North Woods	White Mountains	New Hampshire	
Traveler Spending				
Rooms & Meals	\$20 million	\$432 million	\$2,138 million	
• Other	\$61 million	\$832 million	\$2,812 million	
Total Spent	\$81 million	\$1,264 million	\$4,950 million	
Traveler Spending/day	\$104	\$99	\$87	
Visitor-days				
• Day-trip	10 thousand days	2 million days	25 million days	
Overnight Trips	200 thousand trips	3.1 million trips	9.6 million trips	
Overnight Days	770 thousand days	10.8 million days	32 million days	
Total visitor-days	780 thousand days	12.8 million days	57 million days	

NT - -- 41. XX7 - - 1 41. - XX71. 44. NA

If even a small percentage of visitors to the White Mountains could be induced to travel further north, there would be a dramatic increase in the visitors to the Great North Woods. A 10% increase in visitor-days would increase traveler spending by approximately \$8 million per year.

What would it take to entice visitors to go beyond the White Mountains? There is no shortage of attractions, nor is there any shortage of scenic, cultural or recreational opportunities. Many of the hundreds of thousands of visitors to the White Mountain region would undoubtedly enjoy spending an extra day or two in the North Country. The North Country Scenic Byways Council suspects that the problem to overcome is a lack of knowledge; most visitors to the White Mountains are probably unaware of what they will find if they venture a bit further to the north or west.

Better publicity for the North Country's byways could help overcome this problem. Although most of the region's major state roads are in fact designated as NH Scenic & Cultural Byways, the tourist maps only highlight the National Byways. The state's major tourist publications list hundreds of attractions, but barely make any mention of the byways. If tourists recognized the common features of the byways, as characterized in Figures 1-4 above, then they would be able to tell from a glance at a map that the entire North Country is worthy of a visit, not merely the White Mountain region.

In practice, the North Country's byways are unknown, not only to those using tourist maps to plan their visits, but also to anyone who lives in the region or travels across its highways. The only signs are generic New Hampshire Byway signs, and they are seldom placed in locations where they are clearly visible or where they are near the truly scenic portions of the byways. Even when there are pull-offs on the byways, there are no signs to indicate to visitors that they are on a byway. If you talk to residents, almost nobody knows the name of any of the byways, even if they live on one!

The North Country Scenic Byways Council would like to change this situation. The Council believes that providing better information about the byways and the attractions will in fact make many more people aware of the cultural landscapes and other treasures of the North Country. The Council believes that more visitors would come to the North Country in response to better promotion of the byways, better signage, better maps, and better access to information about the scenic and cultural resources to be found along the byways.

As shown above in Table 4, the number of visitors to the White Mountain Region vastly exceeds the number visiting the Great North Woods. If 10% of the visitors to the White Mountain region spent an extra day in the Great North Woods, then the number of visitors to the Great North Woods would double. Thus, there is an opportunity for efforts aimed at a single major goal: "Spend a Day on the Byway".

² Lee, Daniel S. (2015). Tourism Satellite Account, New Hampshire Fiscal Year, 2014. Tables 17-19 and 23-25.

Promoting the North Country's Byways

The North Country Scenic Byways Council envisions a multi-phase program aimed at improving and promoting the North Country's byways. A basic element of such a program would be to provide better information about the byways at enough locations to ensure that travelers are aware of the byways and understand the scenic, cultural and recreational activities that can find by traveling the byways. Currently, White Mountain Attractions publishes maps and brochures that offer valuable information about the White Mountain Trail and the Kancamagus Highway. However, little information about the state-designated byways is made available to visitors and potential visitors. Travelers may notice DOT's byway signs that feature the Old Man of the Mountain, but these signs alone do not provide any information about any particular byway, nor are they useful to anyone planning a trip to New England.

Other types of information will be needed to draw more visitors to the region, including maps, a web presence, and marketing efforts built that feature the region's byways. Maps should be widely available that highlight scenic and cultural resources to be found along both state and national byways. Up-to-date information about North Country byways should be available on-line, in welcome centers, and at local attractions. Currently, the official NH tourist information highlights the national byways, but provides little or no information concerning the state's byways.

A program aimed at improving and promoting the North Country's byways should also include an on-going mechanism for funding improvements in byway infrastructure, focusing on safety and access to attractions. At many locations, it is difficult or impossible to pull off the byway to enjoy the views or to read historical markers. There are locations with spectacular views where there are no places to park. One of the most spectacular views on the River Heritage Trail is the view of Mount Lafayette and the Kinsman Range across the fields of Iris Farm on Route 117 in Sugar Hill. Since there is no designated parking place, tourists simply stop by the side of the road, managing to get some but not all of their car out of the travel lane, and then getting out of their car right in the middle of on-coming traffic. In many places, the state has erected historical markers where there is no place to park, so that interested tourists must park at the roadside, sometimes blocking an intersection in order to read the sign.

The following sections identify potential components of a multi-phase program aimed at improving and promoting the use of the North Country's scenic and cultural byways.

Maps, Brochures, and Rack Cards

The North Country Scenic Byways Council believes that providing better information is the most important aspect of a multi-phase program aimed at improving and promoting the North Country's byways. NH agencies, local Chambers of Commerce, and other entities already create maps highlighting the national byways and local attractions. The North Country Scenic Byways Council recommends that these organizations revise their maps in order to identify and promote state-designated byways as well as the national byways. For example, maps and publications produced by NH DRED could highlight the state-designated byways using a color code similar to the way the White Mountain Attractions highlights the National Scenic Byways on its maps. Other scenic roads could be identified by using another color or by adding a series of green dots, as commonly used on maps by many states and by the American Automobile Association to identify scenic routes. Ideally, the maps would indicate where to find specific scenic and cultural resources.

Brochures and rack cards could also be developed that focus on individual byways or portions of byways. Figure 5 shows a potential rack card for the portion of the River Heritage Trail that follows NH 117 from Franconia through Sugar Hill to Easton. Since this rack card refers only to a single portion of a single state road, no map is necessary. Photos and brief text highlight the scenic and cultural resources to be found along the route, including Iris Farm, a lupine field, the Sugar Hill Historical Museum, and several views of the mountains that can be seen from this byway.

Figures 6a and b show a tri-fold brochure that covers the entire River Heritage Trail. This brochure would be printed on two sides of heavy paper, then folded along the seams. The map ends up on the back of the folded brochure, and the front page features the name of the byway and the motto "Spend a Day on the Byways."

