

FROM ROUTE 66 TO THE VIA APPIA

The Identification, Management
and Interpretation of Historic Roads



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ISS Institute / Leslie M Perrott Overseas Fellowship

Fellowship funded by the Perrott Family



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Executive Summary

There is no doubt that roads unite us as communities and as a nation. Historic roads are part of our heritage and are important for many reasons. The significance of historic roads is not widely appreciated in Australia. While many of the skills needed to identify, protect, manage and interpret historic roads already exist and are applied successfully in a number of ways, this Fellowship has revealed that these skills can be better maximised to ensure more effective outcomes for historical road conservation. For comprehensive consultation to be undertaken, it is essential that dialogue occur between key stakeholders. Consultation must involve professional bodies, Government bodies and the trades sector to ensure opportunity for collaboration between artisans.

The identification, protection and management of historic roads is a shared responsibility of Government authorities at all levels: Federal, State and Local (in association with relevant heritage authorities). While few roads are likely to be of national significance, their importance is paramount. Such roads within Australia might be described as 'icon' roads and they have parallels in other countries. The *Environment Protection and Biodiversity Conservation Act* 1999 offers an opportunity to identify and protect roads such as the Great North Road in NSW, the Great Ocean Road in Victoria and the Canning Stock Route in Western Australia. Identification and protection involves significant collaboration between several professions, including archaeologists, architects, engineers, historians, horticulturalists, landscape architects, lawyers, planners, etc, working both in the public service and privately. It must be recognised that Professional Associations and the peak heritage professional body, Australia ICOMOS, are central to ensuring comprehensive outcomes.

No roads within Australia are yet identified as having national heritage significance and no funding flows from the Federal Government for the management of historic roads. Much needs to be done to bring the process of identification and protection of historic roads at a State and Local level together with the process of their management. Initial progress began with the sponsorship of the Australia ICOMOS conference 'Corrugations' by VicRoads in 2005. But VicRoads and its equivalents in other states, under the Federal auspices of AustRoads, might be better focused on their collective heritage. Future initiatives should involve similar professions to those above, and participation by engineers, landscape architects and project managers must be encouraged. Again the professionals will be working in the public service and privately.

The interpretation of historic roads is done well in some states with WA leading other states with its extensive range of heritage trails. With regard to issues of identification and management of historic roads, NSW has been particularly successful with the involvement of state tourism authorities. The Major Mitchell Trail in Victoria, once provided a best practice example of a well interpreted heritage trail but is now in need of revamping, particularly to bring it into the Internet 'age'. There is a danger, however, that the interest in a trail is as a route which is not linked to surviving significant fabric, i.e. the pavement, bridges, culverts and cuttings, fences and signs, tree plantings, and any number of building types. These are the markers of the route travelled.

This Fellowship provided an opportunity to attend three conferences in the US and undertake many site visits and interviews in the US, England, France, Italy and Hong Kong. Three case studies were identified for particular study. The case studies were: Route 66 (Illinois), Lancashire Lanes (Village of Wycoller) and the Via Appia Antica (Rome). It was anticipated that these three case studies would best meet the objectives of the Fellowship. The Fellowship also provided opportunities to consolidate existing links, particularly with the Preserving the Historic Road movement and ICOMOS in the US, and to develop important new links. The Fellowship experience confirmed that most, if not all, the necessary skills required to identify, protect, manage and interpret historic roads already exist in Australia

Executive Summary

but identified that other countries are measurably more effective in their identification, management and protection of historical roads with tangible social, economic and cultural benefits. Australia could benefit significantly from an improved system.

On a personal note the Overseas Fellowship provided a most worthwhile professional development opportunity for the Fellow, and while not impossible, implementing the Fellowship findings presents an enormous challenge. It might be compared with the shift in attitude in the heritage 'industry' away from what can be characterised as 'an elite concern' with fine architecture, to one inclusive of more 'democratic' places such as industrial complexes, trees and gardens and broad cultural landscapes. The role of Australia ICOMOS in setting the philosophy, principles and process of conservation must continue, as should the advocacy role of the various National Trusts and the Australian Council of National Trusts. It is anticipated that the roles of the separate professional associations in implementing the findings will vary. It may be that the engineering profession has the most to benefit from a 'refocussing' of skills. It already has a great champion in Dr Max Lay — an engineer with VicRoads, academic at Melbourne University, author of many books, consultant to major road construction corporations, and past President of the RACV — who is highly regarded internationally. One of the most gratifying observations during the Fellowship was the respect developed between engineers, who care much for the achievements of their predecessors, and conservations through the conferences of the Preserving the Historic Road movement in the US. This is very much to the credit of Mr Dan Marriott, its founder. The same could and should happen in Australia.



Milestones and Markers on the Via Appia Antica, Rome, Spitalfields, London and Woodford, Victoria.

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Abbreviations and Acronyms

AAA	Australian Automobile Association
AHC	Australian Heritage Council (successor to the Australian Heritage Commission)
AICCM	Australian Institute for the Conservation of Cultural Materials
ALGA	Australian Local Government Association
APT	Association for Preservation Technology
ARC	Australian Research Council
CHCANZ	Chairs of the Heritage Councils of Australia and New Zealand
CIIC	Cultural Itineraries International Committee (ICOMOS ISC on Cultural Routes)
DIISR	Department of Innovation, Industry, Science and Research
DITRDG	Department of Infrastructure, Transport, Regional Development and Local Government
HCV	Heritage Council of Victoria
ICOMOS	International Council on Monuments and Sites
ISSI	International Specialised Skills Institute
MAV	Municipal Association of Victoria
MARIO	Maps and Related Information Online (Lancashire County Council)
NRMA	National Roads and Motorists' Association
PIA	Planning Institute of Australia
PHAA	Professional Historians Association of Australia
RACV	Royal Automobile Club of Victoria
RAA	Royal Automobile Association
RAASA	Royal Automobile Association of South Australia
RACQ	Royal Automobile Club of Queensland
RACT	Royal Automobile Club of Tasmania
RACWA	Royal Automobile Club of Western Australia
RAIA	Royal Australian Institute of Architects
TICCIH	The International Committee for the Conservation of Industrial Heritage

Acknowledgments

Timothy Hubbard would like to thank the following individuals and organisations who gave generously of their time and their expertise to assist, advise and guide him throughout the Fellowship program.

Awarding Body - International Specialised Skills Institute (ISS Institute)

We know that Australia's economic future is reliant upon high level skills and knowledge, underpinned by design and innovation.

The International Specialised Skills Institute Inc (ISS Institute) is an independent, national organisation, which has a record of nearly twenty years of working with Australian industry and commerce to gain best-in-the-world skills and experience in traditional and leading-edge technology, design, innovation and management. The Institute has worked extensively with Government and non-Government organisations, firms, industry bodies, professional associations and education and training institutions.

