

FINAL REPORT

Nebo Loop Scenic Byway CORRIDOR MANAGEMENT PLAN UPDATE



Prepared By:

FEHR & PEERS

Fehr & Peers
2180 South 1300 East, Suite 220
Salt Lake City, UT 84106
801-463-7600

May 2013



Table of Contents

1. Introduction.....1	Need for Visitor Information Resources.....51
Purpose of the Corridor Management Plan Update.....1	Protecting the Intrinsic Qualities.....52
Acknowledgements.....3	
2. Byway Administration and Management.....5	
Byway Partners.....5	
Goals and Strategic Objectives for the Byway.....6	
Funding Resources.....6	
3. Character and Resources of the Bway.....9	
Roadway Characteristics and Byway Access.....9	
Community Services.....12	
Land Use.....12	
Intrinsic Qualities.....15	
Interpretive Features.....15	
Visitor Information Resources.....15	
4. Natural and Scenic Qualities.....21	
Natural Qualities.....21	
Scenic Qualities.....26	
5. Historic, Cultural, and Archeologic Qualities.....29	
Historic Qualities.....29	
Cultural Qualities.....34	
Archeological Qualities.....36	
6. Recreational Activities.....37	
Recreational Activities.....37	
7. Outreach and Problem Identification.....49	
Stakeholders.....49	
Public Events.....49	
Transportation Safety.....50	
Detracting Uses.....51	
	8. Marketing and Economic Development.....53
	Goals.....53
	Audiences.....53
	Strategy One.....53
	Strategy Two.....55
	Strategy Three.....57
	Byway Committee Tools.....57
	9. Signage Plans and Regulations.....59
	10. Projects and Implementation.....61
	Recent and Planned Roadway Improvements.....61
	Recommended Projects.....61
	11. Monitoring and Evaluation.....71
	Agency Coordination.....71
	Impact Assessment.....71
	Annual Status Review.....71
	Regular Meetings.....71

List of Figures

Figure 1: Nebo Loop National Scenic Byway Overview Map.....	2
Figure 2: Transportation System Map.....	11
Figure 3: Land Use and Jurisdiction Map.....	14
Figure 4: Interpretive Sites/Points of Interest Map.....	19
Figure 5: Recreational Activities Map - Segment 1.....	44
Figure 6: Recreational Activities Map - Segment 2.....	45
Figure 7: Recreational Activities Map - Segment 3.....	46
Figure 8: Recreational Activities Map - Segment 4.....	47
Figure 9: Map of Proposed Projects - Segment 1.....	66
Figure 10: Map of Proposed Projects - Segment 2.....	67
Figure 11: Map of Proposed Projects - Segment 3.....	68
Figure 12: Map of Proposed Projects - Segment 4.....	69

List of Tables

Table 1: Agency Responsibilities.....	5
Table 2: Funding History.....	7
Table 3: Community Services.....	12
Table 4: Intrinsic Qualities and Points of Interest.....	16
Table 5: Key Interpretive Sites.....	18
Table 6: Summary of Recreational Activities.....	42
Table 7: Signage Regulations.....	59
Table 8: Planned Transportation Projects.....	61
Table 9: Summary of Recommended Projects.....	61

Nebo Loop National Scenic Byway Corridor Management Plan Update

1. INTRODUCTION

The Nebo Loop National Scenic Byway, sometimes referred to simply as “Nebo Loop,” spans a portion of the Uinta-Wasatch-Cache National Forest located in the Wasatch mountain range. The byway is situated at the south end of the Wasatch Front, which is the metropolitan region in north-central Utah home to roughly 80% of the state’s population. The 38-mile corridor was designated as a National Scenic Byway in 1998. The Byway is generally aligned in a north-south orientation, and is accessed through the gateway communities of Nephi and Payson. An overview map of the Byway is provided in Figure 1.

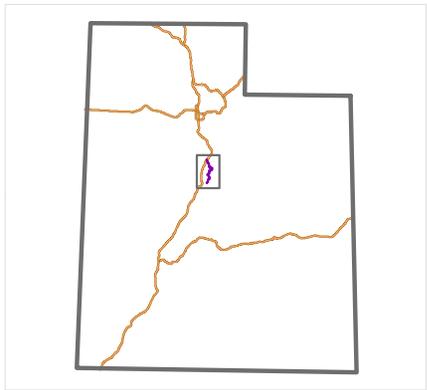
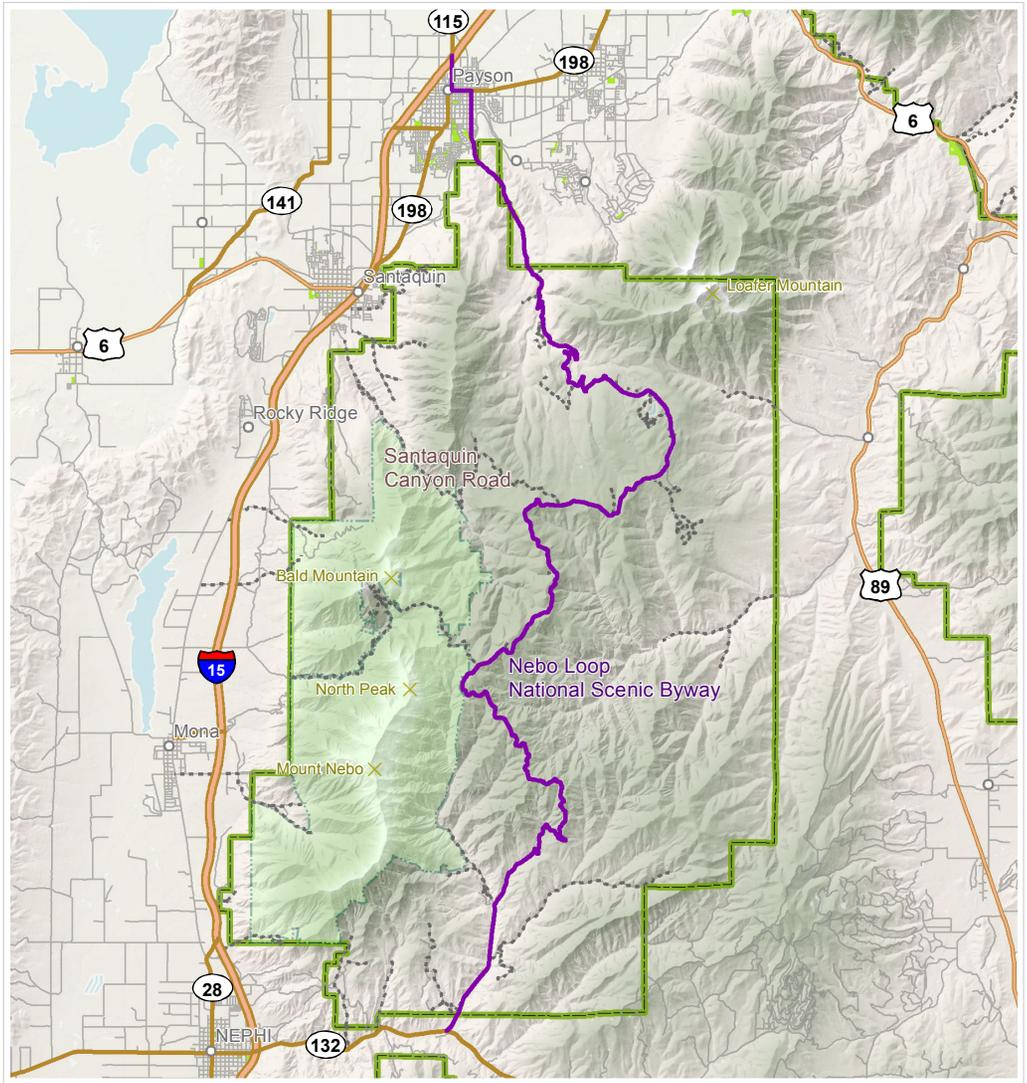
The Byway takes travelers past stunning sights such as the high peaks of Mount Nebo, the striking rock formation of Devils Kitchen, and picturesque Payson Lakes Recreation Area. Many byway visitors seek recreational destinations within the heavily wooded Uinta-Wasatch-Cache National Forest. The Byway also

has a rich pioneer and tribal heritage: long-ago cultural clashes at Walker Flat and the Black Hawk War, evolution of the roadway catalyzed by grazing and logging, and the history of water resources in relation to the valley communities.

PURPOSE OF THE CORRIDOR MANAGEMENT PLAN UPDATE

The first Corridor Management Plan created for the Byway dates back to 1996. An interpretive and signage plan was developed for the Byway in 2003. Many of the recommendations and improvements suggested in these documents have been successfully implemented. The purpose of this Corridor Management Plan Update (CMP Update) is to revisit the conditions along the Byway, document intrinsic qualities unique to the Nebo Loop National Scenic Byway, and consider additional improvements and strategies to enhance visitor experiences along the Byway.

Figure 1: Nebo Loop National Scenic Byway Overview Map



LEGEND

- Nebo Loop Scenic Byway
- - - Forest Service Road
- Local Road
- Nebo Wilderness Boundary
- USFS Administrative Boundary



**Overview Map
Nebo Loop National Scenic Byway**



ACKNOWLEDGEMENTS

The Nebo Loop National Scenic Byway is cooperatively managed by several federal, state, and local agencies, including Uinta-Wasatch-Cache National Forest, Utah Department of Transportation (UDOT), Utah State Parks, Utah State Office of Tourism, Utah County, Juab County, Nephi City, and Payson City. The success of the Byway depends on the work of representatives from these agencies. The preparation of this CMP Update was guided by the Nebo Loop National Scenic Byway Committee, referred to simply as the Committee in this document. The Committee is comprised of the following individuals:

- Jill Spencer, Byway Coordinator, Payson City
- Gordon White, Payson City
- JaNae Friedli, Peteetneet Museum and Cultural Arts Center
- Richard Nielson, Utah County
- Glenn Greenhalgh, Juab County/Nephi City
- Charlene Christensen, Utah Valley Convention and Visitors Bureau
- Holly Young, Juab Travel Council
- Jim Price, Mountainland Association of Governments
- Justin Schellenberg, UDOT
- Gael Duffy Hill, State Scenic Byway Coordinator, Utah Office of Tourism
- Sarah Flinders, Uinta-Wasatch-Cache National Forest
- George Garcia, Uinta-Wasatch-Cache National Forest

The collected contributions and knowledge of these individuals were of paramount importance in the preparation of this CMP Update.

2. BYWAY ADMINISTRATION AND MANAGEMENT

BYWAY PARTNERS

The Nebo Loop National Scenic Byway is cooperatively managed by several agencies, including the United States Forest Service (USFS), the Utah Department of Transportation (UDOT), Utah County Public Works, Juab County Public Works, Nephi City, and Payson City. Table 1 provides a summary of agency responsibilities related to the Byway.

Inter-agency coordination is essential because the Byway bisects the overlapping interests of these organizations. The Byway literally spans the boundary delineating Utah County and Juab County. Nephi and Payson are “gateway cities” and share similar economic opportunities to offer services to Byway visitors. Promotion and marketing of the Nebo Loop occurs at local-, county-, state-, and national-levels. The intrinsic qualities of the forest lands accessed from the Byway are critical elements that attract visitation. Lastly, the Byway itself is literally composed of individual road segments that are owned and maintained accordingly.

Utah County and Juab County maintain roads owned by the USFS. The USFS has formalized cooperative agreements with the Public Works Departments of Juab and Utah Counties; generally the USFS reimburses the respective Public Works Departments for roadway construction and maintenance projects. UDOT maintains Byway segments in Payson that are State Roads (SR 115 and SR 198).

The Utah State Parks and Recreation Division (“Utah State Parks”) maintains a groomed trail on the Byway from Maple Dell Boy Scout Camp to Salt Creek Canyon from mid-December to mid-March, weather permitting. The snowmobile grooming program is paid for with State snowmobile registration fees.

Table 1. Agency Responsibilities

Agency	General Responsibilities Related To The Byway
Usda Forest Service (Uinta-Wasatch-Cache)	Roadway Maintenance, Law Enforcement, Resource Management, Sign Maintenance
Utah County Public Works	Roadway Maintenance, Including Signage And Drainage
Juab County Public Works	Roadway Maintenance, Including Signage And Drainage
Payson City	Byway Coordinator, Maintain Payson Canyon Park, Water Resource Management
Udot	Roadway Maintenance, Grant Administration
Nephi City	Stakeholder, Planning
Mountainland Association Of Governments	Stakeholder, Planning, Grant Administration
Utah Valley Convention & Visitors Bureau	Marketing And Promotion
Juab Travel Council	Marketing And Promotion
Utah Office Of Tourism	Marketing And Promotion
Peteetneet Museum And Cultural Arts Center, Payson	Visitor Information
Daughters Of Utah Pioneers Museum, Nephi	Visitor Information
Juab County Sheriff Office	Law Enforcement, Collision Response (Juab County)
Utah County Sheriff Office	Law Enforcement, Collision Response (Utah County)
Utah State Parks And Recreation	Maintain Winter Recreation Trails
Utah State Division of Wildlife Resources	Managing Wildlife

GOALS AND STRATEGIC OBJECTIVES FOR THE BYWAY

To carry out the mission and achieve the vision of the Byway, the goals outlined below serve as the foundation for the development of the CMP. These goals have been updated to reflect the 2012 strategy for the Byway.

1. Maintain an active Committee that includes partnerships with Utah and Juab Counties, gateway communities, federal and state agencies, and tourism organizations in order to manage and promote the Byway.
 - Committee members are representatives of each of the partner organizations with jurisdictions on or adjacent to the Byway.
 - Byway partners proactively pursue various funding sources and other methods of implementing needed projects along the Byway, such as additional partnerships and volunteer work.
2. Advocate strategies and activities that protect and promote the intrinsic character and natural resources along the Byway.
 - The Committee provides comment and advice to federal, state, and local governments when projects are planned for segments of the Byway.
 - The Committee receives briefings from members who represent the various agencies when the agencies are planning or conducting projects along the Byway.
3. Actively pursue projects that maintain and enhance facilities and amenities throughout the Byway to improve the visitor experience.
 - Each year the Committee tours the Byway to determine needs for additional recreational facilities or other amenities.
 - All projects will satisfy a local need or value verified by members of the Committee.
 - The National Visitor Use Monitoring Survey conducted by the U.S. Forest Service is used to determine the primary activities of visitors to the Byway and the most requested needs.
4. Expand the economic development opportunities of the Byway.
 - The Committee should partner with local tourism bureaus to integrate Byway management and marketing strategies with the

tourism and economic development strategies pursued by partner organizations.

- Where there is interest and capacity, the Committee cooperates with other organizations (for instance, Small Business Administration, Chambers of Commerce, or economic development organizations) to encourage development of visitor service businesses and provide supplemental information to direct visitors to businesses that serve their interests and needs in communities near the Byway.
5. Provide a foundation for an interpretive plan with a unified branding theme that will provide direction for interpretive products and services along the corridor including gateway communities.
 - Local knowledge about the history of the Byway should be integrated into interpretative elements.
 6. Provide safe travel along the Byway for the visiting public and residents.
 - Working with appropriate transportation agencies, the Committee should actively identify and resolve traffic or safety problems along the Byway. This should include periodic review of crash records and coordination with incident response officers to understand potential problems.
 - Recognizing the increased popularity of road cycling and other active recreation on the Byway, the Committee should be alert for opportunities to accommodate all road users.
 - Roadway improvement strategies should generally focus on essential issues and avoid increasing long term maintenance requirements.
 - Monitor usage of the Byway at several locations to identify opportunities to focus limited financial resources.

FUNDING RESOURCES

Federal financial resources for Byway maintenance and improvement have historically come from the Highway Trust Fund and discretionary grants from the National Scenic Byway Program, in addition to locally generated funds (city, county, or state).

The USFS uses funds administered through the Highway Trust Fund to reimburse Utah and Juab Counties for roadway maintenance. Byway

funding is also generated through the campground and day use fees. A portion of the fees gathered by the concessionaire goes to the USFS, which in turn uses some of these funds for Byway-related projects. In addition, the USFS receives Resource Advisory Council (RAC) funds from fee receipts in the area, and these funds can be used for projects along the Byway. A recent example is the resurfacing of an interpretive trail near Big East Lake at Payson Lakes using RAC funds.

In 2010 the USFS used a one-time grant administered through the American Recovery and Reinvestment Act of 2009 (ARRA) to fund significant Byway maintenance projects.

Table 2 summarizes the funds allocated to the Nebo Loop National Scenic Byway through the National Scenic Byways program. While funds from the National Scenic Byways Program have been used in the past, the future of the program is currently uncertain. MAP-21, the Moving Ahead for Progress in the 21st Century Act, was enacted in July 2012 and authorizes funding for transportation programs for fiscal years 2013 and 2014. MAP-21 does not contain provisions to fund the National Scenic Byway Program as in previous highway authorization bills.

Although the program is currently unfunded, the National Scenic Byway designations are still intact and alternative funding resources are potentially available. Each year federal funds for transportation projects are allocated to rural and small urban areas; these funds are generally associated with Surface Transportation Program (STP) and Transportation Alternatives (TA). In Utah, the Joint Highway Committee (JHC) reviews applications and provides project recommendations to the Utah Transportation Commission for the use of these federal funds twice a year. Byway administrators should coordinate with the following UDOT staff:

- Joint Highway Committee: Daniel Page, (801) 633-6225, dpage@utah.gov
- Transportation Alternatives: Brent Schvaneveldt, (801) 227-8025, bschvaneveldt@utah.gov
- General Coordination: Justin Schellenberg, (801) 830-9563, jschellenberg@utah.gov

Table 2. Funding History - National Scenic Byways Program

YEAR	PROJECT	AMOUNT
1996	Preparation of CMP	\$60,000
1998	Devils Kitchen Rest Area	\$33,310
1998	Interpretive Materials	\$49,912
1998	Interpretive Sites w/ Restrooms	\$154,777
1998	Orientation w/ Kiosks	\$143,265
1998	Scenic Overlooks w/ Interpretive Signs	\$59,742
2001	CMP Implementation	\$25,000
2002	CMP Implementation	\$25,000
2003	CMP Implementation	\$25,000
2004	CMP Implementation	\$24,056
2005	Non-motorized Trail	\$418,687
2006	CMP Implementation	\$24,980
2011	CMP Update	\$103,999
TOTAL		\$1,107,728

In the context of limited funding and increasing competition for these resources, it is important that the Committee use local funds to supplement grants (i.e. match) and coordinate with other projects to leverage planned investments.

The Federal Land Access Program is intended to provide funding for transportation facilities that provide access to, or are located within Federal lands. Eligible projects can be used to fund transportation planning, engineering, preventative maintenance, rehabilitation, and construction of roads. Additionally, eligible projects include parking areas, property acquisitions for scenic easements, pedestrian and bicycle facilities, rest areas, and roadside facilities. There is a three person Programming Decision Committee that is responsible for allocation of these funds. In Utah, the Programming Decision Committee includes representatives from UDOT and the Federal Highways Administration. Byway administrators should coordinate with Chris Longley of FHWA; (720) 963-3733.

3. CHARACTER AND RESOURCES OF THE BYWAY

The Byway is a roadway of hidden treasures, a high country road close to the fast-moving traffic of nearby Interstate 15, yet worlds apart from the development and activity of the Wasatch Front. The experience of visiting this Byway is unique and memorable, providing a glimpse of bygone eras, and access to the high peaks of Mount Nebo, the striking rock formation of Devils Kitchen, and picturesque Payson Lakes Recreation Area. The Byway traces a route through the steep canyons and high ridges of the heavily wooded Uinta-Wasatch-Cache National Forest, and is watched over by 11,928-foot Mount Nebo, the tallest mountain in the Wasatch Range. Lush green pines, aspens and cottonwoods literally explode with autumn colors, rivaling the best of New England.