Similar brochures could be developed for the other three Trails, and rack cards could be created for any or every portion of any of the scenic byways in the North Country. Brochures and rack cards could be distributed at visitor centers, local businesses, museums, restaurants and other locations throughout the North Country.

Web Presence

A great deal of information has been assembled about the North Country's byways; the next step is to transform it into a format that is readily available to and attractive for visitors to the region. The Corridor Management Plans for the four major Trails describe the scenic, cultural, and recreational resources that can be found along the byways. While some of the content provides details required to meet federal requirements for Corridor Management Plans, much would be of interest to visitors, namely the maps, the descriptions of the routes, the photographs, and the tables of scenic and cultural attractions. It would be possible to extract this material from the Corridor Management Plans and make it available on-line or in printed format in order to make it attractive for visitors.

The "Official NH Visitors' Guide," a document containing well over 100 pages that is updated and published annually, can be downloaded from visitnh.gov. This guide includes a road map that, as noted above, could be improved by highlighting the byways. Two of the seven regions in the Guide encompass the North Country: the Great North Woods and the White Mountains. For each region, the guide lists attractions and tourism service, including "Scenic Byways" at the end of each section. However, this information is not presented in a way that highlights reasons why tourists might want to travel along the North Country's scenic & cultural byways.

Travelers can find suggestions for tours through the North Country by visiting various tourism sites on-line. Many sites mention the national scenic byways, but few mention the state-designated byways. Nevertheless, many groups have identified tours through the region, and these tours almost always follow roads that in fact have been designated as scenic and cultural byways.

For most visitors, it may be more useful to know which roads are byways than to know which road segments make up an official Trail. Anyone can look at a map that highlights scenic roads and figure out an interesting loop that they could follow for an afternoon drive or a longer loop that would be part of an overnight trip. That is why the North Country Scenic Byways Council has begun a process for collecting photos of sites and sights along specific segments of the byways, which would allow visitors to plan their own trip. This approach is similar to what the Appalachian Mountain Club does with its guidebooks. Instead of highlighting something like "Ten Trips in the White Mountains", their "White Mountain Guide" provides information on every trail, enabling hikers to figure out which trails they will use and how far they wish to go.

Information could be made available to the public through various on-line initiatives. The basic idea is to make visitors to New Hampshire more aware of the scenic and cultural resources to be found along the byways, thereby encouraging them to go beyond the normal tourist attractions by "Spending a Day on the Byways." The first steps would be to develop databases and design applications. A second phase would be to make various applications available on line. A third phase could involve training for tourist industry professionals so that they could access the data bases and use the applications in dealing with the traveling public. An essential element today is information designed for mobile devices. Such a tool might enable clicking on a topic or activity and seeing all of the related opportunities on the byway, e.g., historic sites, local products, or hiking trails.

Figure 5 Example of a Rack Card for a Single Segment of a North Country Byway

Back

Front

NH Route 117 in Sugar Hill Part of the River Heritage Trail:

A NH Scenic & Cultural Byway



Iris Farm, Rt. 117: one of the most iconic views in Sugar Hill.

View of the Meeting House from the parking lot by the Town Building and Museum.





Take a hike in Foss Woods (parking on Pearl Lake Road), the Town Forest (parking on Center District Road), or Whipple Pasture (parking at Polly's).



More information about Sugar Hill attractions and history can be obtained from the Town of Sugar Hill, the Sugar Hill Historical Museum, and the Franconia Notch Chamber of Commerce.

Photo Credits: Carl D. Martland

Spend a Day on the Byways! NH Route 117 in Sugar Hill Part of the River Heritage Trail



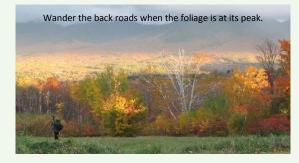
The Lupine festival attracts thousands to Sugar Hill every June.





Stop by The Sugar Hill Historical Museum, which has new exhibits every year.

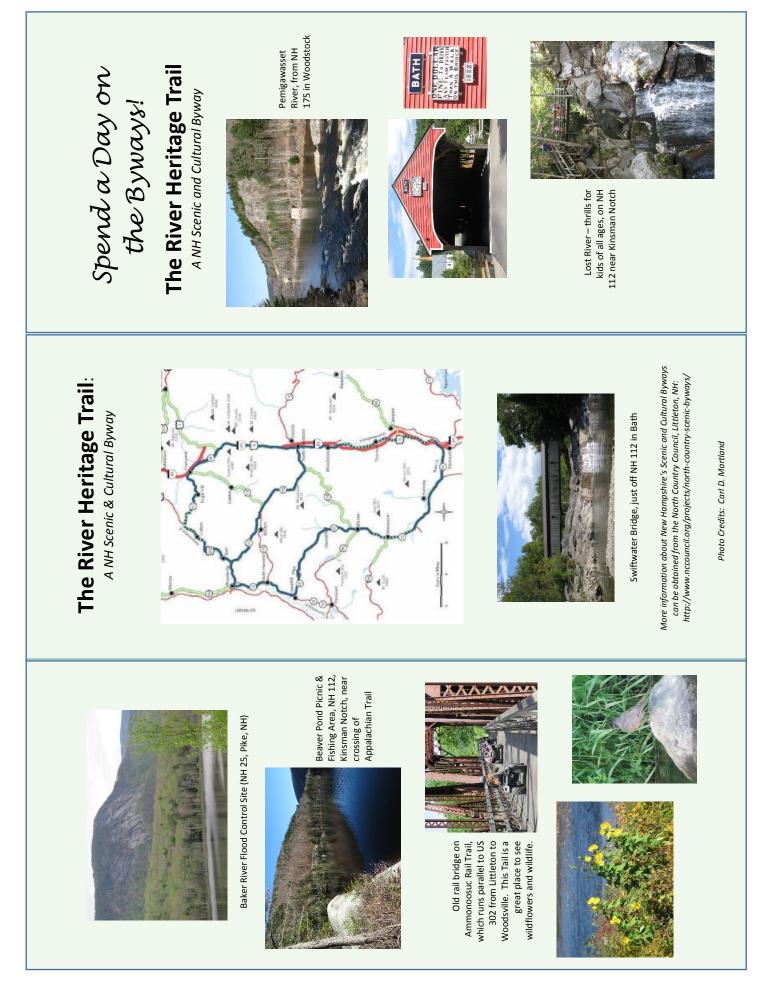
Coffin Pond – park at the pullout on NH 18; take a walk around the pond, go fishing, or simply enjoy the view.