The Patron in Chief is Sir James Gobbo AC, CVO. The ISS Institute Board of Management is Chaired by Noel Waite AO. The Board comprises Franco Fiorentini, John Iacovangelo, Lady Primrose Potter AC and David Wittner.

Through its CEO, Carolynne Bourne AM, the ISS Institute identifies and researches skill deficiencies and then meets the deficiency needs through its *Overseas Skill Acquisition Plan (Fellowship Program)*, its education and training activities, professional development events and consultancy services.

Under the Overseas Skill Acquisition Plan (Fellowship Program) Australians travel overseas or international experts travel to Australia. Participants then pass on what they have learnt through reports, education and training activities such as workshops, conferences, lectures, forums, seminars and events, therein ensuring that for each Fellowship undertaken many benefit.

As an outcome of its work, ISS Institute has gained a deep understanding of the nature and scope of a number of issues. Four clearly defined economic forces have emerged out of our nearly twenty years of research. The drivers have arisen out of research that has been induced rather than deduced and innovative, practical solutions created - it is about thinking and working differently.

A Global Perspective. 'Skills Deficiencies' + 'Skills Shortages'

Skill deficiencies address future needs. Skill shortages replicate the past and are focused on immediate needs.

Skill deficiency is where a demand for labour has not been recognised and where accredited courses are not available through Australian higher education institutions. This demand is met where skills and knowledge are acquired on-the-job, gleaned from published material, or from working and/or study overseas. This is the focus of the work of ISS Institute.

There may be individuals or firms that have these capabilities. However, individuals in the main do not share their capabilities, but rather keep the IP to themselves; and over time they retire and pass way. Firms likewise come and go. If Australia is to create, build and sustain Industries, knowledge/skills/understandings must be accessible trans-generationally through nationally accredited courses and not be reliant on individuals.

Our international competitors have these capabilities as well as the education and training infrastructure to underpin them.

Addressing skill shortages, however, is merely delivering more of what we already know and can do to meet current market demands. Australia needs to address the **dual** challenge – skill deficiencies and skill shortages.

Acknowledgments

Identifying and closing skills deficiencies is vital to long-term economic prospects in order to sustain sectors that are at risk of disappearing, not being developed or leaving our shores to be taken up by our competitors. The only prudent option is to achieve a high skill, high value-added economy in order to build a significant future in the local and international marketplace.

The Trades

The ISS Institute views the trades as the backbone of our economy. Yet, they are often unseen and, in the main, have no direct voice as to issues which are in their domain of expertise. The trades are equal, but different to professions.

The ISS Institute has the way forward through its 'Master Artisan Framework for Excellence. A New Model for Skilling the Trades', December 2004. The Federal Government, DEEWR commissioned ISS Institute to write an Australian Master Artisan School, Feasibility Plan.

In 2006, ISS Institute Inc. set up a new ISS advisory body, the **Trades Advisory Council**. Members are Ivan Deveson AO; Martin Ferguson AM, MP, Federal Labor Member for Batman; Geoff Masters, CEO, Australian Council of Educational Research; Simon McKeon, Executive Chairman, Macquarie Bank, Melbourne Office; Richard Pratt, Chairman, Visy Industries and Julius Roe, National President Australian Manufacturing Workers' Union.

Think and Work in an Holistic Approach along the Supply Chain - Collaboration and Communication

Our experience has shown that most perceive that lack of skills is the principal factor related to quality and productivity. We believe that attitudes are often the constraint to turning ideas into product and a successful business; the ability to think laterally, to work and communicate across disciplines and industry sectors, to be able to take risks and think outside the familiar, to share – to turn competitors into partners.

Australia needs to change to thinking and working holistically along the entire Supply Chain; to collaborate and communicate across industries and occupations - designers with master artisans, trades men and women, Government agencies, manufacturers, engineers, farmers, retailers, suppliers to name a few in the Chain.

'Design' has to be seen as more than 'Art' discipline – it is a fundamental economic and business tool for the 21st Century

Design is crucial to the economic future of our nation. Australia needs to understand and learn the value of design, the benefits of good design and for it to become part of everyday language, decision making and choice.

Design is as important to the child exploring the possibilities of the world, as it is to the architect developing new concepts, and as it is to the electrician placing power points or the furniture designer working with a cabinet-maker and manufacturer. As such, design is vested in every member of our community and touches every aspect of our lives.

Our holistic approach takes us to working across occupations and industry sectors and building bridges along the way. The result has been highly effective in the creation of new business, the development of existing business and the return of lost skills and knowledge to our workforce, thus creating jobs - whereby individuals gain; industry and business gain; the Australian community gains economically, educationally and culturally.

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Fellowship Sponsor

Leslie Perrott AO, OBE, gave his time, his expertise and his vision to the ISS Institute, beginning in 1991. He gave this with the utmost generosity, even whilst suffering ill health and the terrible toll this took on his strength and energy.

His courage, support and contribution have been remarkable, encompassing his work as a member of the Board of Management and as Chairman. In all his capacities, his passion, professionalism and drive were invaluable in bringing the Institute's goals to fruition.

Leslie's tireless pursuit of excellence, embracing Australia's critical need to retain and enhance the skills and knowledge of artisans and tradespeople, together with professional disciplines, underpinned by design, was inspiring.

His driving force was invaluable and instrumental in the growth of ISS Institute to enhance capabilities in areas ranging from building and construction, furniture design, manufacturing, dry stone walling, stonemasonry and casting technologies to land and water management and alternate energy sources.

In recognition of his lifelong commitment to vision, passion and excellence, Leslie's family are providing funds for the establishment and continuation of a Fellowship. This commemoration of a life that left such an astounding legacy of such breadth and depth is honoured and valued by the ISS Institute as a continuation and celebration of the life of one very unique and treasured man – a generous legacy to inspire and make reality of dreams.

And so Leslie's Fellowship continues into a future made brighter for all.