The Byway is a photographer’s dream, providing breathtaking views of the nearby valleys with patchwork farmland to the west, and long-distance outlooks toward the densely vegetated hills and mountains to the east. The Byway includes numerous campgrounds and rest areas, in addition to a variety of trails and pathways that provide access to easy hiking, biking, fishing and horseback riding as well as rugged backcountry adventures in the Mount Nebo Wilderness Area and beyond. The traditional use of resources in the area – including grazing, timber harvesting and hunting - are still practiced today, providing sustenance and enhanced recreation opportunities to the nearby residents and communities.

This chapter describes the context of the Byway in terms of roadway characteristics, the surrounding transportation system and land uses, and the unique places and qualities that exist.

ROADWAY CHARACTERISTICS AND BYWAY ACCESS

Much of the central Byway corridor has a remote and natural character, reflecting the context of the high mountain forests. There the Byway is a basic two-lane mountain road; there are no acceleration or deceleration lanes, no uphill passing lanes, no bicycle lanes, and no sidewalks or



Character & Resources

Scenic view of the Byway

pedestrian facilities. Speed limit signs are infrequent. Pullouts are generally limited to activity areas and scenic viewpoints. There are paved parking areas at most of the major scenic overlooks and interpretive sites, while trailheads are typically graded soft surface. Except for a ten mile segment in the middle, the roadway has recently been resurfaced and striped with center and shoulder pavement markings (2011/2012).

The Byway is typically accessed through the gateway communities of Nephi and Payson, which are adjacent to the Interstate 15 corridor. From Nephi, the byway is accessed to the east via SR-132. SR-132 serves as an extension of the Byway into Nephi, where Byway visitor information, services, and interpretive facilities are available. SR-132 also provides access to Sanpete County and US-89 to the east. From Payson, the byway is accessed via 600 East in Payson City, also known as Nebo Loop Road. The most direct routes from Interstate 15 are Main Street (SR-115) and 800 South (SR-178).

Figure 2 shows the average daily traffic (ADT) on the Byway segments and surrounding roadways where information is available. In general, traffic volumes are highest near the Byway's northern intersection with the I-15 interchange in Payson; traffic volumes decrease as the Byway approaches Payson Canyon. Traffic volumes on the Byway are high on Main Street and 100 North because these roads are primary arterial roads that accommodate local and regional traffic in an urban environment. The average daily traffic (ADT) is 2,600 vehicles on 600 East approaching Payson Canyon. Traffic volumes in Nephi are highest on SR-132 within the Nephi City limits, and decline somewhat near Salt Creek Canyon.

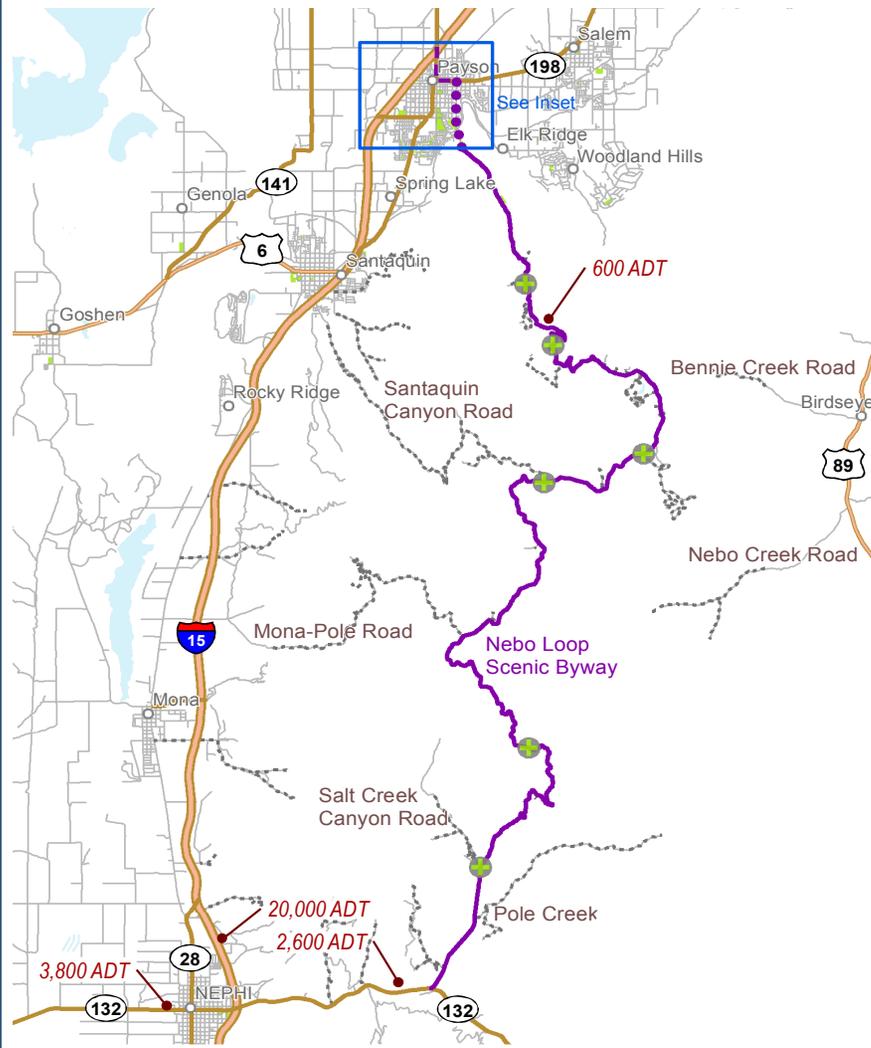
Daily automobile traffic information is unavailable for large sections of the Byway that are outside the urban area or on non-UDOT roads. The data available indicates 600 ADT on the Byway near the Payson Lakes area. It is expected that the traffic patterns fluctuate, with the highest traffic occurring on weekends and holidays, or during seasonal periods (e.g. fall leaves, deer hunt).

Travelers on the Byway are generally in private vehicles. With the exception of chartered tour buses, there is no transit service along the Byway. The remote nature of the Byway discourages commercial traffic; representatives of the jurisdictions along the Byway report that commercial traffic is typically limited to occasional timber sales on U.S. Forest Service lands.

During the winter, access is managed using a series of roadway gates on the northern and southern reaches of the Byway (shown in Figure 2). As snow accumulates in the higher reaches of the Byway, these gates are incrementally closed to restrict automobile traffic. The gate closures provide an added benefit for visitors with snowmobiles, who need staging areas immediately adjacent to snowpack since they cannot travel far on dry road surface. As the seasons change and snow melts, the gates are gradually reopened to provide more access to the Byway.



Figure 2: Transportation System Map



LEGEND

- Seasonal Closure Gate
- Forest Service Road
- Local Road

Nebo Loop Scenic Byway

- Forest Service
- UDOT
- Utah County/Payson

xx ADT Average Daily Traffic



Transportation System Map
Nebo Loop National Scenic Byway



COMMUNITY SERVICES

There are abundant resources available to travelers at either end of the Byway in Nephi and Payson (Table 3), including overnight accommodations, food and groceries, gas stations and automobile repair, medical services, and churches, to name a few. There are no services along the Byway due to its remote nature, so visitors are advised to prepare accordingly. Nephi has a full spectrum of accommodations since it is the primary city in the immediate surrounding area. Payson also has a wide range of services including big-box retailers and a charming downtown core. Payson is adjacent to a large urban area, so services not available within the city proper are likely available nearby.

Table 3. Community Services

FACILITY TYPE	PAYSON	NEPHI
Accommodation	Quality Inn	Best Western Paradise Inn, Motel 6, National 9 Inn, Economy Lodge, Safari Motel Super 8 Motel
Food Service	Sit-down and fast food restaurants, grocery stores	
Auto Services	Gas stations and auto repair services	
Medical Services	Mountain View Hospital	Central Valley Medical Center
Visitor Information	City Hall, Peteetneet Museum, and Cultural Arts Center	City Hall, Daughters of Utah Pioneers Museum
Airport		Nephi Airport
Bus Service	Utah Transit Authority, Sale Lake Greyhound Lines	
Churches	Baptist, Bible, Catholic, LDS	Baptist, Catholic, LDS
City Parks	Payson Canyon Park, Payson Memorial Park, McMullin Park	Nephi City Pioneer Park, Old Mill Park, Pink School Park, Canyon View Park
Golf Courses	Gladstan Golf Course	Canyon Hills Park Golf Course
Campgrounds		Big Mountain Campground

LAND USE

OWNERSHIP

Much of the land bordering the central portion Byway is under U.S. Forest Service management, with the exception of Camp Maple Dell owned by the Boy Scouts of America and a 20-acre parcel near the Beaver Dam Overlook. The lands bordering the northern and southern reaches of the Byway are dominated by private property.

USE AND DEVELOPMENT PATTERNS

The 2003 Uinta Forest Plan directs the management and use of the lands along the Byway within the Uinta National Forest (Nephi Management Area). The management emphasis for Scenic Byways is "...on maintaining, enhancing, or restoring those values for which the area was established or designated". The 2003 Uinta Forest Plan designates land on the east side of the Nebo Loop as "Forested Ecosystems - Limited Development". Land on the west side of the Nebo Loop is "Wilderness" and "Roadless." The primary use of land along the Byway is for recreation. Recreation facilities such as parking, trails, trailheads, campsites, and associated facilities to accommodate recreation are the primary developments along the Byway within the National Forest.

The land uses on private property throughout the southern reaches of the Byway area are in Salt Creek Canyon, along SR-132, and in Nephi City. Many of these properties are used for agriculture and grazing, reflecting the rural nature of the region.

There are several private cabins near Payson Lakes and within Salt Creek Canyon. While the cabins are privately owned, the land on which they sit is leased from the Forest Service. The U.S. Forest Service grants 99-year leases to cabin owners for the use of the property. The appearance of these cabins is consistent with a rural atmosphere. The U.S. Forest Service also owns a former Guard Station near Payson Lakes, which is currently unutilized but may be converted to a rental property in the future.

Livestock grazing has long been present along the Byway, and is managed in cooperation between regional cattlemen's associations and the Forest

Service. Livestock operations occasionally conflict with other Byway uses; for example cattle drives have been known to impede traffic. The Holman test plot near the turnoff to Santaquin Canyon shows a decades-old attempt to preserve native vegetation from the impacts of overgrazing.

ZONING REGULATIONS

The following agencies have land use authority over lands adjacent to the Byway: Payson City, Utah County, and Juab County.

Land along the Byway in Juab County is zoned as a Grazing, Mining, Recreation and Forestry Zone (GMRF-1). In general, this zone covers the open portion of the county which is occupied largely by grazing lands, mountains and canyons. The objectives of this zone are to preserve, insofar as possible, natural and scenic attractions, natural vegetation, and other natural features within the zone and to prohibit substandard urban-type development.

Land along the Byway in Utah County outside Payson city limits is zoned Critical Environmental 1 (CE-1). The Critical Environment zone covers the canyon, mountain, riparian and other areas of environmental concern in Utah County. Because of the limitations imposed by climate, steep slopes, unstable soils, mountain watercourses, and vegetative conditions, the use of land in this area is limited to tourism, wildlife, outdoor recreation, and low impact farms, ranches, utilities and cabins. Small portions of unincorporated land between the Critical Environment 1 area and the Payson city limits, near the mouth of Payson Canyon, are zoned Transitional Residential 5, and Residential Agriculture 5. The Residential Agricultural 5 zone applies to lands that have historically been used for agricultural purposes, and includes portions of the County where soil and water quality as well as other factors are generally best for agriculture. The Transitional Residential zone generally applies to lands adjacent to borders of existing municipalities, which may at some point become annexed into these municipalities.

Within Payson, the Byway follows 600 East to 100 North, then heading northward on Main Street to Interstate 15. As it passes through the City, the Byway traverses multiple zoning districts, including two commercial districts, three zones accommodating single and multi-family residential

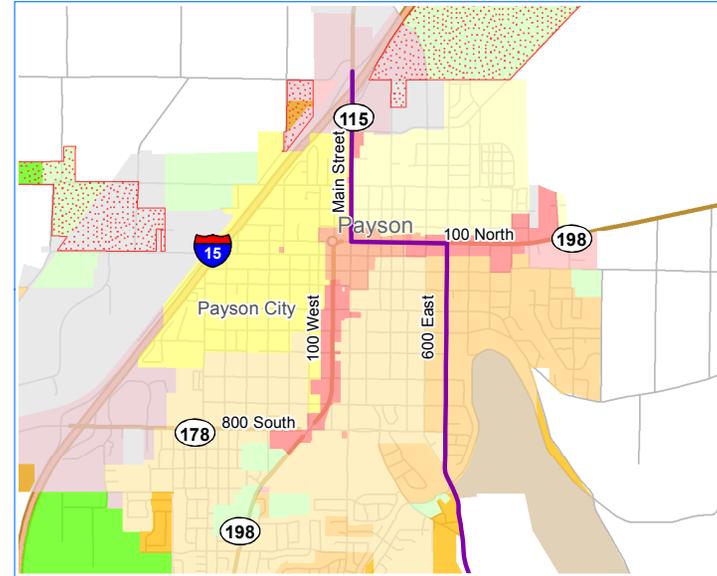
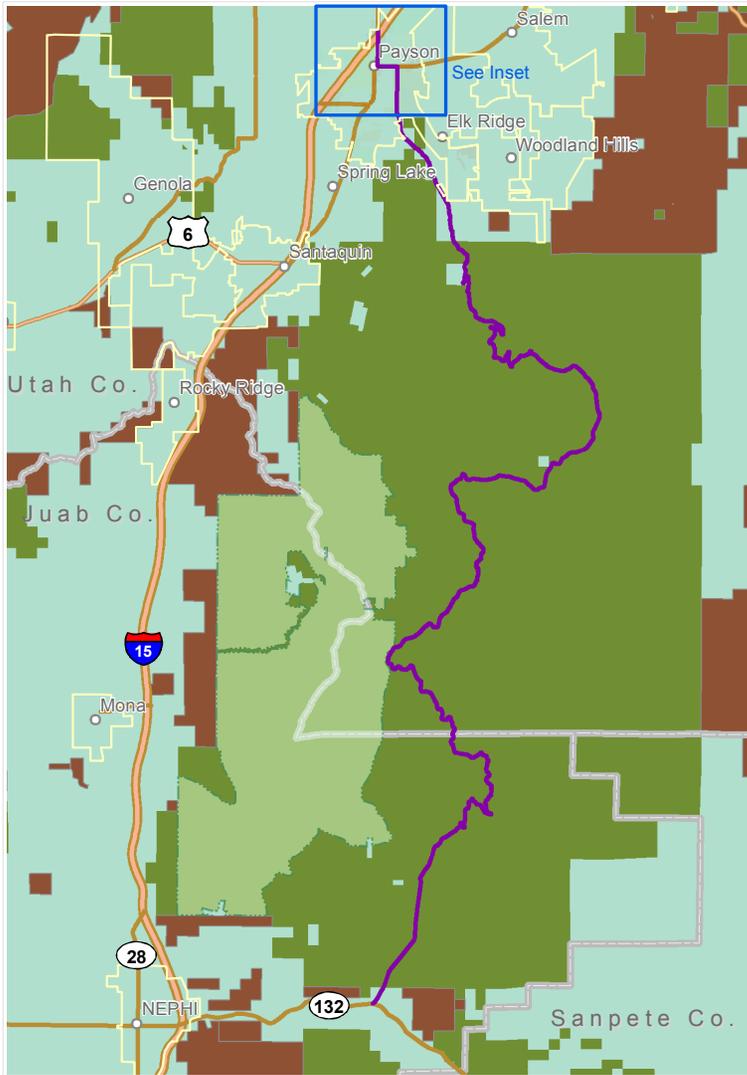
uses, a highway-oriented district near the Byway's interchange with I-15, and a mountain and hillside zone that addresses unique environmental characteristics. Figure 3 illustrates the land uses and zoning.



Character & Resources

Holman Test Plot (Top), Private Property along the Byway (Bottom)

Figure 3: Land Use and Jurisdiction Map



Inset - Payson City

LEGEND	
Nebo Loop Scenic Byway	Payson City Zoning
County Boundary	R-1-A
Municipal Boundary	R-1-7.5
Land Ownership	R-2-7.5
Federal	R-1-10
Private	CC-1
State	GC-1
Nebo Wilderness Boundary	S-1
	MH-2



Land Use and Jurisdiction Map
Nebo Loop National Scenic Byway

0 1.25 2.5 5 Miles
 1:250,000





INTRINSIC QUALITIES

This section of the plan summarizes and highlights the unique qualities and destinations of the Byway – the so-called Intrinsic Qualities. The Federal Highway Administration (FHWA) National Scenic Byways Program defines intrinsic quality as “features that are considered representative, unique, irreplaceable, or distinctly characteristic of an area.” Intrinsic qualities are not just the things to see and do along the Byway, they are the features that create an overall sense of the character, history or culture, which together “tell the story” of the Byway. They are the special views, places, structures, sites and similar features that residents enjoy and that provide the Byway’s drawing power and interest for travelers. They can be natural, such as a canyon, mountain or lake, or the result of human activity, such as a special building, a historic site or man-made reservoir.

The National Scenic Byway Program requires that the intrinsic qualities of a byway be identified, inventoried and described as part of preparing the CMP. The six primary categories of intrinsic qualities recognized by the FHWA are **natural, scenic, historic, cultural, archaeological, and recreational**. When a CMP documents that a byway possesses intrinsic qualities within one or more of the six categories recognized by the FHWA, it may qualify for national recognition. Table 5 organizes important attributes of the Nebo Loop Scenic Byway into the six categories. Note that many elements have overlapping intrinsic qualities in more than one category.

INTERPRETIVE FEATURES

Interpretive features exist throughout the Byway and provide information on a variety of topics. In general, interpretive information is intended to:

- Enhance a sense of place
- Provide customized information to inspire a greater appreciation of the area
- Designate key sites to provide interpretive experiences
- Promote stewardship
- Improve wayfinding to visitor information and amenities

Site-specific interpretation is customized to a physical location, and

reflects the context of the scenery, history or other significance. Site-specific interpretation is appropriate at scenic overlooks and locations with unique significance. Thematic interpretation is based on topics that are central to the Byway and permeate throughout all sites. These themes create a consistent and clear message about the Byway. Currently, the thematic themes used on the Nebo Loop relate to ecosystem cycles and environmental stewardship.

The 1996 CMP for the Byway identified primary messages, theme statements, and features supporting the theme. The 2003 Signage Plan for the Byway proposed locations for signage as well as content for the interpretive panels along the Byway. Readers should refer back to these documents for an overview of previous interpretive efforts. Key interpretive sites are summarized in Table 6 and illustrated in Figure 4.

VISITOR INFORMATION RESOURCES

There is some overlap between “visitor information” and “interpretive features” since they both serve to educate visitors. They are different in that interpretive features are physical installations at a single point, whereas visitor information can be obtained in advance and used to make preparations for a visit, or referenced throughout a visit. Visitor information is available to Byway users through visitor centers, printed brochures, an audio tour, online media (i.e. websites), and various books.

There are two visitor centers for the Byway. In Nephi, the Utah Daughters of Pioneers Museum serves as a visitor center. The visitor center in Payson is the Peteetneet Museum and Cultural Arts Center. These organizations and buildings have cultural and historical significance, and thereby enrich the experience of those who visit the Byway.

The existing printed brochure includes a map of the Byway highlighting points of interest. As part of this CMP Update, the brochure has been updated and is included in the Appendix. The updated brochure retains some of the basic content of the original brochure, but had replaced the thematic interpretation with information about specific points of interest.