More information about New Hampshire's Scenic and Cultural Byways can be obtained from the North Country Scenic Byways Council and the North Country Council, Littleton:

NH: http://www.nccouncil.org/projects/north-country-scenic-byways/

Figures 6a and 6b (following pages) Front and rear of Tri-fold for the River Heritage Trail





Byway Infrastructure: Pull-Offs, Overlooks, and Rest Areas

For more than 20 years, as summarized above in Tables 1-3, the federally financed scenic & cultural byways program provided resources that were used primarily to construct pull-offs, overlooks, rest areas and other types of infrastructure along the national byways. As a result of that program, travelers along the national byways have access to a larger number of safe, informative, and scenic locations where they can stop their cars and spend some time enjoying the scenery, taking a walk, having a picnic, or beginning a hike. The US Forest Service has also provided excellent facilities for trail heads, picnic areas and overlooks in many locations in the North Country, some of which were funded in part by federal byway grants. A continuing program that supported byway improvements would be very helpful for the state-designated byways that are away from the heavily used tourist areas in places such as Crawford Notch, Franconia Notch and the Kancamagus Highway.

Projects to create attractive overlooks can be major efforts, such as the million-dollar state and federal investment in the Ray Burton Overlook in Bretton Woods. In areas that are less traveled, infrastructure requirements are much simpler and costs are far lower. A safe pull-off may only require space for a few cars so that people can get out to take a picture or read a historical marker without risking being hit by on-coming traffic. An effective pull-off also requires a small kiosk or historical marker that explains the historical, cultural or scenic context. An attractive pull-off may require some landscaping, a bench or a picnic table. Many such pull-offs can be found on the byways that pass through the national forests and state parks. Few can be found elsewhere.

Small-scale investments in several locations could greatly help visitors to enjoy a scenic road segment. Figure 7 illustrates what can be done by a municipality at minor expense. This photo shows a recently upgraded pull-off from NH 18 (part of the River Heritage Trail) next to Coffin Pond Conservation Area in Sugar Hill. Local people stop here to enjoy a short break, take a walk around the pond, fish or go out in a canoe. Tourists see a pleasant place to pull-off where they can enjoy the view, have a snack, walk their dog, or check out their maps. Creating a space like this requires a couple of truckloads of gravel, the ability to move some boulders into proper position, a little money to erect a nice sign, and some volunteers to plant some flowers and carry out a small amount of landscaping.

If modest funding were available from public or private sources, then a new program could be established for similar projects and gradual upgrading of the state-designated byways in the North Country. The North Country Scenic Byways Council can work with municipalities and other entities to identify locations for new or improved pull-offs. Small grants could be very effective in creating safer, more attractive, and more informative pull-offs. Just as the Transportation Advisory Committee of the North Country Council reviews and evaluates proposals for projects to be funded under the Transportation Alternative Program, the North Country Scenic Byways Council could review and evaluate byway improvement projects as part of an ongoing byway improvement program.

Figure 7 Coffin Pond Conservation Area, Route 18, Sugar Hill (River Heritage Trail).

Left: this spot is used for fishing, picnicking, canoeing, and access to a trail that encircles the pond. Right: this pull-off was recently rehabilitated by the Town of Sugar Hill. Deeply rutted access roads and parking areas were repaired; large rocks were positioned to keep vehicles within the proper parking areas; and simple improvements were made in the landscape.



Highway Signs for the Byways

Byway signs serve different purposes for different groups of people. Having signs at strategic locations along a byway will help people find their way along the byway and reassure them at reasonable intervals that they are still on the byway. However, most people come to the North Country because they want to see the mountains or see the wildlife, or they want to go hiking, skiing or fishing, or they want a quiet vacation by a lake. These people come to the region, not to travel along one of the North Country's state scenic byway Trails, but to enjoy a day at Lost River, to climb a 4,000-footer, or take the tram up Cannon Mountain. They follow a map or travel instructions, and they may not even know that there are scenic & cultural byways throughout the North Country. Nevertheless, if they see byway signs, they may become interested in learning about the byways and perhaps taking some trips along them. Signage can also serve to increase local pride and stewardship.

Today, the signs located along the region's byways feature generic signs of the Old Man of the Mountain and a map of New England that is surrounded by the words "Scenic & Cultural Byways" (Figures 8 and 9). Since the signs only have generic information, they do not help anyone trying to remain on one of the Trails, nor do they encourage visitors or residents to find out more about one of the Trails. Now that the Old Man of the Mountain is gone, the signs no longer refer to one of the region's attractions. Still, the signs do tell travelers that they are on a scenic & cultural byway, and that does provide some benefit for having the signs.

There are multiple options for dealing with signage along the region's byways:

- 1. Do nothing. The generic signs will alert travelers to the fact that they are on a scenic byway and remind everyone that NH has a system of scenic byways.
- 2. Replace the existing signs with a new generic design for New Hampshire's scenic and cultural byways.
- 3. Replace the existing signs with new signs designed for each individual byway.
- 4. Replace the existing signs with either generic or byway-specific signs, some of which are located on new signposts in new locations.

Figure 8: The generic sign for NH's Scenic & Cultural Byways (NH 25 in Wentworth)



Figure 9: Byway signs are generally located at the beginning of a

scenic road segment, such as this sign at the junction of NH 175 with

NH 175A in Holderness.

NH DOT has prepared detailed guidelines the North Country Scenic Byways Council or other byway advisory committees could follow in order to install new highway signs.³ Table 5 summarizes the steps that must be completed in order to upgrade the signage along a byway. The steps logically fall into two phases: design and installation. Phase 1 would include preliminary efforts required to update byway signage: develop visual and structural designs, identify locations for signs, and develop a plan for on-going maintenance. The structural design and locations for any highway signs would have to be approved by NH DOT and perhaps by the municipalities. Municipalities or other parties, would have to agree to maintain any highway signs over at least a ten-year period. Finally, the visual design would have to be approved by NH DOT to ensure that it "does not resemble any official traffic sign." In Phase 2, signs could be purchases and installed.