Fellowship Supporters

In Australia

RACV

Dr Max Lay, B.C.E., M. Eng. Sc., Ph.D., Hon F.I.E. Aust., F.C.I.T., F.A.T.S.E., was Director, Major Projects at VicRoads, Professorial Fellow at the University of Melbourne and past President of the RACV

Heritage Council of Victoria

Ms Chris Gallagher, Chair

Mr Ray Tonkin, Executive Director

In the United States of America

Preserving Historic Roads

Mr Dan Marriott, Paul Daniel Marriott & Associates, Washington D.C., co-founder of the Preserving the Historic Road movement

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The Commonwealth of Massachusetts

Mr Joe Orfant, Department of Conservation and Recreation

In England

Mr David Ratledge, Group Leader, Technical Services, Lancashire County Council, Preston
 Ms Debbie Bonser, e-Government Officer, Lancashire County Council, Preston
 Mr Jonathan Porter - LCN Co-ordinator, Landscape Character Network of the Countryside Agency, Manchester
 Ms Jenny Frew, English Heritage, London
 Ms Kathleen Covill, Countryside Agency
 Mr Shaun Speirs, Campaign for Preserving Rural England, London

In Italy

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Roger Borrell, for extensive note taking, sound recording, much driving (sometimes in treacherous conditions), and his full support throughout the Fellowship especially during a serious illness in and after San Juan.

About the Fellow

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Qualifications

- Bachelor of Architecture (Hons), University of Melbourne, 1976, majoring in architectural history and fine arts.
- Master of Urban Planning, University of Melbourne, 1992, by course work and thesis titled 'House Museums and Land Use Planning'.
- Doctor of Philosophy, Deakin University 2004, thesis titled 'Towering Over All, the Italianate Villa in the Colonial Landscape'.
- Post-graduate studies at ICCROM, Rome 1986.

Memberships

- Fellow of the Royal Australian Institute of Architects, member since 1976, member or chairman of several conservation award juries, guest editor of *Architect*, founding chairman of the RAIA (Vic) Heritage Committee, wrote the Institute's national Heritage Policy, and member of the RAIA Victorian Chapter Council from 1994 to 1998.
- Member of the National Trust of Australia since 1976.
- Member of the International Council on Monuments and Sites, convener of the Australia ICOMOS national conference *Corrugations: the Romance and Reality of Historic Roads, 2005*, and member of the Australia ICOMOS executive committee.
- Former alternate member of the Heritage Council of Victoria, member of the HCV Landscape Advisory Committee.
- Member of the Society of Architectural Historians of Australia and New Zealand.
- Member of the Australian Garden History Society.

Timothy Hubbard is a consultant in the conservation of historic buildings, gardens, sites and landscapes. His vision is to provide the highest professional standards in architecture and heritage conservation. One of his special interests is the use of historic places as tourism assets. Alone and in association he has authored over eighty heritage studies, conservation management plans and research reports. His firm acts as heritage adviser to Glenelg, Moyne, Southern Grampians, Golden Plains and Colac-Otway Shires and to the City of Warrnambool. He is heritage architect for the Royal Melbourne Zoo and recently supervised the conservation of its historic carousel. Before establishing his own practice as a consultant in 1988, he worked with the Department of Planning during the formative years of the Historic Buildings Council and conservation planning controls under local planning schemes.

For many years, Timothy Hubbard has led cultural tourism tours within Victoria, interstate, to Norfolk Island and overseas. He is currently restoring Old St Andrews, the former Presbyterian Church and Manse at Port Fairy where he now lives and works. His academic research continues into the Tasmanian architects, William Archer and James Blackburn.

Aims of Fellowship Program

The purpose of the International Fellowship was to undertake an overseas study program in the US, England, and Italy to gain an understanding of each country's approach to historic roads. Limited study in France and Hong Kong was also possible. Three case studies – the beginning of Route 66 in Illinois, the rural lanes of Lancashire and the Via Appia outside Rome – were investigated in detail. The opportunity was taken to attend three conferences: the annual US ICOMOS conference in Newport; the biennial Preserving the Historic Road conference in Boston; and the inaugural Interpreting World Heritage conference, San Juan. The program has helped to consolidate the close relationships between Australia ICOMOS, US ICOMOS and the Preserving the Historic Road movement in the US.

There is no doubt that roads tie us together as a society and hold great cultural significance. Transport and communication combine as one of the nine great historic themes identified by the Australian Heritage Council. It is clear that there are some roads of national significance to Australia such as the Great North Road, the original road from Sydney to the Hunter Valley; the Great Ocean Road or ANZAC Highway, as a memorial to the fallen of WW1 and for its technical achievement; and the Birdsville Track for its mythic values. At a much more local level, there are the myriad roads which unite the nation's communities, large and small.

The importance of historic roads as heritage assets is emerging as an urgent issue in Australia because:

- hard road infrastructure (bridges, culverts, signs, guard rails, memorials, etc.) is being lost or replaced without adequate consideration.
- soft road infrastructure (avenues of honour, specimen trees, landscaping, etc.) is being lost or is inappropriately managed.
- increased pressure from tourist (and general) traffic on historic roads is creating a strong demand for better facilities, more convenience, faster speeds, and less delay.
- physical and environmental damage from traffic.
- commercialism overwhelms the genuine experience of historic roads through over-development, crass advertising, and mass tourism.
- greater safety is expected by all.

Specific Areas of Study and Development

- Investigate the identification of historic roads: the what, how and why of the significance of roads.
- Investigate the management of historic roads: the policies, the who, the tools and techniques and the funding.
- Develop ongoing education programs through ISS Institute, State and Federal road authorities, State and Federal heritage authorities, and educational and professional institutions.
- Develop strategies to promote better identification, management, and interpretation of historic roads.
- Investigate the interpretation of historic roads: the message, the media and the supervisor.

Aims of Fellowship Program

Ongoing Areas for Development

- Promote the value of historic roads, i.e. road travel as a cultural experience, an economic resource and a community asset.
- Investigate and collate information on research specific to historic roads.
- Adopt strategies to promote the benefits of historic roads with a specific emphasis on identification, management and interpretation for tourists, professionals, and locals.
- Create an identification, management and interpretation model which can be adopted Australia-wide.
- Forge new links with ICOMOS through the International Scientific Committees on Itineraries Culturels/Cultural Itineraries (ICCI), Tourisme Culturel/Cultural Tourism and Paysages Culturels/Cultural Landscapes.

The Australian Context

Overview

The notion of a shared natural and cultural heritage in Australia emerged in the mid-twentieth century with the first state-based National Trust formed in NSW in 1945 and in Victoria soon afterwards. The Australian Council of National Trusts was formed in 1965. There had been antecedents in the form of Royal philosophical societies, National Parks associations, historical societies (at various levels), and special interests groups in professional associations, especially architects and engineers. Their emphases then were clearly wilderness landscapes and grand buildings. Broader interests emerged subsequently. The peak body for heritage professionals is the Australian national committee of ICOMOS, the International Council on Monuments and Sites, an organisation linked to UNESCO which was founded in 1965. It brought new strengths and perspectives from the international sharing of skills and experience. One parallel organisation is AICCM, the Australian Institute for the Conservation of Cultural Materials. More recently an Australian chapter of APT, the Association for Preservation Technology has been formed and very soon a chapter of TICCIH is expected to form.