An audio tour has been developed that elaborates on various topics related to the Byway, such as history of the communities, original road

Table 4. Intrinsic Qualities And Points Of Interest

FACILITY TYPE	NATURAL	SCENIC	HISTORIC	CULTURAL	ARCHAEOLOGICAL	RECREATIONAL
Campgrounds (8)		X				X
CCC Construction			X			
Day Use/ Picnic Areas (5)		X				X
Devils Kitchen Interpretive Site & Trail	X	X				
Grazing Allotments			X	X		
Lakes & Reservoirs		X	X	X		X
Maple Dell Boy Scout Camp		X	X	X		X
Mount Nebo Wilderness Area	X	X				X
Old Loafer Ski Area			X	X		
Peteetneet Museum & Cultural Arts Center			X	X		
Scenic Overlooks (6)	X	X				
Trailheads (27+)	X	X	X			X
Uinta National Forest	X	X	X	X		X
Walker Flat			X		X	
Winter Recreation Staging Areas (4)		X			X	

construction, and information about overlooks. There are two versions - one oriented for travelers going north to south, and the other is oriented for travelers going south to north. The visitor centers in Nephi and Payson provide the audio tour and printed brochures. The audio tour is also available online from the Juab Travel Council website.

Several websites provide information online about the Byway, including:

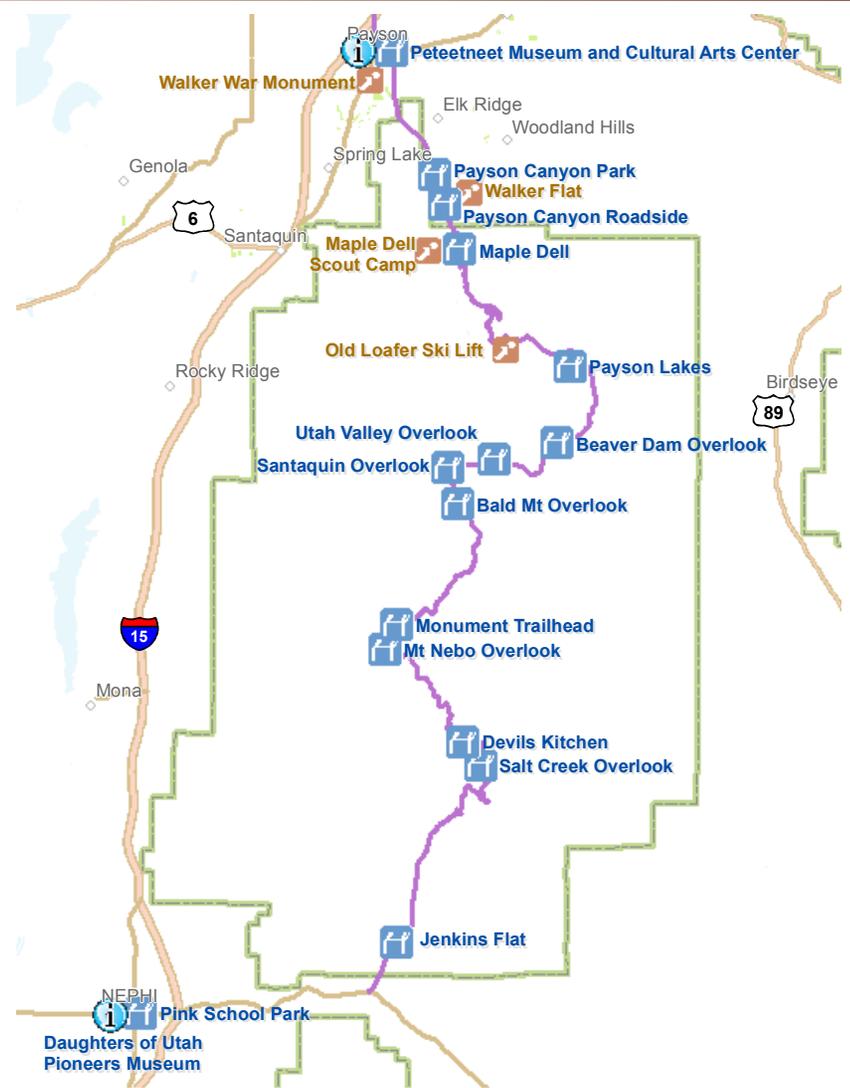
- www.byways.org, the National Scenic Byways website, with information about Nebo Loop National Scenic Byway destinations; photographs; maps; and visitor services;
- www.utah.com, with a description of the Nebo Loop National Scenic Byway and a link to the Utah Valley Convention and Visitors Bureau website;
- www.utahvalley.com, the Utah Valley Convention and Visitors Bureau website, which provides directions to the Byway, a list of potential activities, and a map; and
- www.juabtravel.com, the Juab Travel Council website, with a description of the Byway, a map, and downloadable versions of the audio tour.

There are also numerous books that describe the recreational destinations accessed from the Byway.

Table 5. Key Interpretive Sites

FACILITIES NAME	DESCRIPTION	NOTES
Peteetneet Museum and Cultural Arts Center	Visitor information/orientation center; distribution point for audio tour and printed Byway pamphlet; three-panel interpretive kiosk; public restrooms available.	Open 10 am- 4 pm Monday through Friday; closed weekends.
Payson Canyon Park	Single panel interpretive kiosk; picnic tables; fire rings; parking; restrooms.	
Payson Canyon Pullout	Three-panel interpretive kiosk. Parking is available.	
Maple Dell Boy Scout Camp	Single panel interpretive kiosk; seasonal road closure gates; vault toilet; large parking area used by Maple Dell Boy Scout Camp and winter staging area.	
Payson Lakes Recreation Area	Concessionaire-operated camping and day use area, parking, fishing, and interpretive trail.	Signage on approach to Payson Lakes turnoff is cluttered and confusing. It is not clear which turnoff to use.
Beaver Dam Overlook	Interpretive panel; parking.	No information provided about location namesake (beaver dam). Sight distance at driveway is limited due to heavy vegetation.
Utah Lake Overlook	Interpretive panel; parking.	Panel showing signs of deterioration.
Santaquin Overlook	Interpretive panel; parking.	Panel showing signs of deterioration.
Bald Mountain Overlook	Interpretive panel; parking.	Panel showing signs of deterioration.
Monument Trailhead	Single-panel interpretive kiosk; vault toilet; large parking area.	Kiosk panel is in a different style than other Byway kiosks. No information on significance of the monument. Signage from road does not indicate access to Nebo Bench Trailhead and North Peak Trailhead.
Mount Nebo Overlook	Interpretive panel; parking.	Panel showing signs of deterioration. Panel information does not identify peaks of Mount Nebo.
Devils Kitchen	Single-panel interpretive kiosk; vault toilet; parking area; picnic tables. Hard-surface trail to Devils Kitchen Overlook viewpoint with interpretive panels.	Some interpretive panels are missing along the hard-surface trail.
Salt Creek Overlook	Interpretive panel; parking.	Panel showing signs of deterioration.
Jenkins Flat	Three-panel interpretive/orientation kiosk; single interpretive panel; vault toilet; large parking area; fishing.	
Pink School Park (Nephi)	Three-panel interpretive/orientation kiosk; benches; picnic tables.	
Daughters of Utah Pioneers Museum	Visitor information/orientation center; distribution point for audio tour and printed Byway pamphlet.	Open 1 pm- 4 pm Monday through Friday; closed weekends.

Figure 4: Interpretive Sites/Points of Interest Map



LEGEND

- Interpretive Panel
- Point of Interest
- Visitor Center
- Nebo Loop Scenic Byway
- USFS Administrative Boundary



Interpretive Sites & Points of Interest Map
Nebo Loop National Scenic Byway

0 1.25 2.5 5 Miles 1:250,000



4. NATURAL AND SCENIC QUALITIES

NATURAL QUALITIES

A natural quality applies to those features in the visual environment that are in a relatively undisturbed state. These features predate the arrival of human populations and may include geological formations, fossils, landform, water bodies, vegetation and wildlife. There may be evidence of human activity, but the natural features reveal minimal disturbances. Natural features experienced along the route begin on the valley floor, as one passes through winding canyons to reach the upper ridges and mountain saddles. Majestic vistas are the rule along the Byway. Beginning at either end, the road climbs from approximately 4,700 feet above sea level to 9,345 feet at its apex, winding through canyons, along steep rocky cliffs and through alpine forests, providing beautiful panoramas of the valleys below. Looking up from the highest reaches of the roadway, visitors experience the peaks of Mount Nebo at close hand, as it looms overhead. At 11,928 feet above sea level, the North Peak of Mount Nebo is the highest along the Wasatch Mountain range.

GEOLOGIC

Much of the geologic base of Mount Nebo is derived from the Oquirrh formation, which includes quartzite, limestone, and sandstone. This formation was created approximately 300 million years ago during the Pennsylvania period. The processes that are primarily responsible for the current land formations include fault-block mountain building with ensuing glaciations and stream dissection. The multiple advances and retreats of mountain glaciers have formed the cirque shaped basins which are predominantly found on Bald Mountain and Mount Nebo, as well as the steep-walled and U-shaped canyon sides found at Santaquin Peak and Loafer Ridge.



Natural Qualities

Mount Nebo, North Peak, and Bald Mountain (Top)

Loafer Mountain and Santaquin Peak (Bottom)



Natural Qualities

Petticoat Cliffs on the south end of the Byway near Nephi (Top)

Red rock formations near the south end of the Byway (Bottom)

Devils Kitchen Geologic Area, often referred to as the “Mini Bryce Canyon,” is one of the natural highlights of the Byway. Eroded layers of red-tinted river gravel and silt form whimsical spires and sharp ridges that are reminiscent of the famous “hoodoos” found in Bryce Canyon National Park. In the upper reaches of the red ravine are contrasting white and black cones, commonly referred to as “salt and pepper shakers” on a fiery-hot stove. Visitors viewing these unique features marvel at brilliant contrast of the red landscape to the surrounding mountain greenery



Devils Kitchen

Natural highlight of the Byway.

RIVERS/STREAMS/LAKES/WETLANDS

The Byway encompasses several streams that run throughout its boundaries, helping to sustain plant and animal communities as well as human populations in the valleys below. The major drainages in the Nebo Loop area are Salt Creek, Nebo Creek, Peteetneet Creek and Santaquin Creek, which produce a combined average of 57,500 acre-feet of water annually.

Major fishable streams total six miles in length, with lakes and reservoirs stocked with fish totaling thirty surface acres. The reservoirs are stocked from May through August with catchable rainbow trout and fingerling brook trout, raised by the Utah Division of Wildlife hatchery in the nearby city of Fountain Green.



Wetlands

Byway Riparian Corridors (Left), Byway Streams (Right)

In the upper reaches of Payson Canyon, visitors can experience Maple Lake, Payson Lakes (composed of McClellan Lake, Box Lake, and Big East Lake) as well as Dry Lake and Pete Winward Lake. Watershed restoration projects by the Uinta National Forest have been successful along portions of the Byway to improve site-specific problem areas. Similar restoration efforts will continue as opportunities arise. Water cycles are constantly changing in the area, due in large part to changes in weather, use and management patterns.

WILDLIFE

A variety of small mammals are found along the Byway, including the mountain cottontail, red fox, coyote, badger, raccoon, skunk, and golden-mantled ground squirrel. The most common big game animals include mule deer, Rocky Mountain elk and moose with black bear, mountain lion, mountain goat and bobcat more elusive. Bighorn sheep were transplanted to Mount Nebo through a cooperative effort between the Utah Division of Wildlife Resources and the U.S. Forest Service. The streams support brown trout, and the reservoirs are stocked with rainbow and brook trout.



Wildlife

Mule Deer (Left), Boreal Toad Informational Sign at Jenkin's Flat Interpretive Site (Right)

With a range of habitats including lowland riparian, mountain brush, aspen, mixed conifer, and alpine the Nebo Loop area contains habitat for many species of migrant and year-round resident birds. Some common year-round birds include black-billed magpie, dusky goose, black-capped chickadee, mountain chickadee, red-breasted nuthatch, white-breasted nuthatch, Stellar's jay, ruffed grouse, Cassin's finch, northern saw-whet owl, Clark's nutcracker, house wren, great horned owl, scrub Jay, and the Rio Grande Turkey. The Northern goshawk and flammulated owl are also known to nest in areas along the Byway, and can be seen in areas of mixed conifer and aspen stands interlaced with meadows and streams.

A large percentage of the bird species use riparian habitat found along Peteetneet Creek, Nebo Creek, Salt Creek as well as Payson Lakes, Maple Lake and Red Lake. The bald eagle is perhaps the most prominent bird species, wintering in portions of Nephi Canyon, Salt Creek Drainage, and the Payson Lakes area.

The Byway is included in the *Utah Wildlife Viewing Guide*¹ which identifies ninety-two of the best and most easily accessible wildlife viewing sites in Utah. Wildlife viewing season on the Byway occurs from May through October. Viewing probability is high where visitors stop at turnouts or make short hikes from one of the 27 trailheads.

VEGETATION

A variety of vegetation zones occur along the Byway route, the result of variation in climate created by elevation, soil type, and aspect. These zones include a lower dry warm climate near the valley floor and lower foothills, a middle area of moist warm weather within the lower canyon zones, and broad stretches of areas with short growing season and higher precipitation in the upper canyons and high alpine areas. Vegetation in the area is typical of the Wasatch Mountain range, ranging from scrub oak and grassland in the low foothills to sub alpine forests with meadows, ponds and wetlands in the upper reaches. Vegetation

near the valley floor is sparse and open with wide slopes covered by grass, sagebrush and scrub typical of the sagebrush-cliffrose association. The stands of mountain mahogany interspersed with mountainbrush and oakbrush along the northern aspects of lower Payson Canyon are particularly large and dominant. The upper reaches of vegetation are characterized by large open meadows and brush lands with sagebrush, grass, and large areas of oak, maple and aspen. The vegetation transitions to aspen and white fir as visitors climb the Byway, then spruce and alpine fir, until the timberline is reached, which features an alpine zone with primrose, alpine moss, and tundra plants. The canyon areas are relatively diverse from a vegetation perspective, containing species from both the lower and upper reaches of the route. Wildflowers abound along the Byway during the late spring and summer months.



Vegetation

Indian Paintbrush (Left), Wasatch Penstemon (Right)

¹ Cole, Jim. *Utah Wildlife Viewing Guide*. Falcon Press. Helena Montana, 1990.



Vegetation

Wildflowers in Bloom Among Chokecherries (Top-Left), Mountain Mahogany Forest on the Hillside (Top-Right), Quaking Aspen Forest (Bottom)

Vegetation

High Mountain Meadow at Red Creek Flat (Top), High Mountain Meadow near Byway (Bottom)

SCENIC QUALITIES

A scenic quality is the heightened visual experience derived from the view of natural and manmade elements of the visual environment of the scenic byway corridor. These are characteristics of the landscape that are strikingly distinct and offer a pleasing and memorable visual experience. All elements of the landscape—landform, water, vegetation, and manmade development—contribute to the quality of the corridor’s visual environment. Everything present is in harmony and shares in the intrinsic qualities. This intrinsic quality is the most difficult to inventory as it is the most subjective. What is beautiful? When is one view or scenic drive more beautiful than another?

MAJOR SCENIC RESOURCES OF THE BYWAY

The scenic resources along the byway are perhaps the most significant intrinsic qualities, offering a wide spectrum of visual experiences due to the great natural diversity along the Byway. Climbing from approximately 4,700 to 9,345 feet above sea level along a route through canyons, over steep hillsides and ridges and atop alpine saddles and meadows, the Nebo Loop National Scenic Byway offers sweeping views of looming mountain peaks, vistas and overlooks that are difficult to match. Ascending from the valley floor in Nephi to the forest boundary, sagebrush and dry grasses inhabit the bottoms while willow and other wetland species hug the stream bank of Salt Creek. Rising to higher elevations, quaking aspens frame the vistas into Bear Canyon, Pole Canyon, Sanpete Valley and the northern edge of the San Pitch Mountains. Numerous spires and cliffs can be seen from the roadway along with blue gray volcanic cliffs on the eastern edge of the road.

Continuing north, the middle portion of the Byway offers access to the major overlooks. The views along this section of the Byway vary from panoramas of high mountain ridgelines to the overshadowing crests and alpine landscapes of Mount Nebo and Bald Mountain. Glimpses of Devils Kitchen are provided as one travels upward from the south, although a short hike on a narrow paved trail is required to fully grasp the visual splendor of this brightly colored amphitheater of red rock spires and the sharply contrasting lush mountain greenery surrounding them. Views from

the top of Santaquin Canyon westward provide sweeping views of the flat valleys below, including Utah Lake, agricultural fields and orchards, and the distinct settlement patterns of distant communities, all framed by the Oquirrh mountains which dominate the far horizon.

Visual qualities from Mount Nebo south are dominated by sweeping views along hairpin switchback roads, enhancing the experience of ascending or descending the steep mountainside. The scenic experience is enhanced as views are temporarily blocked by the sheer mountain walls, which suddenly and repeatedly open to sweeping views of the lush mountain valleys to the east and the sub-alpine valleys to the south. Continuing south, the geologic color and texture changes, with hillsides dominated by taupe colors and eroded sandstone walls. The Salt Creek and surrounding low canyon walls dominate the views further to the south, giving way to wide meadows and eventually lush farmland near the mouth of Salt Creek Canyon.



Scenic Qualities

Mount Nebo

For those seeking vistas in more remote areas, numerous trailheads along the Byway provide access into backcountry, lakes, and a designated wilderness area. These are favorite recreation spots for scouts, hunters, horseback riders and hikers seeking the solitude and beauty of remote mountain areas. Hunters enjoy access to their favorite spots in search of game in the autumn months. Lush green pines paired with aspens and cottonwoods exploding with fall color offer endless opportunities to photographers.

The visual tone and texture along the Byway varies significantly by season, due in part to the presence or lack of snow, and the varying stages of deciduous tree growth, understory cover and grass growth. Pines, aspens and cottonwoods explode with autumn colors throughout the Byway, rivaling the best of New England, while the transition from bare trees to fully-leafed forests in the early spring can be a transformative experience.



Scenic Qualities

Aspen Forest



Scenic Qualities

Maple Lake (Top), Santaquin Overlook (Middle), View toward South End of Byway (Bottom)

5. HISTORIC, CULTURAL, AND ARCHAEOLOGIC QUALITIES

HISTORIC QUALITIES

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

GENERAL HISTORY OF THE AREA

Nebo's story is an old one. Native Americans have revered the place and expressed gratitude for the bounties it provided. To them the mountain was both enchanting and mysterious, playing an important role in their stories and lore. It is generally accepted that the name of the place honors the biblical Mount Nebo ("the Sentinel of God") that overlooks Israel and said to be the place of Moses' death. However, some stories relate the name to Nebona, a young Native American woman from the area. According to the book *History of Juab County*, the Great Spirit Wakunda requested that the ancient princess Nebona be sacrificed to atone for a mistake her father made. The woman's intended, Running Deer, persuaded Wakunda to spare Nebona. Racing to the summit of the peak, he watched in horror as she hurled herself off the peak, and swept with grief, he followed her to his own death. Feeling sorry for the children of Running Deer, Wakunda sheltered them in the heart of his mountain, where they sleep to this day, awaiting someone to unlock their compartment.

The Byway is a historical travel corridor, beginning with the Fremont cultures and later to the Ute and Goshute tribes who lived in the area.

² Wilson, Pearl D with June McNulty and David Hampshire. *History of Juab County*. Utah State Historical Society 1999.

Many geological, natural and man-made features along the Byway - such as Peteetneet Creek, Walker (Walkara) Flat and Blackhawk Campground are named after tribes and tribal leaders. The heritage and culture of the Ute Tribe under the command of Chiefs Walkara and Peteetneet, the Walker and Black Hawk Wars, and the legend of Running Deer and Nebona are some of the most well-known examples of the early history of the area.