1	able 5: Tasks Related to Installing New Highway Signs along the Byways
Phase $1 - \Gamma$	Design
•	Design signs for each byway (visual design, including colors, text and logo)
•	Coordinate with NH DOT for the structural design of the signs
•	Coordinate with NH DOT and municipalities for the location of signs
•	Coordinate with NH DOT and municipalities for the maintenance of the signs
•	Obtain final approval from NH DOT for structural design and location of signs
Phase 2 - In	nstallation
•	Produce the highway signs
•	Ensure maintenance of signs for at least ten years
•	Install highway signs

Table 5:	Tasks Related to	Installing New	V Highway Sign	s along the Byways

The Phase 2 activities that lead to installation are more complex and more difficult than the design activities in Phase 1. The issue is not cost so much as the need for coordination with a large number of state and municipal agencies. The cost of the signs and poles appears to be on the order of \$100 per sign, and the most complex of our Trails would need at most several dozen signs. The cost of materials for an entire Trail would therefore be less than

³ The New Hampshire Scenic Byways Council approved a "Wayfinding Sign Guide" at its meeting on November 10, 2016. This guide documents the process that must be followed, the specifications that signs must meet, a template for providing NH DOT information on sign location, and a memorandum of agreement regarding sign installation and maintenance. (NH DOT does not pay for installation or maintenance of byway signs.)

\$5,000, and some municipalities might be willing to install their own signs. This is not an unreasonable expense to be raised by the North Country Scenic Byways Council. A much more serious problem is that NH DOT requires a plan to be in place for ensuring maintenance of the signs once they have been installed. Since this would entail coordination with 40 or more communities, this is a task that would be burdensome for NC SBC or any other volunteer committee.

Fortunately, highway signs are not the only kind of sign worth considering.

Other Signs for the Byways

Even if there are to be no new highway signs, other kinds of signs could be displayed in locations along the byway, and the design or a portion of the design could be used as a logo in any materials prepared for the byways. For example, it would certainly make sense to display a byway sign in existing kiosks at pull-offs and overlooks along the byway. Today, even when there are high quality overlooks on the byways, there are no signs or maps to show that the overlooks are located on a scenic byway (Figure 10).

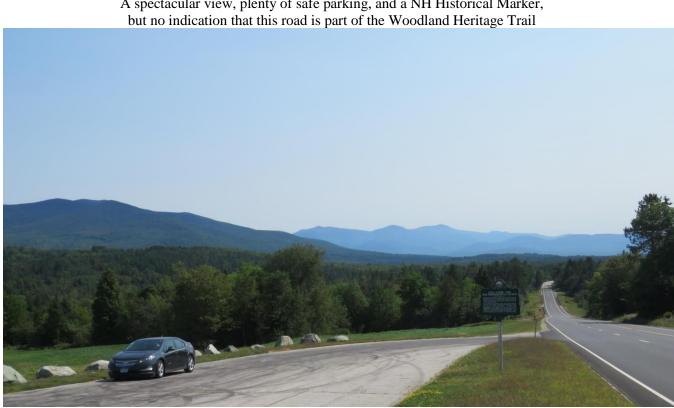


Figure 10: Route 2 Overlook in Lancaster A spectacular view, plenty of safe parking, and a NH Historical Marker,

North Country Scenic Byways Council has reviewed byways designs used in other states and considered possible designs for North Country byways. The consensus was that it would be best to have a separate sign for each Trail, but to have consistent design and a standard color scheme, such as suggested in Figure 11. Several options for developing final designs have been identified: a) the Council's sign committee could develop designs, b) the Council could sponsor some sort of design competition, c) the Council could fund a student project or c) the Council could seek assistance from a design professional.



Figure 11: Examples of designs that identify individual byways while preserving a common appearance for all North Country Byways⁴

Another approach would be to develop a design that could be used on any North Country Byway, which would be consistent with the notion that travelers should be encouraged to devise their own tours along the North Country's byways. Any designs approved by North Country Scenic Byways Council, whether for individual Trails or for the entire system, could be used as logos in advertising materials, as elements of posters promoting the byways or the region, or as signs that could be displayed along the route. In Vermont, local attractions and businesses along scenic byways are encouraged to display byway signs (Figure 12). In locations along North Country byways where there are already kiosks (as illustrated in Figure 13), it would be easy to display a byway logo or a map of the byway.

Monitoring the Use of the North Country Byways

A byways program will be successful if it helps to increase the number of visitors who travel along the North Country Trails and who visit the scenic and cultural resources that can be found along the byways. When beginning such a program, it is therefore important to establish a baseline that uses data prepared for state agencies, the White Mountain National Forest or other entities concerning such things as traffic volumes, rooms and meals taxes, and visitors to North Country attractions. Further information can come from surveys of visitors at attractions such as state parks, museums, visitor information centers, and other locations. As the program proceeds, it would be necessary to continue monitoring tourism data and to conduct periodic surveys to demonstrate the extent to which the byway program has enhanced tourism volume or improved the quality of their experiences.

⁴ Designs suggested by Rob Nadler (blue) and Chuck Henderson (green), two members of the North Country Scenic Byways Council.

Figure 12: Scenic Byway Sign posted on the side of an ice cream stand in Vermont

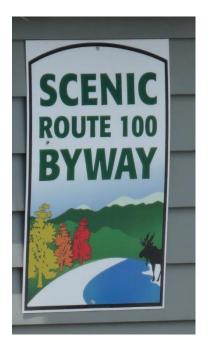






Figure 13: Kiosks at trailheads along North Country Byways

- a. Israel's Riverwalk, US 3, Lancaster Woodland Heritage Trail (left)
- b. Fox Hill Park, NH 18, Franconia, River Heritage Trail (below, left)
- c. Cherry Mountain Trail Head, Route 115, Carroll, Presidential Range Trail (below, right)

Byway logos and maps could be posted throughout the North County wherever such kiosks are to be found.



Spend a Day on the Byways!

Elements of a Program for Enhancing and Promoting the North Country's Byways

This paper has described a number of elements that could be included in a comprehensive program to enhance and promote the North Country's Byways. Enhancements include investments in physical infrastructure, soft infrastructure, and promotion:

- Physical infrastructure
 - Byway signs and historical markers
 - o Kiosks and information centers
 - Pull-offs and overlooks
- Soft infrastructure
 - o On-line information concerning scenic & cultural resources to be found along the byways
 - Apps that allow travelers to find out more about byway resources as they travel along the byways
- Promotion
 - Byway logos
 - Byway signs that can be displayed by local businesses
 - Maps that show the state-designated byways
 - Rack cards and brochures for the major Trails and for specific segments of scenic byways
 - Information provided in tourism materials produced by state agencies, chambers of commerce, and the tourism industry
 - Promotional campaigns in concert with partners such as chambers of commerce based upon slogans such as "Spend a Day on the Byway" and "All Highways are Byways."