Roads, their infrastructure and their day-to-day use have always been important to Australian culture. Many histories of roads in Australia have been written, mostly in association with state road authorities. They are listed at the end of this report in the References section. Other books have been more specific, focusing on a certain area such as Max Lay's *Melbourne Miles* (2003), a particular road such as John Thompson's *A road in Van Diemen's Land* (2004), or a social theme such as Graeme Davison's *Car Wars* (2004). Edna Walling's *The Australian Roadside* (1952) was seminal for the appreciation of fast disappearing rural landscapes. Drawing on earlier work, Colin O'Connor wrote *Spanning Two Centuries* (1985), a book which has led eventually to detailed databases on heritage bridges. Michael McGirr wrote a travelogue *Bypass, the story of a road* (2004) which drew much on the history of the Hume Highway. Furthermore, Australians write travelogues of road trips overseas; Dav Ardlie's *Only Fools and Hearses* (2005) tales of adventure and misadventure providing a case in point.

Roads have appeared significantly in art. *On the Road to the Diggings* (1854?) by S T Gill, *The Buffalo Ranges* (1864) by Nicholas Chevalier and *Bushrangers on the St Kilda Road* (1887) by William Strutt are famous works of art which have helped to establish a colonial imagery for Victoria. John Brack painted his *The Car*, twin to *Collins Street 5 pm*, in 1956 which epitomised the new post-WW2 freedom of the family 'tourer', actually an early 1950's Triumph Mayflower.

The imagery of historic roads has been celebrated in song. *Waltzing Matilda* by Banjo Patterson is immediately recognisable by any Australian, the words of the song can be interpreted at a deep level culturally and the swaggie, as a classic road user, is a folk hero. *On the Road to Gundagai* by Jack O'Hagan must be equally recognisable. But these are the romantic, intangible aspects of culture, while this report deals much more with the reality of historic roads.

A range of professional interests including archaeologists, architects, engineers, historians, horticulturalists, lawyers, planners and sociologists have participated in the maturation of a heritage 'industry' in the public service, private practice and academia. By world standards, Australia's heritage professionals could now be described as among the best internationally. Australia ICOMOS is well respected and the principles and processes, especially as espoused through the influential Burra Charter, are highly regarded.

Perhaps the more important discussion is on the need for trade skills to manage and interpret historic roads, their infrastructure and associated works and buildings. Who can repair dry stone walls and bridges? Who can manage avenues of honour? Who can produce authoritative interpretive material? Who can guide the tourist?

The Australian Context

The emergence of new local chapters of APT and TICCIH along with the continuing leadership of Australia ICOMOS promises to bridge the gap between professional and trades skills.

A Brief Description of Heritage Planning and Management

Heritage planning has been practised in Australia since the mid-1970's.¹ At a Federal level it began with the *Australian Heritage Commission Act 1975* which established the notion of the National Estate identified in the Register of the National Estate, a list of 'the places we should keep'.² The emphases of the Register continued to be wilderness landscapes and buildings although a wider range of buildings types was considered. The concept of 'place' has emerged, matured and consolidated over the years but understanding roads as one place presents new challenges.³

Heritage planning began at a State level in Victoria in the mid-1970's with legislation, introduced under the Hamer Government, to identify and protect buildings owned by the state. This was soon followed by legislation to identify and protect buildings owned privately. The first Historic Buildings Register, based on the A and B classifications of the National Trust of Australia (Vic), inherited the Trust's biases and it has been a very gradual process to widen the understanding of other heritage places including an appreciation of historic roads or streets. These two acts were amalgamated and then superseded by the present *Heritage Act 1995*. It established a legislative framework for heritage protection in Victoria, replacing the *Historic Buildings Act 1981*, the *Historic Shipwrecks Act 1981* and part of the *Archaeological and Aboriginal Relics Preservation Act 1971*. The Victorian *Heritage Act* provides protection for a wide range of cultural heritage places and objects, including cultural landscapes but still does not specifically protect historic roads or streets.

Legislation establishing similar authorities, systems and procedures followed in other states. The NSW *Heritage Act* was introduced in 1977, the Western Australia *Heritage Act* in 1990, the Queensland *Heritage Act* in 1992, the South Australian *Heritage Places Act* in 1993. Perhaps surprisingly for a state with such a rich and relatively unspoiled range of heritage places, the Tasmanian *Historic Cultural Heritage Act* was not introduced until 1995.

Parallel to the Federal and State Governments legislating to identify and protect heritage places, professional associations began to emerge specifically interested in the practice of heritage identification, management and interpretation. These were separate from the National Trusts. Perhaps the first was the Council for the Historic Environment (CHE), established in Victoria in an effort to codify and raise the standard of professional practice amongst archaeologists, architects, engineers, historians, planners, etc. It published a journal, *Historic Environment*.⁴ Australia ICOMOS was formed in 1976, the membership of

¹ For an outline history of heritage planning in Australia see the Commonwealth State of Environment Report - heritage chapters in 2001 and 2005 have good summaries of heritage listing procedures, relevant legislation etc. For all categories of heritage in Victoria see Jane Lennon, *Our Inheritance*, Department of Conservation and Environment, 1992. The most recent reference in Victoria is *Victoria's Heritage: Strengthening our communities* which describes the history of heritage protection of natural and cultural heritage in Victoria in its 'Appendix 2'. The strategy is available as a PDF file at: <http://www.heritage.vic.gov.au/page.asp?ID=6>.

² David Yencken, *The Heritage of Australia, The Illustrated Register of the National Estate*, Macmillan Company of Australia with the Australian Heritage Commission, South Melbourne, 1981, p. 9ff.

³ This was raised in the recent report on Heritage by the Productivity Commission, p. 49, Box 2.1: Place as used in the Charter has a broad scope: it is geographically defined and includes its natural and cultural features. Place can be used to refer to small things, such as a milestone, and large areas, such as a cultural landscape. A memorial, a tree, the site of an historical event, an urban area or town, an industrial plant, an archaeological site, a stone arrangement, a road or travel route, a site with spiritual and religious connections — all of these can fit under this term. (Marquis-Kyle and Walker 2004, p. 11)

⁴ One of the first articles written by a professional about historic roads in Australia was by Helen Weston, 'Concrete Roads', *Historic Environment*.

The Australian Context

CHE was absorbed by it and *Historic Environment* became the Australia ICOMOS refereed journal. Its next issue will be the special edition devoted to publishing the 'Corrugations' conference papers.