Historic Qualities

Peteetneet Museum and Cultural Arts Center (Top), Rural Land Use at North End of Corridor (Bottom)

Early explorers to the area included Silvestre Véliz de Escalante from Spain, whose expedition passed through the area during the summer of 1776. In his writings he commented on the beauty and fertility of the place, and the abundance of water. Early mountain men and trappers including Jedediah S. Smith, John C. Fremont and Etienne Provost, traveled through the area during the first half of the nineteenth century. Early Mormon explorers also noted the favorable location, with the development of Payson, Nephi, Mona, Santaquin and Spring Lake by Mormon settlers closely tied to the nearby canyons around Mount Nebo.

HISTORY OF PAYSON AND NEPHI – GATEWAY COMMUNITIES TO THE NEBO LOOP

In 1850, at the north end of the Byway, Mormon Pioneers settled along Peteetneet Creek in a place originally named Peteetneet Town, constructing a fort and developing farms on the surrounding lands. Mormon leader Brigham Young soon after renamed the town to Pacen in 1851, after James Pace, one of the original settlers. Payson marks the northern entrance to the Nebo Loop, and includes the Peteetneet Museum and Cultural Arts Center, a former school building and a unique architectural icon. The three-story structure was built in 1901 by well-known architect Richard C. Watkins and includes red brick walls, distinctive red sandstone accents, and a unique bell tower. The Peteetneet Museum and Cultural Arts Center is still used for public meetings and special events, and includes permanent displays about numerous events and places of significance to the community and the Byway.

On the south end of the Byway, the settlement known as Salt Creek was established in 1851 along Salt Creek in the Juab Valley at the point where the valley floor meets the mountains. The name of the town was later changed to Nephi, after a key figure in the Book of Mormon. Like Payson, Nephi developed into a farming community, but it also had mining industries that extracted salt, lime, and gypsum from nearby sources. Mining continued through the 1950's and even today some mining operations continue on a small scale. As the railroad was extended south in the 1870's, Nephi became an important livestock-shipping center, earning the nickname "Little Chicago" for a time. At one point a short spur line was extended into the lower reaches of Salt Creek Canyon in the southern

reaches of the Byway to facilitate mining activities in the area. As wool and livestock industries became the primary commerce in the region, the Payson Cattlemen's Association was formed in the early 1900's to ensure fair access to public rangelands.



Historical Qualities

Petticoat Cliffs near Nephi

HISTORIC SITES, PLACES & EVENTS ALONG THE BYWAY

The following are examples of some of the historic key sites and places along the route:

Walker Flat is named after Ute Chief Walkara, whose tribe used this area for their summer hunting and fishing grounds for many generations. Under Walkara, the Utes lived relatively peacefully with the Mormon settlers, although this changed when the settlers began to fence land and control local waterways. Hostilities reached a peak in the late 1850's, signaling the beginning of the Walker War. The war lasted over a year, until a treaty between the Utes and the Mormons was signed in Walkara's camp.

The old Loafer Mountain Ski Area and the Maple Dell Boy Scout Camp demonstrate the longtime popularity of the Nebo Loop Scenic Byway for recreation. The **Loafer Mountain Ski Area** was a popular recreation site from the mid-1940s to the mid-1950s. The original facility, with concrete slab foundations still visible, contained a 930-foot-long tow rope with a 284-foot elevation change. The ski area was rudimentarily furnished with a simple shelter, a toilet, and an outdoor picnic area, all of which have been dismantled.

The **Maple Dell Boy Scout Camp**, once the site of an old homestead and then the home of a dance hall with cottages and a spring-fed swimming pool, has provided special experiences and vivid memories for Utah scouts since 1947. Continual improvements have been made at the camp over the years, including the construction of a large lodge in 1960.

Juab County and its settlements were among the first officially recognized by the Provisional State of Deseret in 1849. Several years later, in 1852, Nephi and Mona (then Clover Creek) were the only settlements in the County when then-Governor Brigham Young began appointing probate judges for the territory. Nephi was originally called Salt Creek, and was explored early on by Parley P. Pratt. At Brigham Young's suggestion the settlement's name was changed to Nephi. The pioneers in these communities were responsible for construction of several reservoirs along the Byway, including Pete Winward Lake, Box Lake, McClellan Lake, Big East Lake, Maple Lake, and Dry Lake. Box, McClellan, Big East, and Maple Lakes are year-round fisheries, whereas Pete Winward and Dry Lakes are for irrigation purposes only. Another small reservoir developed by the pioneers, Red Lake, is no longer in use because access was destroyed when the Box Lake dam failed in the late 1970's.

Other significant historic features along the Byway include a monument built in the early 20th century marking the spot where the north and south segments of the original roadway came together, and numerous fenced and partially fenced rangeland test plots. **Holman Test Plot** is a particularly intact example. It was fenced off from grazing in 1951 to demonstrate the effect on plant life; the plot continues to provide a glimpse of pre-grazing land conditions.



Historical Qualities

Walker Flat – Looking South (Top), Maple Dell Boy Scout Camp (Bottom)



Historical Qualities

Holman Test Plot

HISTORY OF THE ROADWAY

The route that eventually became the Nebo Loop National Scenic Byway was used for centuries by Native Americans and later, by explorers and pioneers. By the early 1900's this passage was composed of two separate pieces of roadway – one segment providing access from Payson to the north, and the other providing access from Nephi in the south. Access from Payson was originally provided through the Goose Nest Springs area on the eastern side of Tithing Mountain, a route that had been established by the Native Americans. The Mormons constructed the existing route through Payson Canyon in the late 1850's as part of a project to put unemployed members of the community to work.

A rough wagon road originally connected the two segments through the 1930's, when the Civilian Conservation Corps (CCC) united the two roads. The CCC also established a camp in the Salt Creek area during this period, and worked on campground improvements, road construction, and

erosion control projects throughout the Mount Nebo area. The CCC also established a camp at the north end of the Byway, where they constructed stone retaining walls along Peteetneet Creek, allowing the road and stream to coexist in this narrow portion of the Byway. The pathway to Devils Kitchen Overlook was also constructed during this period, and Payson City and the Mutual Improvement Associations funded the construction of a “recreation house” in Payson Canyon near the ranger station. The stone walls were erected, but construction was halted when funds ran out. The Cocklebur Riding Club eventually purchased the facility, completed the necessary improvements, and the cabin is presently used by the members of the association.



Historical Qualities

CCC Construction at the North End of the Byway (Left), CCC Pathway at Devils Kitchen Overlook (Right)



The monument marking the location where the two road segments came together was also built during this period, but was moved from its original location at some point in the recent past. The exact location of the original point where the two roads merged is no longer known. The road was paved in the early 1960's, and is currently maintained by the U.S. Forest Service through maintenance agreements with Juab and Utah counties. Major floods were recorded in 1907 and again in 1973 when one of the reservoirs broke, sending mud and water down the canyon and into many homes in the valley, destroying buildings and washing out large segments of the roadway.

HISTORY OF MOUNT NEBO AND THE SURROUNDING AREAS

Chief Walkara led William W. Phelps and a contingent of early Mormons on an expedition to Mount Nebo in 1849, and it may have been on that



Historical Qualities

Box Lake (Top), Monument where the two roads were united (Left)

occasion that it received its Old Testament name. Little was recorded by members of the group, but from sketchy notes, it appears that the main purpose was to make "scientific observations." During their visit, they named one of the three peaks "Phelp's Peak", which provided a stunning view of the surrounding valleys to the west. Original surveys placed the southern peak as the highest at 11,877 feet (3,620 meters). However, when the mountain was resurveyed in the 1970's the northern peak was found to be the highest at 11,928 feet, even though two substantial trails already led to the south summit. Today three trails provide access to the peaks.

Other areas of interest in the northern end of the Byway include the Bennie Creek Trail, which was an ancient travel route connecting Utah Valley to Birdseye and Sanpete Valley. The trailhead for this route was the site of the Payson Co-op Sawmill from the 1870's to 1880's, and first CCC encampment at the north end of the Byway. Nearby is the Dry Creek Spillway, a National Historic Register Site.

HISTORY OF THE MOUNT NEBO WILDERNESS AREA

The Byway is the primary access to Mount Nebo Wilderness Area, which was designated by the United States Congress in 1984³. The wilderness area encompasses 28,022 acres and is managed by the U.S. Forest Service. The centerpiece of the southern portion of the wilderness is Mount Nebo, which looms above the wilderness area between Interstate 15 on the west side of the area, and the Byway to the east. Wilderness elevation begins at approximately 5,400 feet elevation, climbing through mountain valleys and meadows broken by moderate to steep ridges. The Wilderness Area encompasses four U.S. Forest Service maintained trails, totaling approximately 21 miles within the wilderness area. The trail system provides access to sites and is linked with other trails that border the wilderness area.

3. On December 20, 2002 the U.S. Congress approved adjustments to the Mount Nebo Wilderness Area boundary to account for the maintenance of preexisting developments to the water systems that had supplied clean water to Juab County since the late 1800s. The modifications also excluded a small portion of private land within its boundaries, and the inclusion of an adjacent portion of U.S. Forest Service land as compensation, resulting in a ten acre net-gain of land within the Wilderness Area boundaries.



CULTURAL QUALITIES

A cultural quality includes the evidence and expressions of the customs or traditions of distinct groups of people. Cultural features include, but are not limited to crafts, music, dance, rituals, festivals, speech, food, vernacular architecture and special events that are currently practiced. A significant feature of the National Scenic Byways Program is that it recognizes the importance of cultural activities along a route as well as the natural and built landscapes through which the road travels. Cultural qualities often overlap with other intrinsic qualities.

TRADITIONAL USES OF THE LAND

The Byway has traditionally been used for the natural resources it provides. Prior to the arrival of Mormon Pioneers in the area, the land surrounding the Byway was used for farming and hunting by native groups. Pioneers later used the land for timber, mining and livestock grazing. These uses continue today, although generally smaller in scale and less intensive than in previous generations.

Recreational users enjoy the area for a range of activities, including camping, hunting, fishing, horseback riding, hiking, mountain and road biking, canoeing, swimming and rock climbing. Boy Scouts from all areas of Utah gather at the Maple Dell Boy Scouts of America Camp located in the Payson Canyon portion of the Byway. The Byway also provides multiple access points to the Mount Nebo Wilderness area for equestrians and hikers seeking adventure, beauty and solitude, and each autumn hunters camp along the Byway as they venture into the wild terrain. Winter sports enthusiasts are able to snowmobile and cross-country ski the groomed trails that trace the roadway and intersecting winter trail system.

Reservoirs that were constructed to hold water from the spring runoff and irrigate farm crops in the valleys below are still in use, four of which are stocked for recreational fishing. Payson Lakes, Maple Bench, Blackhawk, Bear Canyon and Ponderosa Recreation Areas provide a range of recreation activities including camping, canoeing, fishing and picnicking. These areas are particularly popular with residents of nearby communities, many of whom consider the Byway an important piece of their heritage



Historical Qualities

Mount Nebo Peaks with Devils Kitchen (Top),
Day Use Area at Big East Lake (Bottom Left),
Loafer/Bennie Creek Trailhead (Bottom Right)

WORKING CULTURE OF THE BYWAY – RANGE

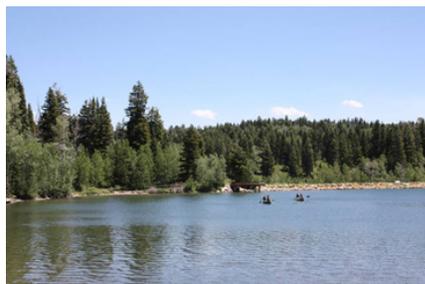
The Byway travels through two grazing allotments managed by the Juab County Livestock Association to the south and the Payson Livestock Association in the northern portions of the Byway. As a result, visitors will see cattle along the route during the summer months. The allotments are managed under a rest-rotation grazing system that allows vegetation to be healthy, vigorous and well managed. The U.S. Forest Service has worked with these groups to reseed canyon areas with native grasses in an effort to minimize the impacts of grazing-induced erosion.



WORKING CULTURE OF THE BYWAY – TIMBER AND MINING

The conifer, pine and aspen stands along the Byway are managed to maintain a healthy forest. Insect and disease infestations are treated through harvesting or prescribed fire to maintain the scenic and aesthetic values of the forests and landscape.

Although mining has taken place since the mid-nineteenth century, activities have waned since the 1950's. Railways and roads used to service these facilities in the past have been largely abandoned, yet are still visible from vantages along the Byway route, providing a reminder of the mining history of the area.



Cultural Qualities

Grazing on the Byway (Top), Conoeing at McClellan Lake (Bottom Left), Equestrians & Hunters Accessing the Byway (Bottom Right)

Cultural Qualities

Rangeland on the Byway (Left), Juab County Livestock Association Facility (Right)

ARCHAEOLOGICAL QUALITIES

An archaeological quality addresses characteristics of prehistoric or historic human life or activity that are visible and capable of being interpreted. The archaeological aspects of the byway are often identified through artifacts, mounds, structural remains and traditional use areas, and as a result have cultural and scientific significance. Visitors have opportunities to learn and appreciate through interpretation of these resources and areas. However, if travelers are not able to see the evidence, the byway cannot be designated for its archaeological quality, even if it has great scientific significance. On the other hand, if the site is visible and it is extremely fragile and sensitive to disturbance, careful management is necessary to prevent damage to or loss of these resources. Interpretation is therefore important, but preservation and protection of archaeological qualities is the highest priority.

At one period in time, the Utah Valley supported one of the largest Native American populations in the Great Basin region. If you had traveled to the location of the Byway's Utah Valley Overlook in about A.D. 1500, you would have seen smoke curling up from several large villages on the valley floor. Few remnants of these thriving cultures remain today, or they are as yet undiscovered. The most significant archaeological site along the Byway route itself is Walker Flat, which was a favorite camping spot of the Ute Indians, whose ancestors used the area for summer hunting and fishing for many generations.



Archaeological Qualities

Walker Flat (Top), Mount Nebo Wilderness Area (Bottom)



6. RECREATIONAL ACTIVITIES

RECREATIONAL ACTIVITIES

A recreational quality involves outdoor recreational activities directly associated with and dependent upon the natural and cultural elements of the corridor's landscape. The recreational activities provide opportunities for active and passive recreational experiences. They include, but are not limited to, skiing, rafting, cycling, boating, fishing, hunting and hiking. Traveling along the road itself may qualify as a pleasurable recreational experience. The recreational activities may be seasonal, but the quality and importance of the recreational activities as seasonal operations must be well recognized. Recreational quality will frequently overlap with the other intrinsic qualities.

The recreational setting along the Byway provides numerous opportunities for a variety of experiences. Chief among these are camping sites for groups and individuals, which are located throughout the Byway within designated sites removed from the route, and at more informal "dispersed sites" adjacent to the Byway. The Payson Lakes provide a place to launch canoes, rafts, and non-motorized boats, and for anglers to cast a line from the shore of the lakes and nearby tributaries.

Recreational opportunities are diverse and plentiful along the Byway. The following is a description of some of the key recreational facilities and activities found in the area. Maps of the recreational opportunities along the Byway are located at the end of this section.

Camping & Day Use Facilities

The Byway provides access to eight developed campgrounds. The campgrounds within the Uinta National Forest are managed by a private concessionaire that is contracted directly with the U.S. Forest Service. Detailed information about the campsites and reservations are available online through Reserve America (www.reserveamerica.com).

Three developed camp areas are in Salt Creek Canyon; Ponderosa, Cottonwood, and Bear Canyon. Ponderosa Campground has numerous

single family sites with tables, fire rings, restrooms, and drinking water. The popular Andrews Trailhead is within walking distance of Ponderosa Campground. Bear Canyon Campground has several single family sites and three large group sites that can accommodate between 50-75 people each. Tables, fire rings, restrooms, and serving tables are available. Cottonwood Campground has few amenities because it is intended provide a more secluded and natural camp setting.

Big Mountain Campground is a private camp area on SR-132 that offers a range of accommodations for tent camper and recreational vehicles; there are also cabin rentals available. Outside of Nephi and Payson, this is the only location along the Byway with services (e.g. general store, laundry, showers, internet).

Blackhawk Campground offers developed sites with tables and fire rings for large groups and single family campers. Special accommodations for horses are also provided, including water troughs, horse corrals, and hitching racks.

Payson Lakes Campground is the largest camp area along the Byway. The campground has over 100 sites, including several sites that accommodate larger groups. There is also a day use area on the shore of Big East Lake with a small swim beach, tables, and a paved nature path that circles the lake.

The Maple Lake and Maple Bench camp areas are smaller sites situated near lakes north of the Payson Lakes area. Tinney Flat Campground is located in Santaquin Canyon and could be an interesting destination for Byway travelers.

A ranger station near Payson Lakes occupies a historic wood frame cabin. In the future, it is planned that this cabin and others managed by the U.S. Forest Service will be available for rent by the public.

The Devils Kitchen Overlook and Payson Canyon Park also provide picnic tables and fire rings for day use.



Recreational Activities

Payson Lake Entrance Sign (Top), Cottonwood Campground Entrance (Bottom)

Recreational Activities

Ponderosa Campground (Top), Ranger Station (Bottom)



Recreational Activities

Payson Lakes Day Use Area (Top), Interpretive Plant Signs along Devils Kitchen Overlook Pathway (Bottom Left), Fishing at Maple Lake (Bottom Right)

Recreational Activities

Payson Lakes Day Use Area (Top), Day Use Area at Payson Canyon Park (Bottom)

HUNTING

Hunting is a popular activity along the Byway, particularly during the autumn season. Big game hunting – deer and elk in particular – is by far the most commonly sought game. Big game hunters can be seen in the area during the late summer early fall season. The Byway also provides access to hunting opportunities for dusky grouse, ruffed grouse, Rio Grande Turkey, and snowshoe hare.

The wide range of formal campgrounds and dispersed camping sites along the Byway provide good base camps for hunting parties; campsites are well used during October and November hunting seasons.

TRAILS

Twenty-seven trails are located along the Byway, seven of which lead into the Mount Nebo Wilderness Area. Mount Nebo is the highest peak of the Wasatch Mountain range. The mountain is crowned by three peaks, with the northern peak reaching 11,928 feet. Parts of the mountain are covered in snow from mid-October until July and it is a popular, although strenuous, destination for hikers and equestrians.

As seen in the accompanying Recreation Activities Maps, trails along the Byway serve hikers, mountain bikers and equestrian users, although not all trails accommodate all user groups simultaneously. Trailheads and parking areas are dispersed along the length of the Byway.



Recreational Activities

North Peak, Nebo Bench, and White Pine Hollow Trailheads into Mount Nebo Wilderness Area (Left), Summit Trailhead (Right)

VIEW AREAS

There are seven scenic overlooks, with parking and interpretive panels, including Beaver Dam, Utah Valley, Santaquin, Bald Mountain, Mount Nebo, Devils Kitchen, and Salt Creek. The overlook at Devils Kitchen has restroom facilities, picnic tables, and is ADA accessible.

WINTER USE

The Byway is a popular destination for snowmobiles and cross-country skiing during the winter season. The snowmobile trails are groomed once a week from mid-December to mid-March depending on snow levels, increasing the recreational and scenic opportunity for users of the Byway to a nearly year-round basis while serving as an important link of the winter trail system in Utah. People also venture out on Nordic skis and snowshoes, following existing trails or exploring the back country.

Winter staging areas provide parking to accommodate vehicles with trailers, and are situated near roadway closure gates. There are several staging areas on both the south and north segments of the Byway; as snow levels fluctuate, the staging areas immediately adjacent to the snowpack are utilized.

MOTORIZED USE

Off-road motorcycle use is allowed on several designated trails along the Byway including Mona-Pole Canyon, Bennie Creek, Shepherder, Shram Creek, Rock Springs, Holman Canyon, Jones Ranch, Sawmill Fork, Summit Trail, and Page Fork. All-terrain and off-highway vehicle (ATV and OHV) use is generally not allowed on trails along the Byway corridor, with the exception of the Mona-Pole Canyon Trail. The Mona Pole Canyon Trail is an old mining road that bisects the Mount Nebo Wilderness Area and connects the town of Mona to the Byway near the Monument Trailhead.