Resources will be required to implement an effective program for enhancing and promoting the North Country's Byways. The North Country Scenic Byways Council provides an institutional structure for developing, coordinating and managing such a program. This council has members representing municipalities that are home to one or more scenic byways, and it also has members representing state agencies and the White Mountain National Forest. The North Country Council has professional staff who can assist in activities related to planning, coordination with municipalities, and development of soft infrastructure and promotional materials. NCC has connections with many other public and private entities that are interested in developing, protecting, and promoting the North Country's scenic and cultural resources.

Some progress can be made with limited funding. For example, getting better information on maps and in tourism publications may simply be a matter of coordination with the groups that already publish these items. Designing brochures and rack cards is not difficult, and thousands can be printed and distributed at a modest annual cost. Activities such as these are within the reach of the North Country Scenic Byways Council, and sufficient funding can likely be raised by individual contributions or small grants from foundations.

However, there are limits to what can be expected from an all-volunteer organization operating with limited funds, and other elements of the program would be more complicated or more expensive. Although the cost of highway signs is not excessive, it would require a substantial effort to design, install and maintain signs along the major byways in the North Country and the rest of New Hampshire. A state-wide effort to upgrade byway signage would best be carried out by NH DOT in cooperation with other state agencies.

Investments in pull-offs, overlooks and rest areas would be the most costly part of a byway enhancement program. In the past, when specific funds were available for byway infrastructure, NH DOT worked with North Country Council and other regional planning groups to prepare or evaluate proposals for specific byway projects. If future funding were available from federal, state, or other sources, a similar procedure could be used:

- North Country Scenic Byways Council and the funding agency could develop guidelines related to types of projects, the costs of projects, the extent to which matching funds would be required, and the criteria to be used in evaluating proposals.
- Municipalities, groups of municipalities, and other eligible entities could then prepare proposals.
- North Country Scenic Byways Council could evaluate the proposals and make recommendations concerning funding.

If program funding were available, these procedures could be used to allocate funds to specific projects. However, this is not the only possible approach. Instead of requiring detailed engineering plans and accounting procedures, another approach would be to establish a program of grants. So long as the project met the specified criteria, a grant of \$5,000 or \$10,000 or some other amount could be made once the project is approved or completed. This is the way that NH helps to promoted solar power. Anyone who installs an eligible system can apply for a grant of \$2,500; what matters is not the cost of the system, but the capabilities of the system and evidence that installation was in fact completed.

The long-term goal of this program would be to bring up all of the byways to something much closer to the standard of what has been achieved in the White Mountain National Forest and in the state parks in the North Country. In those areas, there are frequent, well-designed pull-offs, picnic areas, and scenic overlooks. Along the more rural state-designated byways, there is no shortage of views of mountains, streams, fields and forests. What often is lacking are safe places to pull over to take a picture, have a picnic, or stop to look at map or use your phone to find nearby scenic, cultural, and recreational opportunities.

Potential Sources of Funds

As mentioned above, NH DOT could choose to allocate a portion of federal funds from the Transportation Alternative Program (TAP) to certain types of byway investments. However, byway improvements would almost certainly involve much smaller projects than the typical TAP proposals that seek funding in the range of \$400 thousand to \$1 million. For a byways program, such projects would be too large, because only one NH byway project ever cost more than \$500,000 in the 20-year history of the program, and many very useful byway projects could be completed at a far lower cost. One option would be to combine many smaller projects into a coordinated proposal for a program large enough to meet NH DOT's minimum project size.

Another source of funds is the Northern Borders Regional Commission, which would require a 20% match for projects in Coos County and a 50% match for projects in other counties. A third source might be the NH Charitable Foundation, which includes the Neil and Louise Tillotson Fund, which supports projects in Coos County and nearby communities in the US and Canada.

Matching funds for a grant from these or other sources could come from various places:

- Volunteer efforts by the members of the North Country Scenic Byways Council and other organizations.
- Work done by communities to improve local pull-offs and overlooks or to install and maintain signs or kiosks.
- Contributions by individuals and organizations.
- Contributions from organizations such as White Mountains Attractions and local Chambers of Commerce.
- Local businesses, e.g., resorts, hotel chains or banks that have grant programs.

The Next Steps

North Country Scenic Byway Council will continue to develop and distribute information concerning the extensive network of scenic & cultural byways in the North Country. The fact that this network exists is a good reason for people to visit the North Country: *"All Highways are Byways."* Maps, rack cards, brochures, on-line information, and other marketing efforts could focus on attracting more people to this region that the National Trust for Historic

Spend a Day on the Byways!

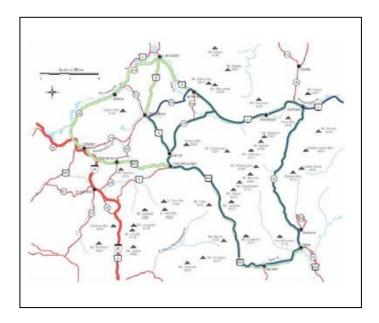
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Preservation has called a "National Treasure": *Spend a Day on the Byways*." The Council can also adopt new designs for signs and logos for the North Country's byways.

The next step is to develop proposals for funding the activities described in the paper. North Country Scenic Byways Council looks forward to working with municipal and county officials, state agencies, Chambers of Commerce and others interested in promoting and improving the region's system on scenic & cultural byways.

Appendix A – Maps of the North Country's Scenic & Cultural Byways

The maps in Figures A1 to A4 are from the Corridor Management Plans approved in 2015. The main loops of the Trails are highlighted in blue; other roads designated as state or federal byways are shown in green. Roads crossed out of the Moose Path Trail remain parts of other state or federal scenic and cultural byways.