The Federal Government is responsible for heritage places in territories and for places owned by the Crown as the Federal Government and its agencies throughout Australia. Through the Department of the Environment, Water, Heritage and the Arts and under the *Environment Protection and Biodiversity Conservation Act 1999*, it administers the Australian Heritage Council (successor to the Australian Heritage Commission), which as well as maintaining the Register of the National Estate generally promotes the identification, assessment, conservation and monitoring of heritage in Australia. Specifically the AHC assesses whether a place meets the National Heritage criteria or the Commonwealth Heritage criteria, advises the Minister on the inclusion of places in, and the removal of places from, the List of Overseas Places of Historic Significance to Australia, advising the Minister on conserving and protecting places included, or being considered for inclusion, in the National Heritage List or Commonwealth Heritage List. It may invite public comment on the listing process.

The situation in Victoria is generally typical of the other states. Heritage Victoria is the Victorian State Government's principal cultural heritage agency and it is part of the Department of Planning and Community Development. Heritage Victoria administers the Heritage Act 1995 and maintains the Victorian Heritage Register. Heritage Victoria supports the work of the Heritage Council of Victoria, although the two are quite separate entities. Heritage Victoria is a Victorian State Government agency, whereas the Heritage Council is an independent statutory authority established under the Heritage Act. Local Government is responsible for identifying and protecting places of local significance through local planning schemes, a responsibility which is supported by staff from Heritage Victoria and the very successful Heritage Advisory Service.

On the one hand, very few historic roads as routes are formally identified and protected under legislation in Australia. On the other hand, many structures, works, plantings and objects associated with the tangible heritage of roads and the intangible heritage of travelling are identified. These range from roadside infrastructure such as milestones, culverts, tram shelters, bridges and cuttings to toll houses, wayside inns, hotels but not motels. Using the combined keywords 'transport' and 'road' a search of the online Victorian Heritage Register creates 85 hits, mostly bridges, milestones, inns and hotels which are listed as being of state significance as well as a further 60 hits which are places of archaeological interest. The latter are frequently roads, pavements and minor roadside infrastructure.

A search of the New South Wales Heritage Register creates 46 hits of a similar range of places which are of state significance and a further 255 hits of places of local significance. Importantly one hit of state significance is Major Mitchell's Great North Road, or at least sections of it, which is also included in the Federal Government National Heritage List. Of the 75 places presently listed on the NHL only two others are associated with historic roads: the Sydney Harbour Bridge and the Richmond Bridge in Tasmania. The Federal Government through the AHC maintains a serious interest in the Kokoda Trail in Papua New Guinea, a road or route of obvious significance to Australia but other great roads and routes are not yet recognised such as the Hume Highway, the Birdsville Track, the Canning Stock Route, the Gun Barrel Highway and the Great Ocean Road. Some of these routes have deeper Aboriginal significance.

Places are presently identified and proposed for listing at all levels of Government on an ad hoc basis. There is clearly a need for a typological study at each level of Government. The criteria and thresholds for establishing such significance are reasonably well established and uniformly adopted. The need for better identification and protection emerged clearly at the Australia ICOMOS 'Corrugations – the Romance and Reality of Historic Roads' conference held in Melbourne in 2005 but it began to stir earlier at the 'Making Tracks - From Point to Pathway: The Heritage of Routes and Journeys' conference held in Alice Springs in 2001.

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The Need for New or Better Skills

There is probably no lack of professional (and parallel academic) skills in Australia for the identification, protection and management of historic roads. These could easily be redirected to the heritage of historic roads if the demand were better recognised. One approach would be a coordinated program sponsored by AustRoads, the association of Australian and New Zealand road transport and traffic authorities. Its stated purposes are:

- undertaking nationally strategic research on behalf of Australasian road agencies and communicating outcomes
- promoting improved practice by Australasian road agencies
- facilitating collaboration between road agencies to avoid duplication
- promoting harmonisation, consistency and uniformity in road and related operations



Repairing traditional cobbled pavement, Trastevere, Rome

More serious is the lack of skills for their management and interpretation. Even so, the engineers, landscape architects and contractors who construct new works often have a deep respect for the skills of their forebears. There is also a lack of consistency from state to state, possibly from rivalry, but it is evidenced in different structural details, different standard signs as well as different road numbering systems, not to forget speed limits. Victoria and South Australia adopted an alphanumeric route numbering system in the 1990's which parallels that of Britain, for example. However, cultural sites are now generally indicated by signs with a brown background.

The question has been asked 'Who can repair dry stone walls and heritage bridges?' The ISS Institute has already sponsored two Fellowships, one for David Long, an expert waller in 2001, and one for Nigel Lewis, an expert timber bridge builder in 2005. It has held five dry stone wall workshops but this barely meets the demand for training. The literally back-breaking work and poor remuneration are not conducive to recruiting new skills. However,

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the Shire of Melton Dry Stone Wall Project has been a success in the identification, protection, management and interpretation of significant dry stone walls in the municipality. It provides an excellent model for other municipalities, as was intended by its brief. Parallel political moves through a review of the heritage overlay provisions in local planning schemes may lead to the blanket identification, for a trial period, of all dry stone walls in the state. It is to be hoped that better recognition of their significance and contribution will bring long term benefits.

The repair of timber bridges however is a less happy story. AustRoads has a publication, one of the very few it publishes which addresses heritage issues, titled *AP-G68/01: Guide to Heritage Bridge Management*, 2002. Its introduction states:

In recent years, there has been a greater recognition of the importance of cultural heritage, and heritage legislation has been enacted in a number of jurisdictions. Bridges are an integral part of cultural heritage. Their conservation poses significant challenges for asset managers as structures age and permissible vehicle masses increase. These guidelines have been prepared to assist in the management of bridge heritage and include guidance on assessing heritage significance, management of bridge heritage and of heritage bridges, and the preparation of conservation management plans.

The number of ruinous redundant timber bridges is of great concern because of the lack of political will, practical know-how and proper funding to address the problem.⁵ While many are identified in local planning schemes and the National Trust of Australia (Vic) in association with VicRoads and the Public Transport Corporation has undertaken an excellent typological study of all significant bridges in the state, funding for their maintenance and repair is minimal.⁶ A small number of heritage engineers are available to document and supervise their conservation but there are few builders able to undertake the work. (There is also a serious lack of suitable materials available.) Too many bridges, including some of state significance, can reach a point of no return and invite demolition rather than repair. There are examples of the successful conservation of timber bridges, especially when they have a new use such as for rail trails, i.e. the conversion of old railways into walking tracks.