Recreational Activities

A series of gates allow access to snowmobiling and other winter activities.



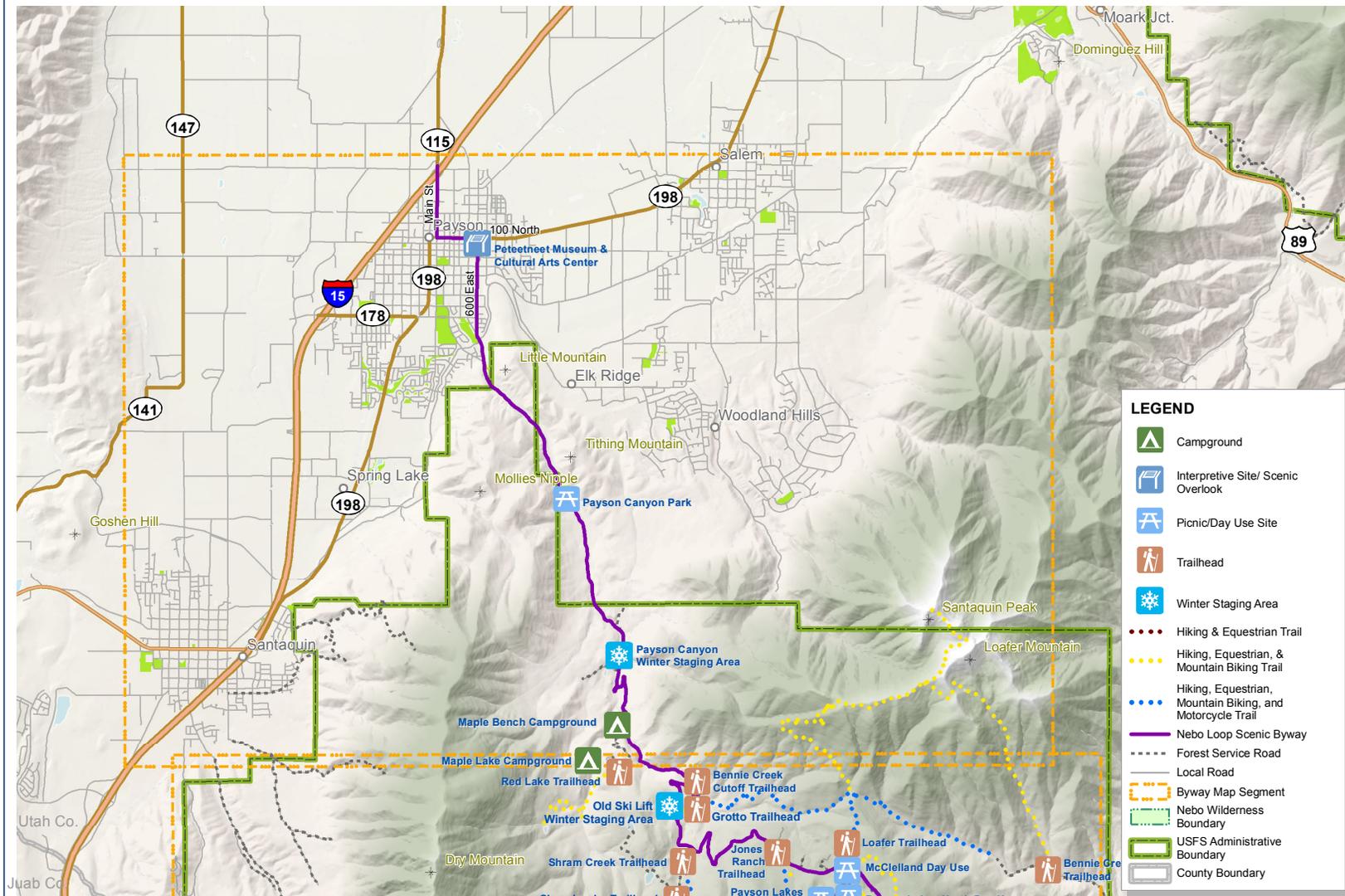
Table 6. Summary of Recreational Activities

SITE	CAMPING	CANOEING	FISHING	HIKING	HORSEBACK RIDING	MOUNTAIN BIKING	PICNICKING	WINTER SPORTS	MOTORCYCLE TRAILS	INTERPRETIVE SITES & VIEWS
Andrews Trailhead				X	X					
Bald Mountain Overlook										X
Bear Canyon Campground	X		X	X	X	X				
Bear Canyon Trailhead				X	X	X				
Bear Trap Ridge Trailhead				X	X	X				
Beaver Dam Overlook										X
Beaver Dam Trailhead				X	X	X				
Bennie Creek Cutoff Trailhead				X	X	X			X	
Bennie Creek Trailhead				X	X	X				
Big Mountain Campground	X									
Blackhawk Campground	X			X	X	X	X			
Blackhawk Trailhead				X	X	X				
Cottonwood Campground	X									
Devils Kitchen Interpretive Site & Trail				X	X		X			X
Grotto Trailhead				X	X	X				
Holman Canyon Trailhead				X	X	X			X	
Jenkins Flat Interpretive Site & Winter Staging Area			X					X		X
Jones Ranch Trailhead				X	X	X			X	
Loafer Trailhead				X	X	X			X	
Mahogany Hill Trailhead				X	X	X				
Maple Bench Campground	X	X	X	X		X				
Maple Lake Campground/ Day Use Area	X	X	X	X			X			
McClellan Lake Day Use Area			X							
Monument Trailhead				X	X	X				
Mount Nebo Wilderness Area	X			X	X					
Mt. Nebo Overlook										X

Table 6. Summary of Recreational Activities

SITE	CAMPING	CANOEING	FISHING	HIKING	HORSEBACK RIDING	MOUNTAIN BIKING	PICNICKING	WINTER SPORTS	MOTORCYCLE TRAILS	INTERPRETIVE SITES & VIEWS
North Peak Trailhead				X	X					
Page Fork Trailhead				X	X					
Payson Canyon Park						X				X
Payson Canyon Winter Staging Area								X		
Payson Lake Guard Station	X									
Payson Lake South Day Use Area		X								
Payson Lakes Campground	X	X	X	X						
Payson Lakes North Day Use Area			X	X			X			X
Peteetneet Museum & Cultural Arts Ctr.										X
Ponderosa Campground	X									
Red Lake Trailhead				X	X	X				
Rock Springs Trailhead				X	X	X			X	
Salt Creek Overlook										X
Salt Creek Trailhead				X	X					
Santaquin Overlook										X
Sawmill Nebo Creek Trailhead				X	X	X			X	
Shepherd Trailhead				X	X	X				
Shram Creek Trailhead				X	X	X			X	
Old Ski Lift Winter Staging Area	X							X		
Summit Trailhead				X	X	X			X	
Tinney Flat Campground	X		X	X		X				
Trumbolt Day Use Area							X			
Upper Salt Creek Winter Staging Area								X		
Utah Valley Overlook										X
White Pine Hollow Trailhead				X	X					
Willow Canyon Trailhead				X	X					

Figure 5: Recreational Activities Map - Segment 1

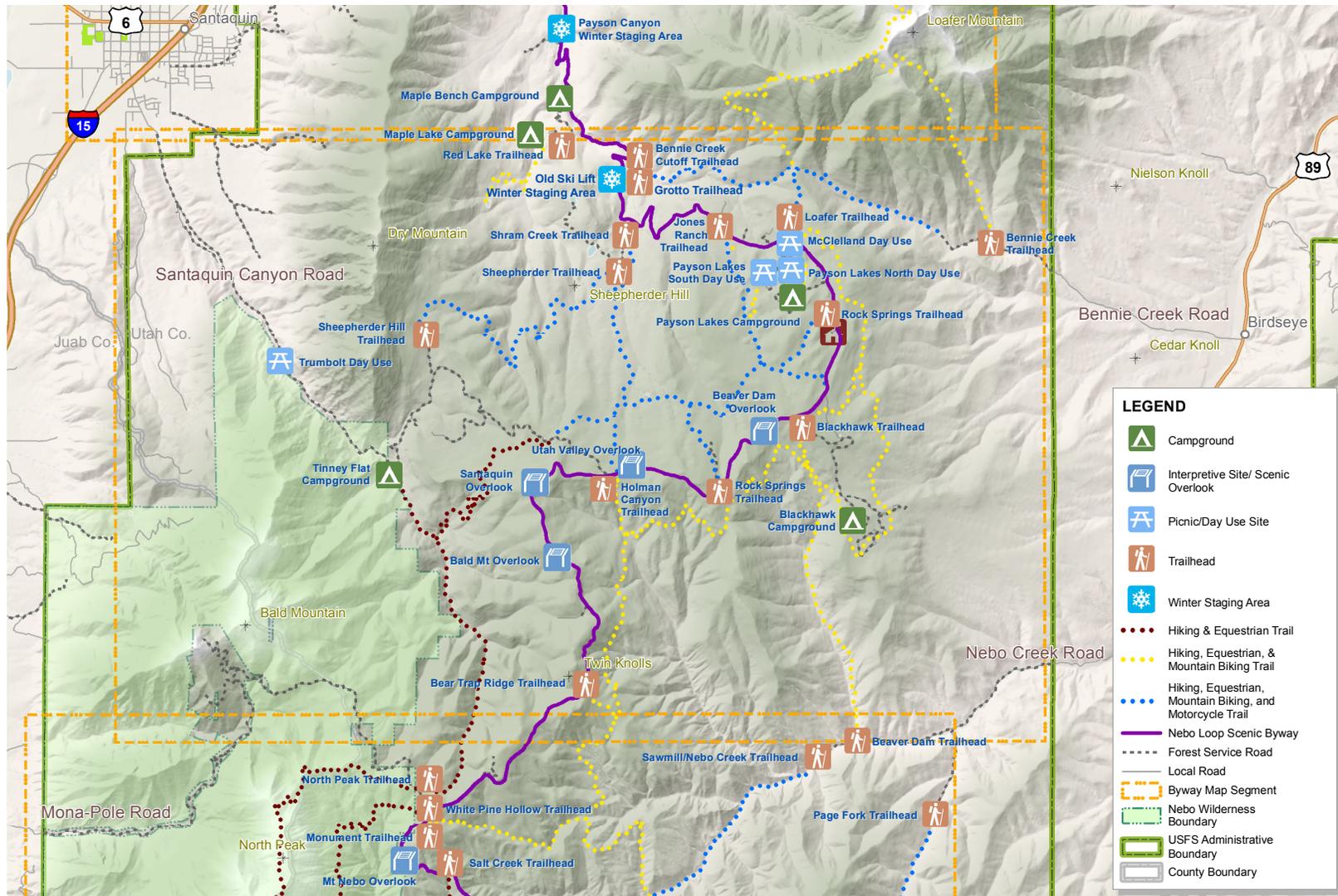


Recreational Activities Map - Byway Segment 1 Nebo Loop National Scenic Byway

0 0.5 1 2 Miles 1:100,000



Figure 6: Recreational Activities Map - Segment 2

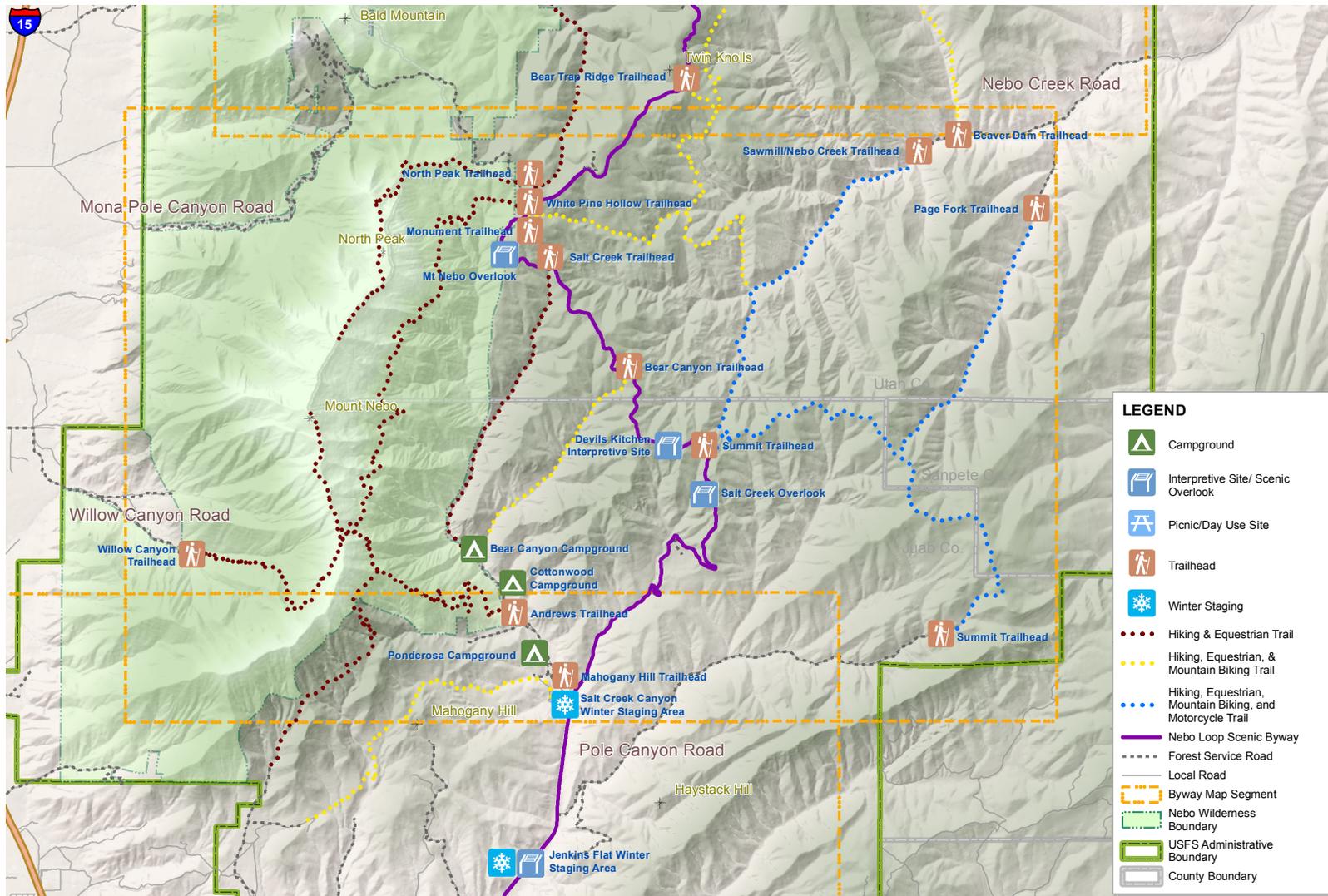


Recreational Activities Map - Byway Segment 2 Nebo Loop National Scenic Byway

0 0.5 1 2 Miles 1:100,000



Figure 7: Recreational Activities Map - Segment 3

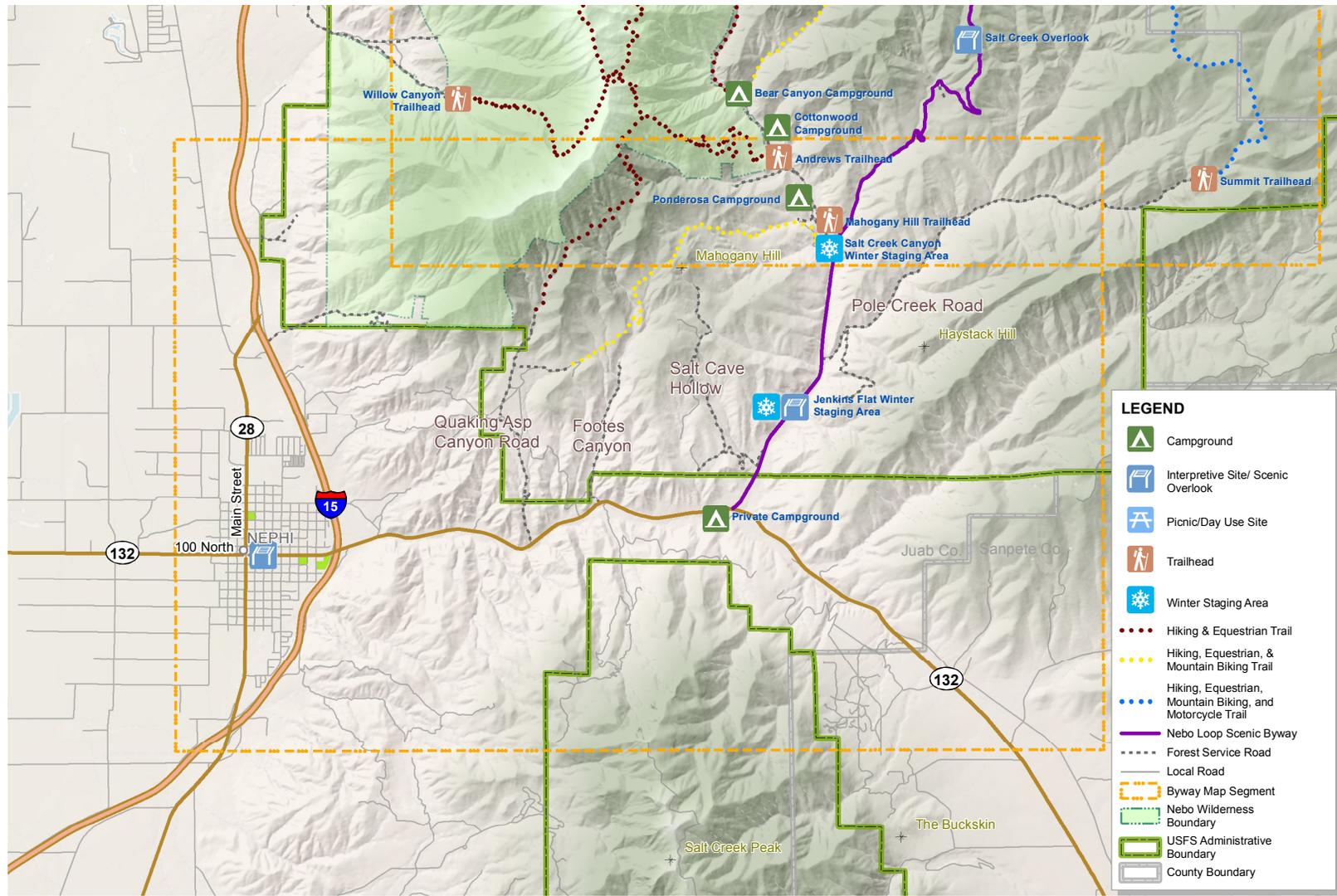


Recreational Activities Map - Byway Segment 3 Nebo Loop National Scenic Byway

0 0.5 1 2 Miles 1:100,000



Figure 8: Recreational Activities Map - Segment 4



LEGEND

- Campground
- Interpretive Site/ Scenic Overlook
- Picnic/Day Use Site
- Trailhead
- Winter Staging Area
- Hiking & Equestrian Trail
- Hiking, Equestrian, & Mountain Biking Trail
- Hiking, Equestrian, Mountain Biking, and Motorcycle Trail
- Nebo Loop Scenic Byway
- Forest Service Road
- Local Road
- Byway Map Segment
- Nebo Wilderness Boundary
- USFS Administrative Boundary
- County Boundary



Recreational Activities Map - Byway Segment 4
Nebo Loop National Scenic Byway

0 0.5 1 2 Miles 1:100,000



7. OUTREACH AND PROBLEM IDENTIFICATION

STAKEHOLDERS

Public engagement is a crucial component in the development of a CMP and any ensuing updates. As with many planning documents, feedback taken from the communities within the study area shape and guide the recommendations and strategies of the plan. The Committee members, identified in Chapter 2 of this Plan, played a critical role in overall plan development and refinement; they provided guidance on background information, historical use of the Byway, current stakeholders and public engagement opportunities, and potential improvement and strategy recommendations for the Byway. Minutes from Committee meetings are provided in the Appendix to this CMP.