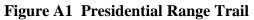
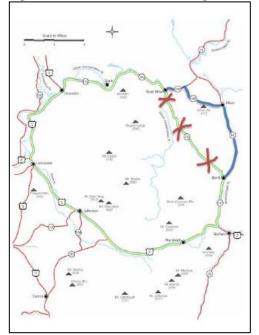
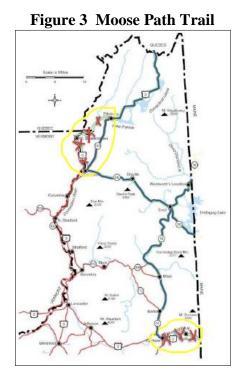
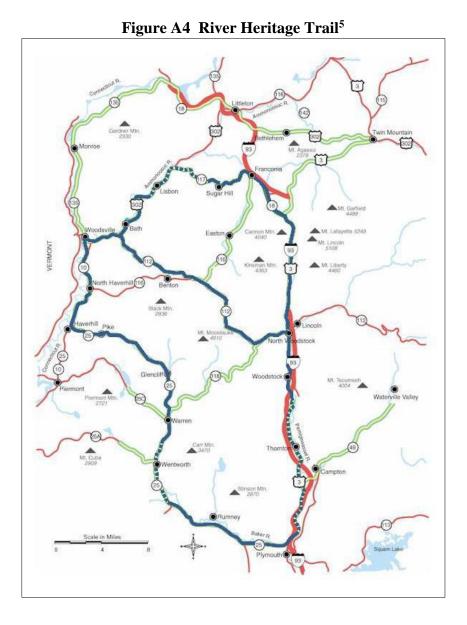


Figure A2 Woodland Heritage Trail



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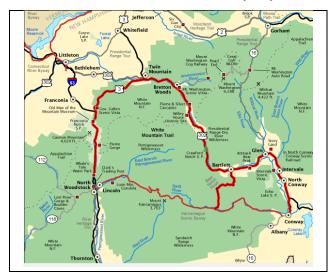




A substantial portion of the Connecticut River National Scenic Byway (Figure A5) and the White Mountain Trail National Scenic Byway (Figure A6) overlap with the state-designated byways shown in Figures A1 to A4. The Kancamagus Highway National Scenic Byway, which is also part of the White Mountain Trail, extends east from North Woodstock along NH 112. The Mountain Road Scenic Byway, a short road that is almost entirely in Weeks State Park, is located just south of the junction of US 2 and US 3 in Lancaster. In addition to the roads highlighted on these maps, there are several other road segments in the North Country that have been designated by NH as scenic byways. For example, NH 110A between West Milan and Milan provides another option for the northeastern portion of the Woodland Heritage Trail, and NH 175 and NH 175A provide an alternative route between North Woodstock and downtown Plymouth.



Figure A5 Connecticut River National Scenic & Cultural Byway⁶ Figure A6 White Mountain Trail National Scenic & Cultural Byway⁷



 ⁶ Source: <u>https://www.fhwa.dot.gov/byways/byways/2487/maps</u>
 ⁷ Source: <u>https://www.fhwa.dot.gov/byways/byways/2256/maps</u>

Appendix B The Economic Impacts of Scenic Byways: A Quick Review of the Literature

A great deal of information on scenic byways can quickly be accessed on-line. This appendix presents some conclusions from studies done in the United States, Canada, and Australia.

Byways Benefit Local Economies

A study of the economic impact of scenic byways in Colorado concluded (Sem et al. 1997) that "byway designation may have an effect on increased visitor traffic, visitor expenditures, and total retail sales in communities along the byway routes." The study found it difficult to separate traffic growth related to byways from that related to population growth, but did conclude that "byway designation increased traffic on 8 of 21 byways." Local economies benefited from the increase in traffic. The study cited prior research in four other western states that estimated average expenditures per party were in the range of \$90 to \$140, which they believed would also be true for Colorado. In a survey of tourism-related businesses along two byway routes, they found that "a majority of business owners and managers estimated a 10 percent increase in sales due to byway designation.

Sipes et al (1997) presented results of various studies conducted by a variety of states concerning the impacts of their scenic byway programs. In most cases, the studies had little definitive evidence of the impact of the byways or any detail concerning which aspects of byway programs were most important for visitors. Nevertheless, the studies generally found support for the byway program and provided qualitative support for the existence of beneficial impacts:

- Chambers of commerce along Scenic Route 66 in Arizona "claim that revenues at tourist and travel-related businesses have risen by a third after designation."
- Iowa surveyed travelers on their byways, who spent an average of \$104 per party during their trip, a quarter of which was spent on lodging, a quarter on eating and drinking, and a third on shopping. Two thirds of the travelers "indicated an intrigue with small towns," and even more said that their favorite activity along the byways was enjoying the scenic views.
- Iowa also conducted a marketing campaign that included installing new signs or adding signs along the byways, as well as running ads in newspapers and distributing brochures along the byway. Surveys taken 4 to 6 months later showed that tourism industries enjoyed an increase in revenue.
- A survey conducted by Oregon DOT found that "people pursue and enjoy low-stress scenic roadways and prefer an attractive natural landscape if given the choice. Sightseeing and relaxing were the most preferred activities for travelers."

Petraglia and Weisbrod (2001) summarized results from various studies of the economic impacts of byways. Economic studies use information related to the number of visitors, their length of stay, and the dollars spent by visitor to estimate the benefits of tourism. To estimate the impacts of byways, it is necessary to estimate the increment in visitors related specifically to the existence and marketing of byways. By compiling results from the limited number of studies completed at that time, they were able to provide some idea of the range of direct and indirect benefits that might be anticipated from byway investments.

Hardy (2003) found many references to the potential economic benefits of byways:

Themed touring routes have been advocated as opportunities to link regional communities together, form partnerships, encourage tourism development along commonly travelled routes, provide a more satisfactory tourism experience and maximise economic benefits to local business people by encouraging longer stays and greater spending in the region.

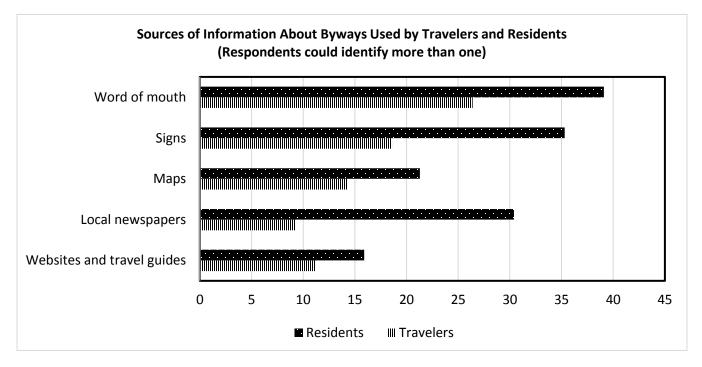
She also found that that driving along a byway was usually not the primary reason for visiting the region:

Moreover, whilst the travellers may have realized that they were on touring routes, it was not necessarily their primary motivation for visiting the region. Rather, the notion of touring, underpinned by the freedom to go where you want, over-rides any touring route preference. Consequently, the Australian research found that travellers expressed a preference for mixing and matching routes to get to the places and experiences they desired, with very few people choosing a route for its theme or story.