Similarly, who is best placed to manage avenues of honour? Australia has a very proud tradition of planting avenues of honour to commemorate those who served and sometimes died in the First and Second world Wars. Victoria has the largest number and some of the earliest and best examples of avenues of honour. However, the responsibility for maintaining these trees usually falls to rural shires. The avenues can be under threat not just from removal, when traffic increases in scale and volume, but also from neglect and inappropriate attention. Too often the trees are just lopped from time to time rather than nurtured through a long-term program of careful pruning, mulching, feeding and watering. Even worse is the damage done to windbreaks and plantations which can form significant elements in the roadside landscape. There is a real threat that significant avenues of honour and other ornamental rows of trees and functional plantations will be lost. Again, there is very little support from AustRoads which has a publication, part of which addresses roadside

⁵ Productivity Commission, p. 240: 'More transparent information could be provided where conservation funding is shared between Governments and their agencies. An example is the program for conserving timber bridges in New South Wales, responsibility for which is shared between the NSW Heritage Office, the NSW Roads and Traffic Authority and local councils'. (NSW Government, sub. 157, p. 52)

⁶ The National Trust of Australia (Vic) 'Timber Bridge Study' was undertaken by the Timber Bridges Committee and managed by David Maloney. It was funded by the National Estates Grants Program, VicRoads and the Public Transport Corporation.

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vegetation, AP-R154/00: *Use of Recycled Materials and the Management of Roadside Vegetation on Low Trafficked Roads*, 2000. Its introduction states:

The review into roadside vegetation initially targeted the control of roadside vegetation where 'control' represented a reactive approach to vegetation maintenance. The scope was subsequently broadened to include a more proactive and strategic approach to roadside vegetation management.

Who can produce authoritative interpretive material and guide the tourist? There are some good models for trails along historic roads. One of the first was the Major Mitchell Trail, established in 1990 by the National Parks and Wildlife Division of the Department of Conservation and Environment. Its Community Education and Information Branch produced *The Major Mitchell Trail, Exploring Australia Felix* which is still current, with the road signs a familiar sight around the state.

One of the most recent trails to be established is the Shire of Melton Dry Stone Wall Driving Trail, a very positive outcome of the Melton Dry Stone Wall project. There was already a smaller, more disparate dry stone wall trail through part of the Western District.

There may a glimmer of change on the engineering side of historic road management which suggests a better integrated approach. In 1999 AustRoads published AP-136/99: *Moving Beyond Road Building: Embracing the Eclectic Future of Transportation with an Inclusive (Multi-Disciplinary) Approach to Transport Business*. It is summarised as:

This essay provides a synopsis of Transport SA's move beyond a predominance of road building to an inclusive (multi-disciplinary) approach to the changing and eclectic future of Transport Business. The authors view "Infrastructure" at an organisational/conceptual level rather than at the physical level of road assets and use the changing focus of Transport SA - from the purely operational through to a multi-modal integrated system - as a case study in organisational change. The research firstly assesses the changes in Transport SA's business from a road-based provider of infrastructure to an integrated transport business manager, and then examines how Transport SA has facilitated this through sympathetic and congruent organisational changes involving its workforce, skills/knowledge base and culture. A feature of the work is the incorporation of original research undertaken by the authors through interviews with 21 Transport SA staff and other key stakeholders to best gauge the current position of Transport SA's organisational culture.

SWOT analysis

Conducting a SWOT analysis, that is establishing the strengths, weaknesses, opportunities and threats enables a clear picture to emerge of an existing situation. It can draw from the past to help with the future. Strengths can be used to balance weaknesses and threats can be identified and turned into opportunities.

Strengths (Individual)

- Well established state based heritage authorities and Councils
 - Heritage Victoria & Victorian Heritage Council
 - Heritage Office of NSW & NSW Heritage Council
 - Department for Environment and Heritage & SA Heritage Council
 - Queensland EPA & Queensland Heritage Council
 - Heritage Council of Western Australia
 - Tasmanian Heritage Council & Heritage Tasmania
- Well developed professional and academic background to heritage identification and management
- Network of local Heritage Advisers in some states
 - Victoria, New South Wales, Western Australia, Tasmania and South Australia

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Strengths (General)

- Excellent examples of historic/iconic roads, including:
 - Great Ocean Road (Vic)
 - Great North Road (NSW)
 - Birdsville Track (Qld)
 - Gun Barrel Highway (WA)
 - Midland Highway (Tas)
- Existing models of heritage trails – some good interpretation
 - 27 examples in WA Heritage Trail Network
 - Major Mitchell Trail and Melbourne's Golden Mile (Vic)
 - Cobb & Co Heritage Trail – Bathurst to Bourke (NSW)
 - 22 examples in City of Ipswich Heritage Trail booklets (Qld)
 - Kangaroo Island Maritime Heritage Trail (SA)
- Emerging interpretive maps and guides
 - Westprint 'Heritage Maps for Modern Explorers' Nhill (Vic)
- Emerging awareness of roadside trees and plantings such as avenues of honour, environmental corridors

Weaknesses (Individual)

- Lack of local Heritage Advisers in some states
 - need to train Heritage Advisers in the importance of historic roads
- Poor recognition of heritage in professional training
 - introduction of two-tier tertiary courses: the 'Melbourne model'
- Poor recognition of heritage in trades training:
 - perceived as small and esoteric with little long term career potential

Weaknesses (General)

- Disparate state road and heritage authorities
 - little uniformity in identification thresholds
 - no common standards in management
 - widely different funding opportunities
- Disparate motoring associations
 - no standard interpretation styles for graphics, maps, signs, etc
 - perceived weakness of the Australian Automobile Association
- Poor central/Federal control
- No equivalent of the British organisation, the Campaign to Protect Rural England
- No equivalent of the American organisation, Scenic American Byways
- Poor recognition in State and Local road authorities of heritage issues
 - buck-passing responsibility of abandoned infrastructure such as timber bridges
 - inadequate management of roadside trees and plantings such as avenues of honour

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- Discontinuity of existing historic roads from short length bypasses
- Increasing travel by retired baby boomers
 - more long heavy recreational vehicles
 - location of caravan parks and other service facilities

Opportunities (Individual)

- Reinforce Australian representation on the ICOMOS ISC, the International Committee on Cultural Routes (CIIC)
- Continue Australian participation in the US Historic Roads movement
- Establish Australian equivalent of a US 'Scenic Byways' program, possibly called 'Heritage Highways' program
- Dedicated personnel in state heritage authorities for roads/transport
- Create internships or secondments to US and UK equivalents
- Offer further ISSI Fellowships and support similar schemes

Opportunities (General)

- Increased tourism from Heritage Trails
 - better maps and guides
- New management businesses from increased awareness and activity
- Fabric and Pavements
 - engineers and contractors
 - road trades: bitumen; gravels; cobblestones, other surfaces
 - cuttings, embankments
- Large scale infrastructure
 - engineers and contractors
 - cuttings, embankments
 - bridges (over and under), culverts,
- Small scale infrastructure
 - drains, curbs and gutters
 - sculptures and memorials
 - kiosks, shelters, waiting rooms, etc
 - milestones and other markers
- Landscaping
 - landscape architects specialising in infrastructure design
 - horticulturists specialising in plantings of trees and shrubs
 - arborists specialising in management of trees and avenues
 - better plant selection based on environmental associations
- Managing boundaries
 - dry stone wallers
 - other traditional fencing
 - gates, crossovers, crossings

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- Signage
 - graphic designers
 - sign writers
 - traditional signs
 - new interpretive signs
- Associated built forms
 - hotels, motels, pubs, inns, etc.
 - service stations, shops and stores
- Increasing the length of bypasses
 - to maximise the integrity of historic roads
 - to better separate the conflict between fast and slow traffic
 - to remove polluting, noisome heavy traffic from small towns and villages
- Introducing interpretive services via a standard radio frequency or by in-car GPS services.