As part of the planning process for this CMP Update, the project team identified a range of stakeholders along the Byway and encouraged their participation in the planning process. These included representatives from:

- Payson City, Nephi City, Utah County, and Juab County elected and appointed offices;
- Peteetneet Museum and Cultural Arts Center;
- Uinta-Wasatch-Cache National Forest
- Utah Division of Wildlife Resources;
- Maple Dell Boy Camp;
- Big Mountain Campground;
- Utah State History Division;
- Local and regional signage and billboard industries; and
- Non-motorized and motorized trail advocacy groups;

These individuals and agencies were invited to attend mobile outreach sessions and stay up-to-date on the project through the project website, www.mtneboscenicbyway.com.

PUBLIC EVENTS

On Saturday July 14, 2012, members of the CMP Update project team conducted public outreach in the communities of Payson and Nephi. The purpose of the outreach was to gather feedback from the public on issues and opportunities along the Byway, and provide information about the CMP Update.

Advertising for the outreach events was done through the project website, Payson City website, posters, and direct mailers. The Times-News Publishing Company, whom distributes utility bills for Nephi City, inserted a printed flier advertising the CMP Update and outreach events into 2,530 utility bills. A total of 390 postcards were sent directly to addresses of private property owners adjacent to the Byway and to individuals with cabins permitted through the Forest Service.

Project team members staffed booths at the Ute Stampede Craft Show in Nephi, and the Payson Scottish Festival from 9AM – 5PM and answered questions, took comments, and distributed surveys during that time. Approximately 115 people spent time talking to the project team about various Byway topics. The comments are summarized below; more detailed information on comments and survey results is provided in the Appendix to this document.

- We like the Byway the way that it is. It is clean and seems well-maintained.
- There are conflicts between different user groups along the Byway, such as ATV's, equestrians, hikers, hunters, etc.
- Road biking is a popular activity in Payson but not on Saturdays or holidays because it's too busy. A bike lane or path would be nice.
- It's really nice to have someplace where you can take a 2WD car and be able to have a scenic drive.
- Cattle are a problem.
- There is an opportunity for a pullout with picnic tables between Payson Lakes and Beaver Dam Overlook. Also, there are few pullouts in Nephi Canyon – it would be nice to have more pullouts to be able to stop and enjoy the views.
- There aren't enough opportunities to camp or stay overnight on the

Byway. Some existing campgrounds are expensive, and some sections of the Byway have no camping opportunities. The dispersed camping in Nephi Canyon sometimes feels unsafe for families with young children, as they are not comfortable being that close to the road. The developed sites in Salt Creek Canyon aren't configured to accommodate larger newer trailers.

- Interpretive panels are somewhat generic. Nebo Overlook site lacks information about the peaks. Users are confused about the Beaver Dam Overlook – there is no dam in sight and the information panel does not explain.
- It's difficult for travelers to find good maps with detailed information about activities or trails on the Byway.
- Payson Lakes is too crowded, and the parking situation is too busy. If users are going to be charged fees at Payson Lakes, they would like to see more improvements there to justify the fees.
- Many travelers would like better information about Byway management, such as gate closure dates and locations, and changes to access or rules related to camping/hiking/ATV use.
- They should have a snowmobile shuttle in the winter, pull people up the road and then let them ski down. They should put the old ski lifts back in service.
- It would be nice to have better maps and orientation information at Jenkins Flat. Users would be interested in trailheads and information about the trail destination, length and difficulty.
- Some Byway visitors would like more ATV access, and see opportunities where ATV trails could be added.
- Nephi Canyon is difficult to navigate with trailers.
- Rockfall on the road can be a safety problem, and there are some sections of road with steep drop offs that could use guardrails, especially in Nephi Canyon.
- Devils Kitchen is an important attraction and could be used to market the Byway.
- Roadside trash, dead trees in Salt Creek Canyon, and other factors such as invasive weeds can detract from the scenic qualities of the Byway.
- Hunting is an important use not shown on the survey. They should sell ATV permits to hunters so they can retrieve their animals.

In April 2013, additional public open houses were held to show the public the recommended projects and strategies. Comments received were minimal; those are provided in the Appendix.

TRANSPORTATION SAFETY

Collision data on the Byway is limited in its availability. Data was available from Utah County as well as UDOT for the portions of the Byway that these agencies control; this information is shown in the image to the right. This image illustrates the location of collisions that occurred on the Utah County portion of the Byway from 2000 to 2010. Note the concentration of accidents reported in Payson Canyon. Payson Canyon has steep grades and sharp curves; these features can contribute to above-recommended speeds and imperfect sight distance, which are common factors in incidents in which a single-vehicle departs from the roadway.

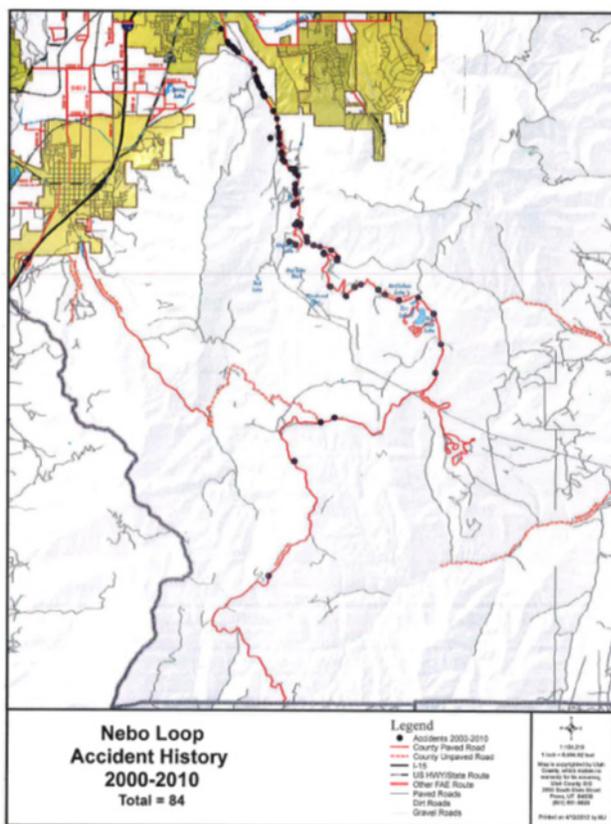
The high concentration of collisions in Payson Canyon may also reflect higher traffic volumes on this portion of the Byway. It is reasonable to expect the lower reaches of the Byway near Payson to experience the highest traffic volumes, since it is highly accessible from the urban area nearby.

Note the few number of collisions reported on the Byway south of the Payson Lakes area. The terrain of the upper plateau is rolling, and therefore the Byway features more gradual grades and curves.

Other safety issues can be noted in the absence of more comprehensive data. For instance, on the upper portions of the Byway near Holman Creek, Bald Mountain Overlook, and Bear Trap Ridge (among other locations), the Byway road is cut into a steep slope, with a precipitous drop for any travelers not paying careful attention. Guardrails consistent with the rural atmosphere may increase user comfort and safety along these sections. Furthermore, as travelers heading south on the Byway pass into Juab County, several sections of the Byway have noticeable rockfall debris in the roadway. This poses a travel hazard to motorists, and especially to cyclists traversing the Byway. Keeping road shoulders relatively clear of debris is especially critical in downhill sections, where cyclists can often reach speeds comparable to vehicles. Rockfall protection strategies could benefit

both groups of travelers in these sections.

During outreach sessions conducted for this CMP Update, some individuals reported on the popularity of the Byway as a road cycling route, particularly in Payson Canyon. Bicycle counts are not available for the Byway. However, a review of local cycling advocacy resources and calendars reveals several rides and races which take place regularly on the Byway. These include multiple long-distance rides organized by Salt Lake Randonneurs, the Wonder Woman Century, the Springville to Nephi Super Series, and the Tour of Utah multi-stage race.



Transportation Safety

Nebo Loop Accident History

DETRACTING USES

Some land uses along the Byway detract from its scenic qualities. However, these are relatively minimal and tend to be clustered around the bases of the canyons along the Byway. They include:

- Dispersed camping within a short distance of the Byway
- Utility corridors near the intersection of the Byway with SR-132;
- Utility facilities such as municipal water tanks, Questar sheds, and the Strawberry Water Users power plant
- Electrical transmission facilities that bisect the Byway corridor in Payson Canyon. Note that new electrical transmission facilities are planned within this utility corridor.
- Vehicle and gear storage on private property

While there are zoning regulations which apply to land uses along portions of the Byway, none of the jurisdictions have adopted design guidelines or viewshed protection ordinances. Advisory guidelines may be useful for local jurisdictions wishing to preserve the intrinsic qualities along the Byway. Additional support for such guidelines might be garnered if there is a connection between preserving scenic qualities and promoting economic development in the Byway communities.

NEED FOR VISITOR INFORMATION RESOURCES

There are opportunities to improve visitor information. For instance, the visitor centers in Nephi and Payson provide an important service, however they do not open on weekends when Byway visitation is high. Information about road conditions and seasonal gate closures is not easy to find. As noted in Chapter 3, there are several websites that offer information about the Byway, but travelers would benefit from one consolidated resource for travelers with detailed information, trail maps, guidance on visitor services and local businesses, and a listing of activities they may not have considered. There are opportunities to capitalize on online marketing for the Byway as well as inspire those already familiar with the Byway to expand their experiences. America's Byways provides an 'Online Strategies' publication that helps Byways to maximize their online presence. Additional marketing strategies are addressed in Chapter 8 of this CMP.

PROTECTING THE INTRINSIC QUALITIES

Increased levels of visitation and recreation along the Byway have the potential to impact the highly-valued scenic and natural qualities and resources of the area, including vegetation and wildlife. Increased use can also impact wetlands and water quality, requiring adaptive management approaches to protect the resources that contribute to the intrinsic qualities of the Byway.

DISPERSED CAMPING

The policy of allowing “dispersed” campsites along the Byway presents a particularly challenging issue for resource and viewshed protection. Current policy allows camping in any of 34 dispersed areas, where vehicles are allowed to park and establish a campsite as long as it is located within 150 feet of the roadway. It is clear that dispersed camping is valued by many stakeholders and Byway visitors, and yet the visual impacts of roadside campsites are difficult to ignore.

Much of the dispersed camping along the Byway occurs in the cool high grasses along riparian zones, creeks and tributaries. In some cases visitors have heavily impacted these areas by trampling vegetation to the bare soil, causing erosion into the creeks and lakes.

WILDFIRE

Wildfire is a naturally occurring phenomenon that can have significant impact on the Byway resources and qualities that make it unique. Impacts to key facilities by wildfire have been greatly reduced through suppression efforts in the past, and man-caused fires and fires that threaten facilities will be aggressively suppressed to minimize impacts to facilities.



Protecting the Intrinsic Qualities

Dispersed Camping along the Byway (Top), 2012 Wildfire East of Byway (Bottom)

8. *MARKETING AND ECONOMIC DEVELOPMENT*

This chapter outlines marketing strategies the Byway Committee should consider to enhance visitor experience and increase visitation to the Byway and surrounding communities. It is not expected that the Committee implement all of the options presented. Rather selection of strategies and timelines, and delegation of responsibilities is at the discretion of the Committee.

GOALS

There are three primary goals for marketing and economic development on the Byway:

- Increase overall awareness and number of annual visitors to the Byway.
- Draw Byway visitors to local businesses in nearby communities to promote economic growth.
- Enhance amenities along the Byway to improve overall experience of Byway visitors.

AUDIENCES

The Byway appeals to a wide range of potential audiences, as described below.

OUTDOOR ENTHUSIASTS

This generally includes singles and couples ages 18 to 70, who live within a 100-mile radius of the Byway and enjoy outdoor activities such as camping, hiking, biking, horseback riding, hunting, fishing and winter sports. This audience is constantly seeking adventure and opportunities to explore the outdoors and does not mind traveling for a memorable outdoor experience. The interests of this audience include exploring, adventure and outdoor activities.

FAMILIES

This includes large and small families within a 50-mile radius of the Byway, looking for an affordable activity that fosters family bonding. This audience is looking for a half-day and overnight camping experience or possibly a family reunion at one of the accommodating campgrounds on the Byway. The interest of this audience is to spend quality time with family in the beautiful outdoors.

TOURISTS/SIGHTSEERS

This audience consists of locals and tourists, ages 18+, looking for the opportunity to quickly experience the natural beauty of the Byway. This audience includes travelers along I-15 whose final destination is not the Byway, and it also includes locals who are looking for a quick opportunity to explore the beauty of the Wasatch Mountain Range. The interest of this audience is to quickly experience the natural beauty of the Byway.

STRATEGY ONE

The Byway Committee could employ social media to create awareness and encourage more visitors to explore the Byway.

ACTION: CREATE A FACEBOOK PAGE

Committee members should consider developing a Byway Facebook page to interact with fans and provide information about the Byway, including history, photos, campgrounds, trails, events and seasonal activities. A Facebook page should be updated 2-5 times a week and can be managed by an intern or Committee member. Tactics include:

- Add basic account information, including photos, a description of the Byway and activities offered
- Post bi-weekly mystery photo and ask fans to guess the location
- Feature information about seasonal activities
- Post interesting facts about the Byway
- Host quarterly photo competition and give away prize to winner
- Encourage visitors to post photos and write about their experiences on the Byway
- Create Facebook URL (example: Facebook.com/NeboLoop) and in-

clude in all informational media

- Post a featured trail or campground of the month and include photos, information about the surrounding environment and wildlife and general info such as distance and difficulty of trails
- Encourage and/or offer incentive to existing fans to “share” the Facebook page to develop new fans

Creating a Facebook page is relatively low cost, and should be a high priority. Facebook is a free, dynamic and widely used networking tool that allows individuals and businesses to communicate to a targeted audience. Facebook allows multiple admins to edit the page. However, you must have a Facebook account to access page information. In addition, Facebook requires regular updates and ongoing maintenance.

ACTION: ENGAGE LOCAL BLOGGERS

Bloggers can be approached to write about their experiences on the Byway. Bloggers can be found by searching key words at www.google.com/blogsearch. Tactics include:

- Create blogger media list using basic Google searches and google.com/blogsearch. List should include well-known Juab and Utah County bloggers as well as outdoor bloggers
- Search each blogger on Alexa.com to determine popularity. Any blog with an Alexa ranking under 1,000,000 should be added to the media list. (Alexa.com calculates this number based on average daily visitors and total page views. For reference, the number one website is google.com, and Utah Valley University’s website (uvu.edu) is 36,977)
- Invite bloggers to visit the Byway with family and write about their experience. Offer incentive in exchange, such as free Nebo Loop swag or local business swag (examples: T-shirt, water bottle, bag)
- Offer bloggers an organized media tour of the Byway. This could entail visiting key sites like Payson Lakes, Mount Nebo and Devils Kitchen and includes lunch at one of the local businesses. In turn the bloggers should write about their experiences
- Invite bloggers to attend events on the Byway. Offer incentive to attend event, take pictures and create a blog post
- Link blog coverage to Facebook, Twitter, Pinterest and other social

media vehicles

Connecting with bloggers should be considered a medium-level priority, and has low associated costs. Bloggers can be an effective way to receive non-traditional media coverage but bloggers are very incentive-based and may be difficult to engage. Researching bloggers to determine if they are a right fit may be time intensive.

ACTION: CREATE A PINTEREST ACCOUNT

The Byway Committee can create a Pinterest account for outdoor enthusiasts to pin links to different activities and attractions along the Byway. Tactics include:

- Link Byway information from external Web pages
- Create a variety of Pinterest boards, including tips for camping, America’s Byways and outdoor activities
- Advertise Pinterest account on Facebook

Creating a Pinterest account for the Byway should be considered a medium-to-low priority with low associated costs. Pinterest can be a visually appealing way of organizing and centralizing information. However, Pinterest can only be used for online pages, as its main function is linking. It is most effective with an existing online presence.

ACTION: CREATE A TWITTER ACCOUNT

A Twitter account can be used to tweet about happenings along the Byway. Twitter should be updated 2-5 times a week to provide information about the Byway such as events, photos, business discounts, trails and campground information, and interesting Byway facts. As with Pinterest, Twitter should be considered a medium-to-low priority with low associated costs. It offers a quick way to get information out to an audience and develops a loyal following. However, Twitter needs to constantly be updated and tweets are limited at 140 characters per post.

STRATEGY TWO

Advertising efforts should be enhanced to create awareness and encourage more Byway visitors. The action items outlined below provide suggestions on increasing Byway awareness.

ACTION: CREATE A WEBSITE

A designated Byway website can act as a centralized location for all Byway information. A website is the most widely known and used online vehicle to disseminate information and create awareness. This is a high-priority action, and associated costs can sometimes be high as well. The Byway website would be a resource link for several other actions identified in this plan, such as Facebook and Pinterest accounts for the Byway. The Committee should explore opportunities for funding such a website, and keep the site updated with general information about the Byway: events, trails, campgrounds, gate closures, and activities. The website can also promote social media vehicles using the appropriate icons. Benefits include the ability to centralize all Byway information, and content does not need to be refreshed as often as a social media platform. Collaborating with other Utah byways to create one website with information about other byways across the state is cost effective. An example of this is Kansas Byways (<http://www.ksbyways.org/>). Initial development of a website can be costly (\$5,000 to \$10,000), and the site requires a monthly hosting/server fee.

ACTION: IMPROVE OUTDOOR SIGNAGE

Byway managers should conduct an audit of current outdoor signage — both directional and informational - to improve consistency and simplicity. This audit should help to determine areas that need new or improved signage. The Committee should work with a designer to develop new signage concepts. This action should be considered high-priority as it increases the visibility of the Byway, with medium-to-high associated costs. Consistent and accurate interpretive signage is beneficial to the overall brand.

Billboards can also advertise the Byway to motorists traveling on I-15 in Utah and Juab counties. A billboard creates awareness and is much easier

to see than traditional roadway signage identifying the Byway. However, billboards can be a costly investment depending on design, size and location. They also may need to be replaced on a regular basis. Billboards should be considered a high-cost, medium-priority action.

ACTION: PROVIDE COMMENT BOXES

Providing a comment box and guest book for visitors can capture valuable feedback and testimonials about their experience on the Byway. This testimonial material can be repurposed and used on the website and social media platforms. Tactics include:

- Post comment box at heavily frequented areas along the Byway, such as the Devils Kitchen trailhead and Mount Nebo trailhead
- Leave guest book at both Nephi and Payson visitor centers
- Post signage near comment box to encourage visitors to leave feedback in the box and also on Facebook

Comment boxes are a low-cost, high-priority strategy. Comment boxes and guest books are commonly used to capture visitor feedback about the Byway. This information can be used to create posts on social media vehicles like Facebook and Twitter. Guest book and comment materials will need to be monitored and replaced frequently.

ACTION: DIRECT MAIL

Byway managers should consider creating a direct mail piece to target RVers and travel magazine subscribers in the west. Companies such as Progressive Direct Mail help their clients identify a target audience and coordinate mailing. Tactics include:

- Inquire about purchasing subscription lists from Progressive Direct Mail
- Work with the Committee to concept direct mail piece
- Hire a designer to create the piece
- Send the piece through mailing service

This is a medium-level cost action, but should be considered a high priority. A direct mail piece is an individualized and effective method to

target specific audiences. Content of a direct mail piece is flexible, which makes the cost of the piece flexible as well. However, direct mail pieces that are not properly targeted have a high failure rate. Companies such as Progressive Direct Mail can help the Committee adequately identify target audiences.