A recent assessment of benefits from Colorado's scenic byways (Colorado DOT 2013) acknowledged the difficulty of quantifying economic impacts, but reaffirmed the importance of byways:

However, despite the lack of a simple grand total of economic impacts, based on other similar research and endeavors, and analysis of several case studies across the state, it is clear that Colorado's byways play a vital role in the state's economy, enhancing tourism offerings, as well as providing opportunities for land conservation, historic and cultural resource preservation, and myriad other tangible and intangible benefits.

In 2010, a research group at the University of Minnesota conducted a survey of people traveling along selected byways in Colorado. (Liechty et al 2010) The research team conducted interviews with 337 groups of travelers, using separate sets of questions for residents and for travelers (defined as any group staying at least one night in the region or traveling more than 50 miles on a day trip to the region). More than 80% of residents and about half of travelers were aware of the byways. When asked how they had heard about byways, the most common responses for travelers were word of mouth, signs and maps; for residents, the most frequent responses were word of mouth, signs, local newspapers, and maps (Figure B1).



In this study, as in Hardy's study, knowledge of the byway was not a factor in most trips. However, 14% of the travelers had visited the region either exclusively (9%) or primarily (5%) to drive along the byway, and 2% stayed longer in the region to experience the byway. By combining the results of their survey with the state's information on tourism, the authors were able to confirm that byways have a large, beneficial impact on the local tourism industry:

In 2010, an estimated 23,800 travel parties visited the region specifically because of the byway. These travel parties spent a total of \$21.6 million dollars while in the region including \$14.6 million on locally produced goods and services. An analysis indicates that as a result of this spending, byway travelers

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created a total of \$21.2 million in economic output (sales) in the regional economy, including 331 full-time, part-time, and seasonal jobs and \$7.2 million in labor income.

Understanding Who Uses the Byways

To understand the role of scenic byways within in the tourism industry, it is necessary to understand different classes of travelers and the factors that they see as most important when planning theirs trips and their vacations. Such knowledge makes it possible to develop strategies for creating, enhancing, and promoting scenic byways.

Eby and Molnar (2002) examined a survey of US travelers to learn about the role of scenic byways in route choice for "driving tourists." Not unexpectedly, they found that most travelers choose a route based primarily upon factors related to driving, namely directness, potential for congestion, and safety; whether or not the route was scenic or designated a scenic byway would normally be a secondary factor. The scenic and cultural experiences of driving along a byway were found to be most important for travelers in the midst of a long-distance vacation trip involving camping or overnight stays in hotels or other accommodations.

Iles and Prideaux (2011) developed a comprehensive framework for examining the role of byways with respect to tourism and regional development. Their research focused on the Savannah Way, a long-distance byway across Australia, but their insights are broadly applicable to the US and other countries. Based upon their literature review, they described how travelers can be segmented into different categories based upon various factors. The most obvious would be the distance and duration of the trip, which could range from day trips to overnight trips to trips of several days to long-distance excursions of several weeks or longer. For any of these trips, travelers might be seeking the fastest route possible, they might plan for a few stops, or they might be able to prolong the trip if so desired. Travelers also have different personalities and expectations. Some like well-defined itineraries, whereas others are risk-takers seeking adventures; some hope to learn about the history and culture of a region, while others hope to enjoy strenuous physical activities.

Byway Success Factors

According to Sipes et al (1997), the research conducted by states supported the following conclusions:

- *Marketing plays a very important role in creating positive benefit.*
- Signage plays a very significant role.
- Tourism-related industry is ready to receive or support traffic growth for positive economic benefit to occur.
- Scenic byways programs have been met with overwhelming approval.
- Positive economic benefit is either perceived or has been measured.
- Byways must be of a high quality to gain a favorable response from travelers.

Based primarily upon byway experience in the United States and Australia, Hardy (2003) found that an integrated approach is necessary to enhance the attractiveness of a byway and the extent to which the existence and marketing of a byway can have a greater regional economic impact. She developed an alliterative framework that she called "The Ten Ps of Successful Touring Routes" (Table 1). Signs and maps are important elements of her framework.

Tuble D1. The Ten 15 of Successful Touring Routes (Huruy 2000)			
Place	Route and associated attractions must be of interest to the visitor		
Product	Elements included in the route		
Promotion	Targeted and effective marketing of the route		
People	Involvement of stakeholders from conception to on-going management		
Paraphernalia	Route information such as internet, brochures or maps		
Path	Clearly defined path and usage of signs		
Presentation	Consistent marketing of the whole product		
Principles of	Interpretative material prior to and during travel such as brochures,		
Interpretation	internet, visitor centres, static signs and guided tours		
Price	Cost effective for the maintenance and management of the route and		
	offer value to the visitor		
Protection	Sustainable management of the natural and cultural heritage of the		
	Route		

Table B1:	The Ten Ps	of Successful	Touring	Routes	(Hardy 2()03)
Table D1.	Inc Ich Is	of Duccessiui	Touring	Noutes	(IIaruy 20	<i>ius</i> ,

In Australia, the Savannah Way was successful as a themed touring route for what Iles and Prideaux (2011) refer to as "top down" and "bottoms up" factors. These factors, like Hardy's "Ten Ps" are broadly relevant to byway management. The top down factors were:

- Opportunity (landscapes, scenery, heritage, culture, and ecology)
- Development of hard infrastructure (signage, roads, rest stops, and lookouts)
- Soft infrastructure (information centers, brochures, and websites)
- Plans to engage stakeholders (Corridor Management Plan and Interpretation Plan).
- Research and marketing (government funding provided to businesses, organizations and education institutions as part of a broader regional development strategy)

The bottoms up factors included:

- Relating the byway to local initiatives that promote tourism and conservation
- Including the byway in a strategic plan for the protection and interpretation of the region
- Ensuring cooperation among byway managers, local communities, authorities, and governments at all levels

Iles and Prideaux described three factors that byway managers can use to promote tourism along their routes: onroad signage, promotional material, and trip-planning material. Some byways are well-promoted, but have little signage; some have good signage, but little active promotion. The potential economic impact of a byways is greatest for an integrated approach.