Threats (Individual)

- Lack of interest in younger professionals and trades people

Threats (General)

- Disinterest in if not hostility towards historic roads from State road authorities and Local Government
- Lack of dialogue between engineers and conservationists
- Duplication and waste of resources in state heritage and road authorities
- Ignorance at the Local Government level in the management of historic roads, especially arboriculture
- Hierarchy of roads leading to lack of interest in local roads
- Presumption that improvement is always needed
- Safety versus conservation
- Excessive traffic spoiling heritage assets
- Loss of significant fabric (Tangible heritage)
- Loss of understanding (Intangible heritage)

Identifying the Skills Gap/s

Definition - Skill Deficiencies

There is a wide range of skills involved in the identification, protection and management and interpretation of historic roads. Many of these skills exist already and are used in parallel circumstances but are not applied to historic roads. These skills can be redirected politically and bureaucratically to ensure effective identification and maintenance of historical roads.

Identifying and Defining the Gap/s

Within the context of historic roads, it can be argued that it is not so much a deficiency of skills that is at issue, but rather, a lack of awareness that the heritage of historic roads matters. One of the earliest and most enduring successes of the US Preserving the Historic Road conferences was the coming together of engineers and conservationists. A dialogue was established which was mutually respectful and beneficial. Engineers needing to upgrade historic roads often admired the work of their predecessors and wanted to conserve it. Conservationists provided the philosophical justification and the process for doing so; together they could discuss appropriate solutions. A classic example was the strengthening of safety rails on the Columbia River Highway in Oregon, USA where a two-rail wooden guard rail was replicated but backed with steel which meant that it complied with modern standards.

The Australia ICOMOS 'Corrugations' conference in 2005 was sponsored by VicRoads, the RACV and the Federal and State Governments' heritage authorities. Unfortunately, with the exception of a few important individuals, very few engineers participated who were attached to Government organisations. This issue is of significance to the current Fellowship and avenues need to be explored to encourage participation and address this issue.

Why the Skill Gap Needs to be Addressed

There is little doubt that historic roads are under threat, particularly from the demands of modern mass tourism. Richard Engelhardt, UNESCO regional advisor for culture in Asia and the Pacific, recently said *"It is exactly this voracious capacity for growth that makes tourism such a danger to sustainable management of the heritage - the very resource on which tourism depends"*.⁷ This may be from too much or too little 'love'. If met, the demands for improved safety, better signage and heavier vehicles, for example, can compromise significant fabric and ruin the character that tourists have come to see. Old, narrow, high maintenance timber bridges are superseded by sleek, easy to maintain concrete bridges. Motels, already reaching their second if not third generation, are upgraded, losing their integrity and charm but pulling in the coach trade. And yet, it is the financial benefit which tourism brings to a community which can subsidise the appropriate conservation of significant fabric. It may take some skill from an engineer and landscape architect to devise a method to reinforce a historic stone safety wall and further skills to rebuild it.

A different sort of threat might come from technology, particularly information technology. As discussed in the three case studies, it is clear that certain historic roads overseas, such as the Via Appia and the whole road (and lane, bridle-path and foot-path) system of Lancashire have excellent, specifically targeted IT support (there is almost too much online information about Route 66). This interpretation is not only aimed at serving the intermittent tourist but backed up by theory, formal identification, statutory protection and properly

⁷ These tensions were addressed at the Australia ICOMOS conference, 'Loving it to Death', held at Port Arthur, Tasmania, Nov. 2004. Similar themes are explored in 'Heritage Tourism: sites to be seen', *Historic Environment*, Vol. 14 No. 4, 2000.

Identifying the Skills Gap/s

prepared management plans. While there are excellent skills in Australia to provide such IT support, very little appears to have been directed towards historic roads compared with the international situation.

Similarly, arboricultural skills already exist for the maintenance of trees but these are not necessarily applied to significant roadside plantings. Too often, tree loppers with limited qualifications and experience are employed by municipalities rather than true arborists. This may be to save money but it is usually a lack of appreciation for the significance of the plantings. The best solution may be to train more arborists but, equally, improving the skills of tree loppers and ensuring a better appreciation of the significance of plantings should be pursued. The same applies to the construction and repair of timber bridges, dry stone walls and even the pavement of roads.

The International Experience

Overview

The importance of historic roads, both urban and rural, is well recognised internationally.⁸ Several have been inscribed on the World Heritage List by UNESCO. ICOMOS has an International Scientific Committee, the International Committee on Cultural Routes (CIIC) with one Australian member. The significance of historic roads however needs to be recognised across all levels of the community – locally, nationally and globally.



Road to Ostia Antica, with Stone Pines, Rome



Road to Bordeaux near St Emilion, with Plane Trees

Historic roads can be ancient or modern, formed or unformed, even non-existent and known only as a concept spread by word of mouth. Some historic roads are vast international networks such as the Silk Road across Asia which linked China with Europe for centuries and the *Qhapaq Ñan* otherwise known as the Main Andean Road, which was the backbone of the Inca Empire's political and economic power. Roads can represent deep religious values, such as the pilgrimage routes which led to Jerusalem or to Santiago de Compostela in north-western Spain. Roads are recognised for their scenic value, such as Highway No. 1 connecting San Francisco and Los Angeles along the rugged coast of California. Two great roads, the Lincoln Highway and Route 66, 'The Mother Road' are said to unite the United States. Routes can be intangible, such as the 'Underground Railway' which served to spirit escaped American slaves from the south to the north, often into Canada. Technological significance can be ancient such as stretches of Roman roads which survive, or modern such as the Alaska Highway built during World War 2 by American and Canadian troops through spectacular but almost impassable terrain. The Kokoda Track, which may be added to the World Heritage List, is an ill-formed and ill-defined path which is both ancient and modern with a transnational significance.