ACTION: NATURE SCAVENGER HUNT

These events can encourage families, students, or scouting groups to find key natural wonders along the Byway using a GPS tracking device or map. Tactics include:

- Work with the Committee to determine key natural wonders along the Byway suitable for a nature scavenger hunt
- Develop system to identify key natural wonders (i.e., interpretive signage, historical information) along the Byway
- Promote Byway nature scavenger hunts on social media outlets

Participating in a nature scavenger hunt can be a fun, family-friendly activity that encourages exploration and will draw participants directly to the Byway. This action should be considered a medium-to-high priority, with low associated costs. Users must have a GPS tracking device or map to participate.

ACTION: ONLINE "STORY MAP"

The Byway Committee could create an online, interactive map (story map) of the Byway via ArcGIS Online. An example of a story map is available online at <http://storymaps.esri.com/stories/shortlist-sandiego/>. An online map is an interactive way for visitors to learn about the Byway, and story maps are very user friendly and easy to interpret. Unlike a hard-copy map, a story map allows for great amounts of information without being too crowded or hard to read. Story maps by ArcGIS are also effective methods to promote local businesses and attractions along the Byway. In addition, ArcGIS maps are also accessible through an iPhone app. However, initial development may take some time or need specialized expertise. It also may require occasional updates. This action should be considered medium-to-high priority, with low-level associated costs.

ACTION: ITUNES AUDIO TOUR

A downloadable audio tour could be provided via iTunes to supplement the CD audio tour currently available. An audio tour gives visitors more information than interpretive signage and allows users to explore the Byway at their own pace. The current audio tour content could be updated and modified to reflect current Byway conditions, and launched through iTunes. This concept would appeal in particular to tech-savvy Byway visitors, and the content from the tour can be pulled to bolster other marketing outlets. A hard copy of the CD offers a great alternative for those who do not have time to download the iTunes version. At this writing, the CD audio tour is still available but is not easily accessible to Byway visitors. Because the Payson and Nephi visitor centers are closed on weekends, the CD will need to be available at local businesses with more convenient hours for the public. This is a medium-cost, medium-priority action. Selling an online audio tour on iTunes is a process and requires finding a distributor and obtaining a UPC code and licensing agreements.

ACTION: SMART PHONE APP

A smart phone app is a creative way to provide information to visitors exploring the Byway. This is a creative, paperless informational tool for the technology-savvy visitor. An app can be GPS-triggered to show and alert app users of nearby landmarks, and can be an effective method for centralizing Byway information. However, users must have internet access or service to use the app while on the Byway, or be able to download it to their mobile device prior to accessing the Byway. The Committee may wish to solicit the help of a firm such as GeoQuest Tech to develop an iPhone app, which should include a map and general information about the Byway, including trails, campgrounds, overlooks and restrooms. An app can be a costly investment; initial development costs range from \$10,000 to \$30,000. This action should be considered high cost, and low-to-medium priority.

ACTION: BYWAY "SWAG"

The Byway Committee may consider making swag such as T-shirts, buttons, water bottles and other items to promote the Byway. Tactics include:

- Work with the Committee and an apparel company to concept, design and create Byway swag
- Sell swag at local businesses and visitor centers
- Provide swag for Byway staff and volunteers
- Offer swag as incentive for social media and bloggers

STRATEGY THREE

Encouraging Byway tourists to visit local restaurants and businesses can promote economic growth, and develop Byway stewards among the business leaders in the gateway communities.

ACTION: IN-PERSON VISITS

Byway managers should make personal visits to businesses in Nephi and Payson to inform them about the Byway. Tactics include:

- Inquire about advertising opportunities and ways to cross-promote business and the Byway
- Provide new Byway brochures to be displayed at front of locations
- Exchange contact information with managers of key businesses
- Look for opportunities to present the Byway at chamber of commerce business meetings
- Inquire about sponsorship opportunities for Byway events

This step establishes key relationships with the community and local businesses, but can be time-consuming. This could also address another key issue along the Byway: the established Visitor's Center locations in Payson and Nephi are not open on weekends, and so limited information is available to Byway travelers during these important visitation times. Partnering with key businesses could develop Byway champions within the community that could provide information to Byway travelers, while also promoting local businesses. This should be considered a high-priority, low-cost action.

ACTION: COUPON INSERTS

Brochure coupons can directly link business to the Byway and the Byway

to business. However, persuading businesses to offer an appropriate incentive (typically 25-50 percent off a purchase or a free item with purchase) may be difficult. This should be considered a low-cost, high-priority action. Tactics would include:

- Work with local businesses to determine discounts for insert
- Encourage businesses to offer incentives for Byway events
- Work with designer or intern to create coupon inserts
- Stuff brochures with coupon inserts

ACTION: MOUNT NEBO SUMMIT CONTEST

The Byway Committee could offer incentives or prizes to Byway visitors who have summited Mount Nebo. This has the potential to be a direct cross-promotion between Byway managers and a local business, and to create tradition in the community. It may take initial coordination to get local business support for the idea. Tactics include:

- Determine appropriate business to participate
- Offer free meal/product to visitors who summit Mount Nebo and provide photo
- Post photo on wall at business location
- Offer "I summited the tallest mountain in the Wasatch Mountain Range" swag (example: button or T-shirt).
- Guests can upload photos to Facebook and tag the Byway
- Create fliers at Mount Nebo trailhead to promote business incentive

This action has low-to-medium associated costs, and should be considered medium priority.

BYWAY COMMITTEE COLLABORATION

Collaboration and coordination is important when implementing marketing strategies and tactics. Several ideas are provided below to help provide consistency and ease for the Byway Committee's communication and marketing efforts.

Work with communication and marketing classes from nearby

colleges and universities (i.e., Snow College, UVU, BYU and U of U) to assist with marketing and advertising of the Byway

Many PR, marketing and business classes require students to have hands-on experience marketing, branding and advertising businesses. This is a great way to help students learn and, in turn, receive free marketing services.

Hire an intern or part-time staff to oversee social media and marketing tactics

This can be a paid or unpaid opportunity for a student or member of the community. This person's primary role would be to oversee all social media, including brainstorming, developing a monthly editorial calendar and executing social media tactics.

Share roles with Committee members

Each Committee member will bring value to the marketing of the Byway. In addition to having expertise and knowledge from respective entities, it could be helpful to have committee members share valuable roles, such as a communication/marketing chair, responsible for overseeing all marketing and social media; a social chair, in charge of overseeing all events on or near the Byway; a treasurer, responsible for overseeing the budget and all funding for the Byway; and a secretary, responsible for taking notes and maintaining a master calendar.

Use an online shared drive

An online shared drive like Google Drive (drive.google.com) will allow committee members to store documents in a central location.

Conduct an online marketing audit

Before initiating marketing efforts, it will be helpful to assess what current Byway marketing is taking place and how it can be improved. It is also beneficial to find out what online presence the Byway currently has and what can be done to increase and/or improve that presence.

9. SIGNAGE PLANS AND REGULATIONS

The 2003 Corridor Management Plan included a Signage Plan that inventories signs along the Byway and proposes new interpretive and directional signage to improve user experience. Some of the signs proposed in the 2003 CMP were implemented and can be seen along the Byway. The 2003 CMP is included as an Appendix to this CMP Update. Signage regulations affect Scenic Byways through their ability to control the placement of billboards and other signage, thereby preserving scenic vistas.

LOCAL SIGNAGE REGULATIONS

Signage regulations applicable to the Byway are outlined in the table below. Because zoning ordinances are subject to change, refer to the current ordinances for additional clarity and detail.

OUTDOOR ADVERTISING REGULATIONS

UDOT controls the placement of billboards and other outdoor advertising on interstate and primary highway systems, including scenic byways. However, UDOT generally acts as a secondary authority on these issues, following the lead of local land use regulations. As established in the table above, the zoning districts along the Byway do not allow for outdoor advertising signs (billboards) within their codes.

Table 7. Signage Regulations

AGENCY	ZONING DISTRICT	SIGNAGE PERMITTED
Utah County	Critical Environment (CE-1), Transitional Residential (TR-5), Residential Agricultural (RA-5)	Temporary real estate signs; traffic, street name and information signs; political signs; temporary directional signs. Billboards are not allowed in any of these zones.
Juab County	Grazing, Mining, Recreation, Forestry	Signs offering services or products at the premises where the sign is located. Billboards are not allowed in these zone.
Payson City	Central Commercial (CC-1), General Commercial (GC-1), Special Highway Service (S-1)	Numerous types of commercial signs are allowed, though some restrictions are imposed within the City's historic district. Billboards are not allowed in this zone.
Payson City	Mountain and Hillside (MH-2), Residential Agricultural (R-1-A), Residential (R-1-10, R-1-75, R-2-75)	No signage of any kind is allowed within these residential zones except address name plates.

10. PROJECTS AND IMPLEMENTATION

RECENT AND PLANNED ROADWAY IMPROVEMENTS

During the summer of 2011, approximately 20 miles of the Byway was improved using a “chip seal” process, which adds new aggregate and petroleum-based binder to revive the surface of the asphalt pavement. This ultimately improves water drainage, vehicle traction, and extends the life-cycle of the roadway. According to the U.S. Forest Service engineer, chip sealing is done on the Byway every ten to twelve years. Note that the chip seal was completed on the north and south sides of the Byway, but not done for a 10-mile segment on the plateau. Other planned roadway improvements are shown in the following table.

Table 8. Planned Transportation Projects

PROJECT NAME AND LOCATION	Interchange at Main Street, Payson	Main Street, I-15 to 100 N. Payson
ROUTE	I-15	SR-115
IMPROVEMENT TYPE	Upgrade	Widening
EST. COST	\$ 49,000,000	\$ 8,000,000
LENGTH	NA	0.5
IMPROVEMENT PLAN	Statewide Unified Plan	Statewide Unified Plan
CONSTRUCTION YEAR	2011-2020	2021-2030

Source: Utah Unified Transportation Plan (2011)

RECOMMENDED PROJECTS

This section summarizes potential projects that will benefit the Byway. These projects focus on providing visitor guidance, maintaining a safe roadway corridor, providing access to resources within the Byway influence area, enhancing interpretive information, and preserving the scenic qualities. Recommended projects for implementation are summarized in Table 8. Figures 9-12 illustrate project locations.

Table 9. Summary of Recommended Projects

PROJECT	LEAD AGENCY	LEVEL OF CAPITAL COST
VISITOR INFORMATION		
Upgrade gateway kiosks	Byway Committee	High
Improve Byway wayfinding	Payson City/UDOT/Juab County	Medium
Payson Lakes signage clarification	Byway Committee	Low
ROADWAY		
Payson Canyon bicycle lane	Payson City/Utah County	Medium
Chip seal and roadway striping	Forest Service/Utah County/Juab County	High
Sign management plan	Forest Service/Utah County/UDOT/Juab County	Medium
Rockfall catch fence	Forest Service/Utah County/Juab County	Medium
Winter staging area	Forest Service/Juab County	Medium
INTERPRETIVE IMPROVEMENTS		
Payson Lakes	Byway Committee	Medium
Beaver Dam overlook	Byway Committee	Medium
Utah Valley overlook	Byway Committee	Medium
Holman Test Plot	Byway Committee	Medium
Bald Mountain overlook	Byway Committee	Medium
Monument trailhead	Byway Committee	Medium
Mount Nebo overlook	Byway Committee	Medium
Devils Kitchen	Byway Committee	Low
Roadside Interpretive Elements	Byway Committee	Low
VIEWSHED PROTECTION		
Consider design guidelines	Utah County/Juab County/Payson City	Low
Dispersed camping	Forest Service	Low

VISITOR INFORMATION IMPROVEMENTS

Upgrade Gateway Kiosks

Currently the kiosks at either end of the Byway provide limited information about the resources and interesting sites along the Byway, and the visitor centers in Payson and Nephi are not open on weekends. This limits the amount of information available to some Byway travelers. The Byway kiosks at the entrances should be upgraded to include information of interest to travelers, such as:

- Maps of major sites, recreation areas, and points of interest, with a table of driving distances
- Gate locations and closures
- Visitor Center locations and hours
- Web links or QR codes for downloading information online
- Takeaway brochures

Improve Byway Wayfinding

The Byway may be accessed via Nephi or Payson. Byway travelers would benefit from more pronounced directional signage to the Byway on both ends; this is especially critical in Payson, where access to the Byway is less direct. A detailed sign plan that includes wayfinding elements is available in the 2003 Nebo Loop Corridor Management Plan Update.

Payson Lakes Signage Clarification

Byway travelers approaching Payson Lakes may be confused by the signage currently available: Payson Lakes has multiple accesses from the Byway, and it is unclear which access is the best to use for which purpose. Moreover, several of the signs are redundant and in poor states of repair. Byway managers should consider updating and clarifying Payson Lakes signage to address these issues.

ROADWAY IMPROVEMENTS

Payson Canyon Bicycle Lane and Shared Lane Markings

Payson Canyon is a popular route for road cyclists, and several cycling events take place along the Byway each year. As with many of the other canyons along the urban Wasatch Front, cyclists have expressed an interest in seeing bicycle lanes installed in Payson Canyon; however, similar to other canyons, the roadway is constrained by topography and a continuous lane throughout the canyon may be challenging to achieve. Byway managers should explore the feasibility of adding bike facilities such as lanes (where feasible) or shared lane markings (where topography constrains the canyon) in Payson Canyon. Because cyclists can often travel at near-vehicle speeds coming down-canyon, a bike lane is less critical in the westbound direction. Therefore, an analysis of feasibility should focus primarily on the eastbound, uphill section.

Chip Seal and Roadway Striping

Recent roadway improvement projects along the Byway have included resurfacing and new pavement markings on either end of the Byway, but not the top section. Byway managers should plan to chip seal and restripe the ten mile Byway segment. At a minimum, ensure the white shoulder stripes are installed. These markings define the outer edge of the roadway and provide important guidance at night, which is especially critical in the sections of the Byway which lack guardrails or other safety measures in areas of steep slopes.

Sign Management Plan

Retroreflective road signs are more visible at night because they bounce vehicle headlights back toward the vehicle and the driver's eyes, making the signs and markings appear brighter and easier to see and read. The Federal Highway Administration (FHWA) has updated minimum requirements for retroreflectivity of signs along public roads and now requires all public agencies to adopt a sign maintenance program, which will help agencies meet these new requirements.

While there is no deadline for replacement of non-compliant signs, agencies are required to develop a method for managing retroreflectivity of signs by June 13, 2014. A sign management plan should catalog existing signs and their physical conditions, and outline a rational method for sign replacement. Byway managers should coordinate with UDOT, Utah



County, Juab County, and the U.S Forest Service to determine if the sign management plan for the Byway will be independent or incorporated into other agency-based plans. Eventually the Byway managers may decide to allocate resources to update the signs.

Rockfall Catch Fencing

Throughout the southern portion of the Byway, some sections of the road experience rockfall from the cut slopes along the west/north side of the road. At times, pieces of debris can be large and present a hazard to travelers on the Byway. Byway managers should regularly evaluate the need for rockfall catch fencing to keep debris off the roadway.

Winter Staging Area

The U.S. Forest Service is considering establishing an additional seasonal closure gate on the south side of the Byway to improve winter access. The segment between Salt Creek junction and Devils Kitchen is south-facing and gains elevation quickly, so the winter snowpack tends to fluctuate – an intermediate gate between the Salt Creek junction and Devils Kitchen could provide more flexibility for winter closure operations. Red Creek Flat was noted as a candidate location due to its convenient location and topography suitable for a large parking/staging area.

INTERPRETIVE IMPROVEMENTS

The existing interpretive panels and kiosks throughout the Byway have been in place since 2004. The single panels common at overlooks show signs of wear due to exposures to natural elements, while the panels at covered kiosks are in better condition. There are several opportunities to update interpretive content and enhance visitor facilities:

Payson Lakes

The Payson Lakes Recreational Area is among the most popular sites along the Byway, easily accessed by residents of southern Utah County. With multiple lakes, trails, camping, and day use areas, it is a beloved and well-utilized recreation site. According to *Peteetneet Town: A History of Payson, Utah*, the local written resource on Payson history, the Payson

Lakes were originally built as reservoirs by pioneer settlers, using a “sheep’s foot” building technique to compact the beds of the reservoirs. Byway managers should consider adding interpretive panels elaborating on the role of Payson Canyon in water development for pioneer and current-day valley residents, as well as the construction methods used to build the reservoirs.

Beaver Dam Overlook

Byway visitors who pull off at the Beaver Dam Overlook may be puzzled by a lack of reference to beaver dams on the interpretive panels at the site. Byway managers familiar with the site indicated that beaver dams were visible in the past, but apparently are no longer obvious. This site may need to be re-branded with a different theme. One possibility would be to provide information about the Wasatch Plateau formation visible to the east, and identify peaks and ranges that can be seen from the site by the naked eye. Scenic vistas are excellent at this site, along the top of the Byway. Visitors may wish to have a place to sit, enjoy a picnic, and take in the view. Byway managers should consider installing picnic shelters or benches for travelers to use. In addition, sight distance at the Beaver Dam Overlook turnoff is obstructed due to overgrown vegetation. Byway managers may wish to clear vegetation around the turnoff, to ensure that vehicles exiting the site have adequate visibility to safely enter the Byway.

Utah Valley Overlook

Currently the interpretive panel at the Utah Valley Overlook provides generic information about the water cycle. Visitors to the Overlook are treated to a magnificent view of Utah Lake, and Byway managers may wish to explore more site-specific interpretive panels here. One possible topic for a panel could include the connections between snow storage and reservoirs on the Byway to Utah Lake, and the relationship between mountain water resources and the urban population in the valley below.

Holman Test Plot

Along the top of the Byway, near Holman Canyon, sits the Holman Test Plot. This site appears to have been a demonstration of the impacts of cattle grazing; an area of wildflowers sits fenced off from the rest of an

alpine meadow, with a dilapidated wooden sign identifying the Plot. Cattle grazing continues to be a land management issue along the Byway, and this site may represent an opportunity to educate Byway travelers on the relationship of livestock grazing to the Byway and the impacts associated with it. Byway managers may wish to consider designing interpretive panels for this location as well as a minor turnout.

Bald Mountain Overlook

This scenic viewpoint offers excellent views of several mountain peaks but provides little information as to the identities of those peaks. Managers of the Byway should consider adding interpretive panels identifying the peaks, as well as picnic tables, benches, or shelters for travelers to utilize as they enjoy the view.

Monument Trailhead

The Monument site provides access to three popular Mount Nebo hiking trails. This location has a large parking lot, a vault toilet, and a kiosk with maps and information provided by the Forest Service. This location is also where the Mona Pole Road connects with the Byway. However, there is little to indicate to travelers on the Byway that the trails are accessed here; the trails are generally not referenced in roadway signage or on other maps throughout the Byway. Moreover, no explanation is provided at the site regarding the “monument”, its meaning, or its location. Local anecdotes indicate that the site may be the diverging point of five watershed drainages, but no information was readily available to confirm this point. Byway managers should consider several actions in reference to this site:

- When upgrading kiosks at the entrances to the Byway, include the Mount Nebo hiking trails as a major points of interest and indicate trail access from the Monument site;
- Include signage at the turnoff to Monument indicating trailhead access, in addition to wayfinding for the North Peak trailhead via Mona Pole Road;
- Research the historical significance of the monument at the site;
- Clarify the location of the monument and provide interpretive signage explaining the monument.

Mount Nebo Overlook

This site provides the best views of Mount Nebo, the Byway’s namesake. The site is currently limited to an interpretive panel with a low-resolution photograph of the mountain, and little information on peak names or the mountain itself. Overflow parking, which is heavily utilized during peak Byway seasons such as the fall, sits along the shoulder a short distance from the main turnout. This is one of the major sites along the Byway and as such, needs to provide better accommodations for Byway travelers. Byway managers should consider the following tactics:

- Update interpretive panels to include information germane to Mount Nebo: the history of its name, any role in local legends or folklore, and peak identifications and elevations.
- Place interpretive information on more than one panel, to spread out visitors during peak visitation seasons.
- Create spaces such as shelters, benches, or walking paths, where visitors may stop and reflect on the view.
- Connect the overflow parking on the shoulder to the main area via walking trail or defined pedestrian space, to provide a safe place away from moving vehicles.