Discussion

The main conclusions from this review are as follows:

- There is widespread belief that the existence and marketing of scenic byways leads to economic benefits as a result of increases in visitors and an increase in the time that visitors spend in the region served by the byways.
- Detailed economic analysis has been rather limited, but generally does show that byways do lead to a modest increase in visitation and in revenues for the tourism industry.
- Even a small increase in visitors can lead to a multi-million dollar increase in tourism revenues.
- On-road signage, byway maps, and provision of marketing materials are among the most important factors contributing to the success of a byway, assuming that the byway indeed provides access to notable scenic, historic, cultural and recreational attractions.

These conclusions suggest ways to improve the marketing of the North Country's scenic byways. First, provide better signage that includes the name of the byways and place signs at enough locations to ensure that travelers know when they are on the byway and know how to stay on the byway. Currently, only generic byway signs are used, and these signs feature the Old Man of the Mountain, a tourist attraction that no longer exists and an attraction that never had anything to do with the northernmost byways. Second, make maps widely available that highlight each byway's route and identify attractions and amenities. Third, make sure that up-to-date information about each byway is available on-line, in welcome centers, and at local attractions. Currently, the official NH tourist information highlights the national byways, but provides little or no information concerning the state's byways.

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Appendix C Road Segments Included in the North Country Regional Scenic Byway System

Two documents provide lists of the North Country roads that were originally designated as scenic and cultural byways in 1994:

- The North Country Council's 1997 Corridor Management Plan for the North Country Regional Scenic Byway.
- The inventory of byways developed by the NH Office of State Planning in 1999, which the New Hampshire Scenic Byway Council's Annual Report for 2013-2015 identified as the official list of NH byways as of 1999.

Each document confirms that nearly every numbered NH or US highway in the North Country was designated as a NH Scenic & Cultural Byway in 1994. The following list of scenic & cultural roads is organized along the same lines as the OSP list. It begins with US highways, then proceeds to state highways and finally to named roads. For most roads, the NCC list and the OSP list agree as to the portions that were designated. In the cases where there is a disagreement, both definitions are shown.

US Highways

US 2

- OSP: VT state line to ME state line.
- NCC: same, except for omission of segment between US 3 in Lancaster and the Vermont state line.

US 3⁸

- OSP (section 3): from junction with NH 175A in downtown Plymouth to Canadian Border.
- NCC: from junction with NH 175 in Woodstock to junction with NH 115 in Carroll; from junction with US 2 in Lancaster to Canada

US 302

- OSP: from Vermont line all the way to junction with NH 16 in village of Conway
- NCC: same, except NCC list does not include link from the junction with NH 117 in Lisbon to junction with NH 118 in Littleton.⁹

NH Highways

NH 10 (North Country Portion): from junction with US 302 in Haverhill to junction with NH 117 in Lisbon.

NH 18: from VT line to junction with US 3 in Bethlehem; from junction with NH 117 in Franconia to junction with US 3 in Franconia

NH 25:

• OSP (Section 1): from jct. with NH 10 in Haverhill to junction with US 3 in Plymouth (then through Plymouth to Meredith).

⁸ There is a great deal of difference between OSP and NCC for US 3. The OSP route goes all the way from Plymouth to the Canadian border, but the NCC inventory omits the segment between Plymouth and the junction with NH 175 in Woodstock (because it routes the River Heritage Trail on NH 175 and NH 175A from Woodstock to Plymouth) and the segment from NH 115 in Carroll via Whitefield to Lancaster. Since there is in fact a NH Scenic Byway sign on US 3 just north of downtown Whitefield, it is safe to assume that that segment is in fact a state-designated byway.

⁹ The southern portion of the segment between Lisbon and Littleton is in fact scenic, as it goes through a scenic rural area along the Ammonoosuc River, but the northern part is fully developed and unsuitable for byway designation.

• NCC: the segment through the town of Plymouth is not included (NCC indicates NH 175 and NH 175A as the route between North Woodstock and the center of Plymouth)

NH 25A: 3.9 mile portion in Wentworth

NH 25C: 4.7 mile portion in Warren

NH 26

- OSP: from VT line in Colebrook to Maine state line.
- NCC: from junction with US 3 in Colebrook to NH16 in the town center of Errol.

NH 49: from junction with US 3 in Thornton to end of NH 49 in Waterville Valley.

NH 110: from junction with US 3 in Northumberland to junctions with NH 16 in Berlin

NH 110A:

- OSP: from junction with 110 in Milan to the junction with NH 16 in Dummer.
- NCC: not included. ¹⁰

NH 112: from junction with NH 10 in Bath to junction with NH 16 in Conway

NH 116: from junction with NH 18 in Franconia to junction with NH 112 in Easton.¹¹

NH 117: from junction with US 302 in Lisbon to junction with NH 18 in Franconia.

NH 118: from junction with NH 112 in Woodstock to junction with NH 25 in Warren.

NH 135: from junction with NH 10 in Haverhill to junction with US 3 in Lancaster.

NH 145: from junction with US 3 in Colebrook to junction with US 3 in Pittsburg.

NH 175:

- OSP: from jct. with US 3 in Holderness to jct. with NH 175A in Holderness.
- NCC: from jct. with US 3 in North Woodstock to jct. with NH 175A in Holderness.

NH 175A: from jct. with NH 175 in Holderness to junction with US 3 in Plymouth.

Named Roads

Bear Notch Road: from junction with NH 112 in Albany to junction with US 302 in Bartlett

Mountain Road: from the nearby rest area on US 3 in Lancaster to the summit of Mt. Prospect in Weeks State Park (this road was designated as a separate NH Scenic & Cultural Byway in 1994 that was not part of the North Country Regional Scenic Byway. It has its own CMP and its own management entity and was never considered part of any of the Trails.)

¹⁰ There is a NH Scenic Byways highway sign on NH 110A near its intersection with NH 16 in Dummer. NC SBC has recommended designating NH 110A/110B between West Milan and NH 16 in Milan as part of a new route for the Woodland Heritage Trail.

¹¹ NC SBC has recommended designation of NH 116 between downtown Whitefield and US 2 in Jefferson as part of a new route for the Presidential Range Trail.