Devils Kitchen

Devils Kitchen is a major site on the Byway, with interpretive panels, restrooms, picnic facilities, and excellent views of unique geologic formations. Along the interpretive walking trail between the parking lot and the geologic area, many of the interpretive markers are missing and should be replaced.

Roadside Interpretive Elements

Roadside interpretive elements can enrich visitor experience by highlighting points of interest, without requiring the vehicle to stop. Given the length of the Byway, visitors pass through an immense amount of terrain and vistas – simply identifying the names of major mountains can enhance a sense of place. For example, unfamiliar visitors will see Mt. Nebo long before they arrive at the overview, though they may not know it at the time. There are multiple opportunities for simple roadside signage that

identifies major landmarks. Potential locations for roadside elements are identified in Figures 9-12.

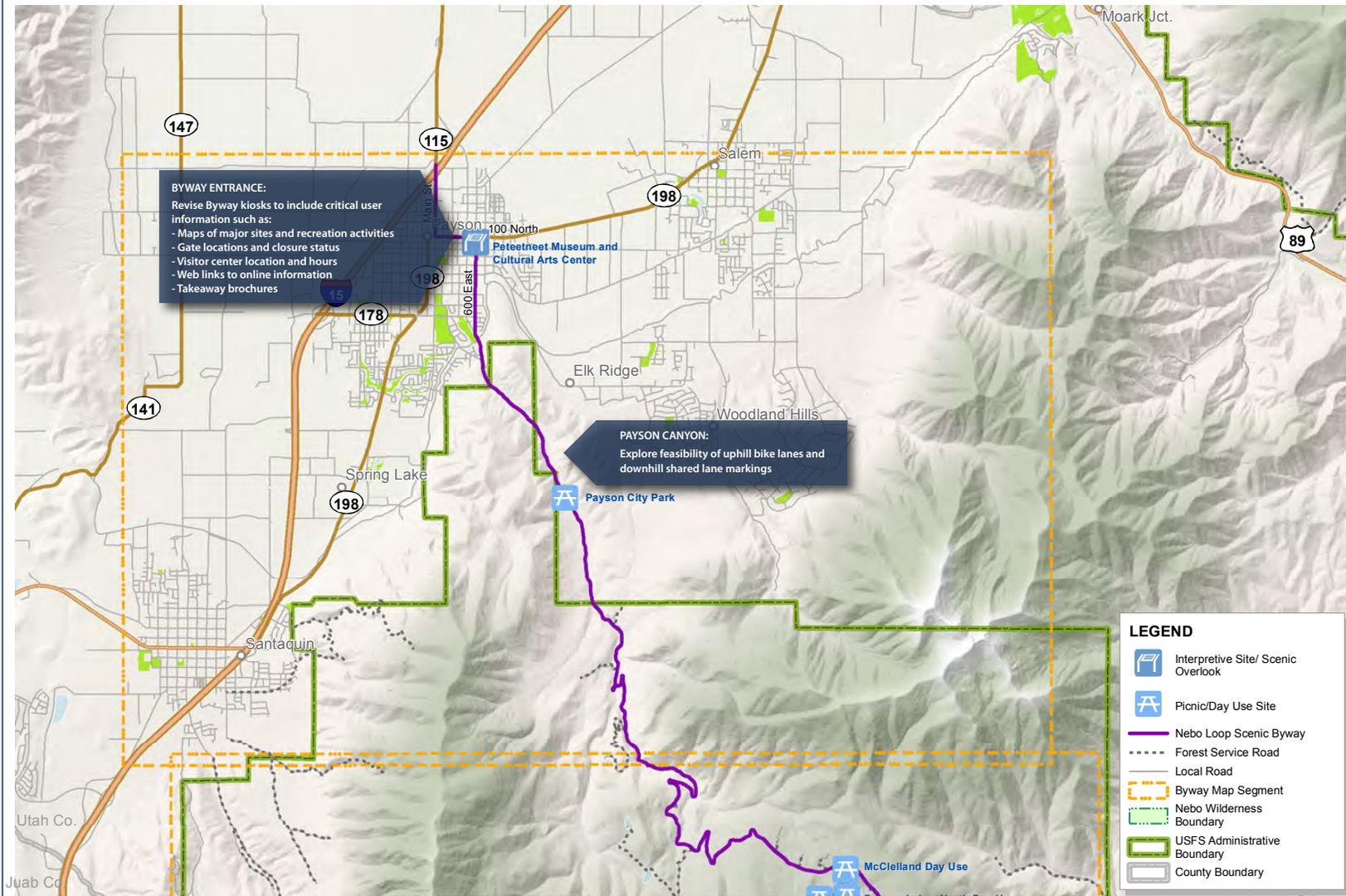
VIEWSHED PROTECTION

Scenic Byways are a rare and treasured visual resource, and should have a minimum of intrusions on that high scenic quality. Communities in Utah and throughout the country have established design guidelines and ordinances to ensure a certain look and feel among new development; Byway managers may wish to explore options for design guidelines that will preserve the Byway's scenic and other intrinsic qualities.

Dispersed Camping

Dispersed camping is a popular activity along the Byway, but in some instances can detract from the scenic qualities of the corridor. The Committee should explore options for accommodating dispersed camping that may also help preserve viewsheds along the Byway, such as using trees as natural screens between the Byway and camp areas.

Figure 9: Map of Proposed Projects - Segment 1

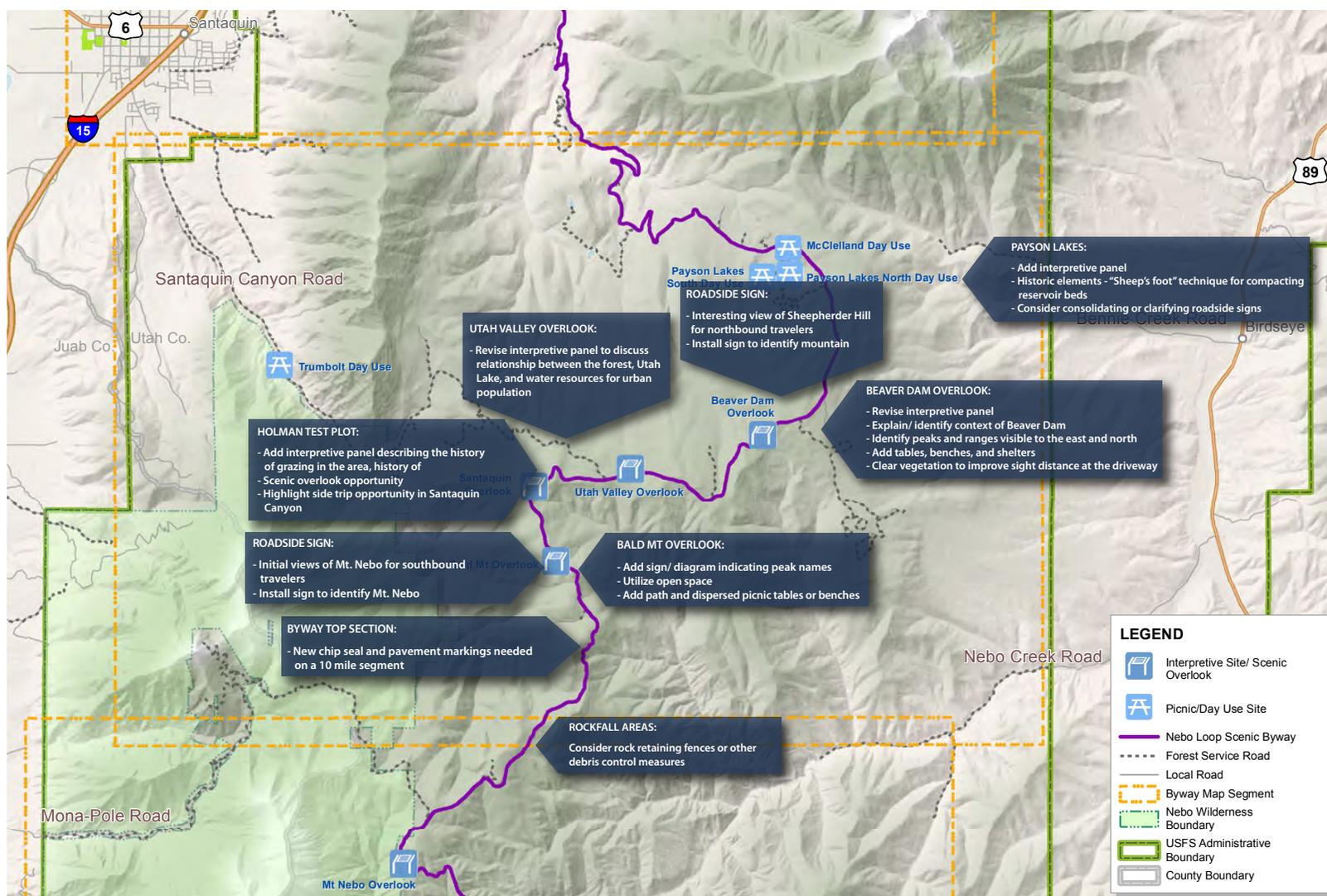


**Proposed Projects Map - Byway Segment 1
Nebo Loop National Scenic Byway**

0 0.5 1 2 Miles 1:100,000



Figure 10: Map of Proposed Projects - Segment 2

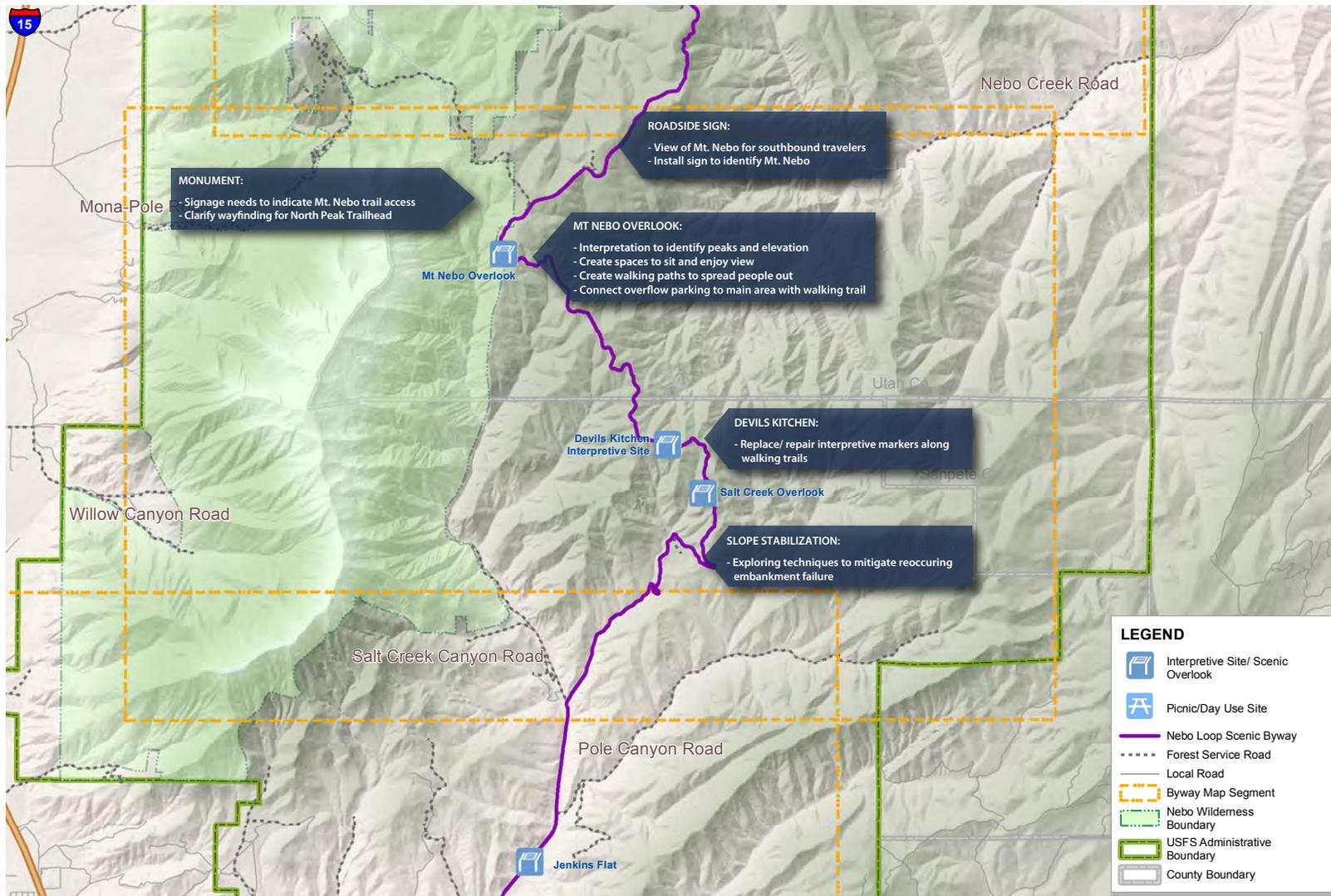


Proposed Projects Map - Byway Segment 2 Nebo Loop National Scenic Byway

0 0.5 1 2 Miles 1:100,000



Figure 11: Map of Proposed Projects - Segment 3

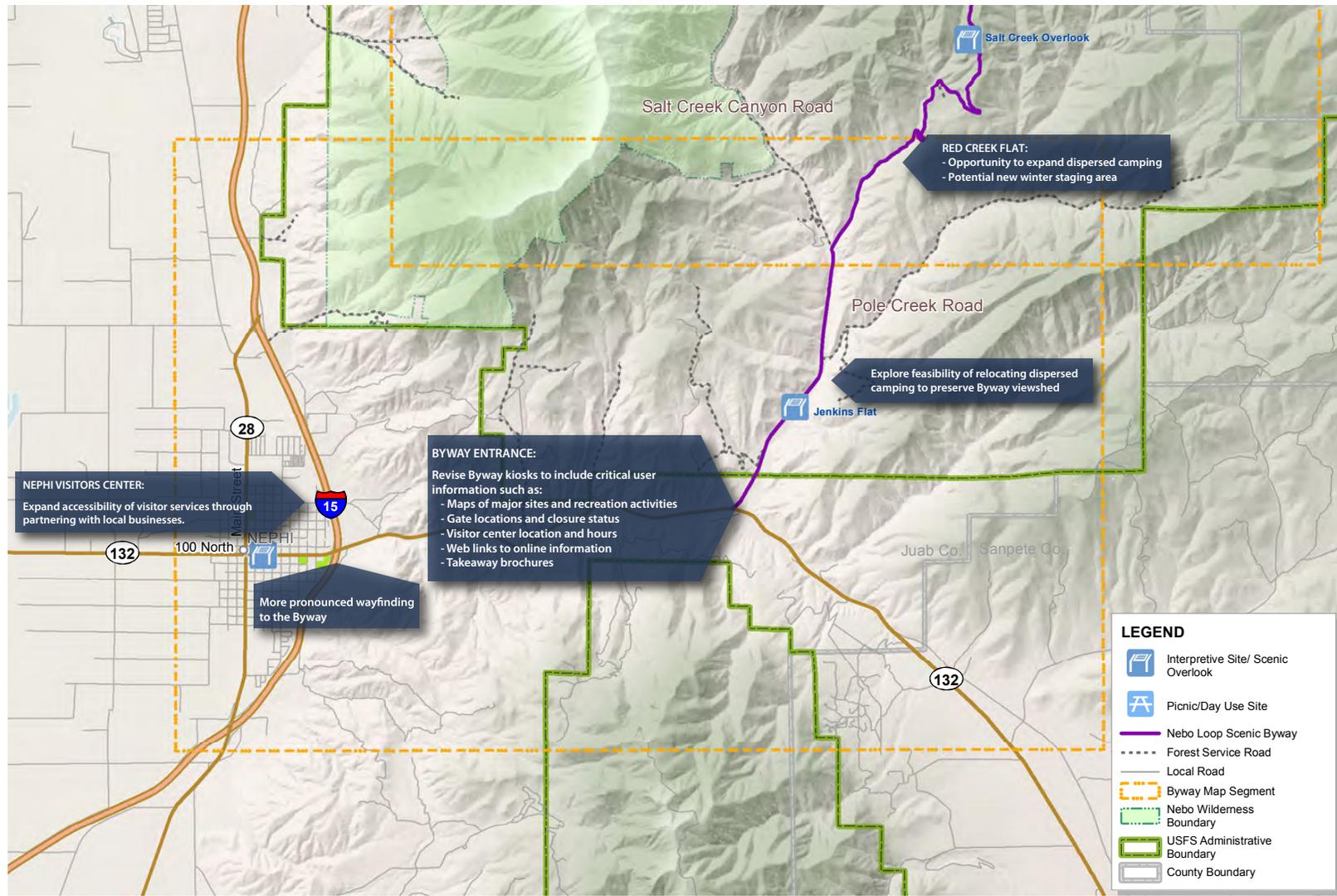


Proposed Projects Map - Byway Segment 3
Nebo Loop National Scenic Byway

0 0.5 1 2 Miles 1:100,000



Figure 12: Map of Proposed Projects - Segment 4



Proposed Projects Map - Byway Segment 4 Nebo Loop National Scenic Byway

0 0.5 1 2 Miles 1:100,000



10. MONITORING AND EVALUATION

Monitoring and evaluation will be the responsibility of the Committee. These responsibilities would include tracking how improvements, developments, and increased marketing of the Nebo Loop may affect the intrinsic qualities and resources of the Byway. Efforts can be categorized by agency coordination, impact assessment, annual status review, and regular meetings, and are described in more detail below.

AGENCY COORDINATION

Byway managers should continue working closely with local, state, and federal agencies to maintain the Byway and protect its natural resources. These agencies should include but not be limited to the Uinta-Wasatch-Cache National Forest; UDOT; the Utah Office of Tourism; Mountainland Association of Governments; Utah County; Juab County; Nephi City; Juab Travel Bureau; Utah Valley Convention and Visitors Bureau; the Peteetneet Museum and Cultural Arts Center; and Payson City. Other agencies may be incorporated as needed to address issues on a case-by-case basis.

IMPACT ASSESSMENT

With increased visitation may come increased impacts. The Committee should participate in monitoring the Nebo Loop for changes and potential impacts associated with tourism activities. These could include:

- Monitoring traffic changes, safety incidents, and usage;
- Conducting research to determine the economic impact or benefit of the Byway; and
- Surveying visitors to identify user profile, visitor satisfaction with attractions and services, and unmet needs.

Valuable information could be gleaned through a user survey specific to the Nebo Loop, such as length of stay, travel patterns, expenditure reports, demographics, and visitor residence.

ANNUAL STATUS REVIEW

The Committee should provide an annual assessment on the progress of this CMP Update and the recommendations contained within. This should include a review of any projects implemented, problems being experienced, or action items for follow-up. The annual assessment can serve to guide short-term actions and plan for long-term implementation of projects.

MULTILINGUAL INFORMATION NEEDS

Minimal information is available on the demographics, country of origin, or native language of Byway visitors. However, as tourism increases visitors will come to Utah and the Byway for diverse backgrounds, increasing the demand for multi-lingual accommodations. Byway managers should consider collaborating with the Utah Office of Tourism, the local travel bureaus, and other management agencies to determine need for multi-lingual signs and services along the Byway.

REGULAR MEETINGS

Members of the Committee should consider meeting regularly to coordinate on progress and management of the Byway. The purpose of these meetings should be to discuss issues, identifying funding needs and opportunities, and coordinate on the implementation of the CMP Update.