Other roads are urban streets in cities, towns and villages. The ancient and medieval streets of Rome were rationalised under the Baroque Popes, with straight roads triangulating from looted Egyptian obelisks.⁹ John Nash realigned the main north-south route through the West End in Regency London. Baron von Haussman rationalised central Paris in the mid-nineteenth century for strategic as much as aesthetic and sanitary reasons. The first permanent Spanish settlement in the New World, San Juan in Puerto Rico, is a grid of streets now paved with blue glazed bricks and on the world Heritage List. In contrast, the

⁸ One of the foremost international authorities is Dr Max Lay, an Australian who wrote *Ways of the World: A History of the World's Roads and of the Vehicles that Used Them*. Rutgers University Press. (1992).

It is interesting to note, however, that the online encyclopaedia, Wikipedia has presently only a 'stub' site under the heading 'ancient roads' which aims to list 'Historic Roads: major long-distance roads of significant historic value'. See website http://en.wikipedia.org/wiki/Ancient_roads#Asia accessed 17/02/08.

⁹ Comune di Roma, *The Streets of Rome, walking through the streets of the capital*, Bureau for Policy and International Promotion of Tourism, Comune di Roma, 2005.

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first British settlement, English Harbour in Antigua is a dusty village of rambling tracks and roads. A ruthlessly rigorous grid was applied to the ever expanding Chicago. Other urban streets are organic, representing different values and forces. The impossibly steep and narrow streets of Hong Kong are interpreted for their associations with the emergence of the Communist movement in the 1930's. Every village, whether European, Asian, African or Meso-American, whether organic or planned, has tangible and intangible heritage in its historic streets and roads. Our roads hold us together as communities, large and small.

The United States of America

The United States of America is the most advanced nation in the identification, management and interpretation of historic roads.¹⁰ The *National Historic Preservation Act* was passed in 1966. The National Transportation Research Board has a Committee on Historic and Archaeological Preservation in Transportation (called the ADC50) which began in 1976.¹¹ This was founded, amongst others, by Howard H. Newlon, Jnr, an engineer with the Virginia Transportation Research Council from 1956 until 1989.¹² Newlon Jnr helped produce the landmark 1983 'Historic Bridges – Criteria for Decision Making report'.¹³ The TRB is now a very large organisation covering much more than roads with an international outlook. A broader professional awareness of historic roads as heritage places emerged from the National Trust for Historic Preservation, based in Washington DC. Two individuals, Daniel Marriott who was Director of the Rural Heritage/Historic Roads Program of the National Trust and Jeff Samudio, a preservationist based in Los Angeles, convened the first 'Preserving the Historic Road' conference at the Roosevelt Hotel, Hollywood Boulevard, LA in 1998. The location, as well as being the venue for the first Academy Awards, acknowledged the significance of historic roads in an urban context. The conference sought common ground between road engineers and preservationists. The biennial conference has flourished and the sixth was held in Albuquerque in 2006.¹⁴ As a result of this Fellow's participation, the conference has taken on an international dimension.

The cultural appreciation of historic roads has a much longer history:

A few groups did recognize historic roads early on. The Daughters of the American Revolution, promoting the National Old Trails Road, placed historical markers and "Madonna of the Trail" statues along the National Road and the Santa Fe Trail beginning in 1909 to commemorate the location of the historic routes and the role of pioneer women. In California, groups such as the California Federation of Women's Clubs and the Native Daughters of the Golden West endorsed the preservation of El Camino Real and in 1904 formed the El Camino Real Association. The association designed a cast iron bell, hung from an eleven-foot post, to mark the historic route. Between 1906 and 1915, 158 bells were installed along the El Camino Real route from the Mexican border to Northern California.¹⁵

¹⁰ It should be noted that the term 'preservation' is used consistently in the US where the term 'conservation' would be used in Australia, especially as defined by the Australia ICOMOS Burra Charter.

¹¹ See website <http://www.itre.ncsu.edu/ADC50/index.htm>.

¹² The TRB is one of six major divisions of the National Research Council, a private, non-profit institution that is the principal operating agency of the National Academies in providing services to the Government, the public, and the scientific and engineering communities.

¹³ This parallels the publication by Colin O'Connor of *Spanning Two Centuries, historic bridges of Australia* in 1985 and foreshadows the National Trust of Australia (Vic)

¹⁴ See website http://www.historicroads.org/sub1_1.htm.

¹⁵ Historic Roads website http://www.historicroads.org/sub3_1.htm, accessed 9/02/08.

The International Experience

This early commemoration was also tinged with popular marketing. The approach, including its essential dichotomy, culminated with the establishment in 1992 of the National Scenic Byways Program, part of the U.S. Department of Transportation, Federal Highway Administration.¹⁶ The U.S. Secretary of Transportation recognises certain roads as All-American Roads or National Scenic Byways based on one or more archeological, cultural, historic, natural, recreational and scenic qualities. 'The program is a grass-roots collaborative effort established to help recognise, preserve and enhance selected roads throughout the United States.' It funds projects for state and nationally designated byway routes in all states and territories. It is a very successful bridge between the public and the private sectors, maximising the interpretation and tourism potential of historic roads through the Internet and high quality publications such as maps and guides.



Top left – Old House on Battle Road, Concord MA before 1976

Top right – Old House on Battle Road, Concord MA after accretions removed

Left – Esso Gas Station on Battle Road, Concord demolished as alien to 18th Century

A separate group of historic roads in the US is managed by the National Parks Service. It is responsible for an extensive range of historic roads within national parks, something of a microcosm of the US generally. Some of the access roads within the earliest national parks have become historic by dint of time. Other national parks have been created to manage specific roads, such as the Battle Road from Lexington to Concord which was established in anticipation of the Bicentenary of Independence in 1976. Specific management issues have emerged; namely the need to maintain a balance between accessibility, safety and authenticity. While the route of the Battle Road has been stripped of almost everything representing development post-1800 to recreate the impression of the route in 1776, the roadside paraphernalia of Route 66 can be celebrated. The National Park Service administers the Route 66 Corridor Preservation Program.¹⁷ The program collaborates

¹⁶ See website <http://www.byways.org/>

¹⁷ The preparation of Corridor Management Plans is one of the key strengths of the US historic roads system. Good examples are the CMPs for the Arroyo Seco Parkway, LA prepared by Caltrans and the Lincoln Highway developed by the Lincoln Highway Coalition by Dixon Main Street for its nomination to the Scenic Byways Program.

The International Experience

with private property owners; non-profit organisations; and Local, State, Federal, and Tribal Governments to identify, prioritise, and address Route 66 preservation needs. The excellence and professionalism of the National Park Service's management of historic roads is a model to be emulated in Australia.

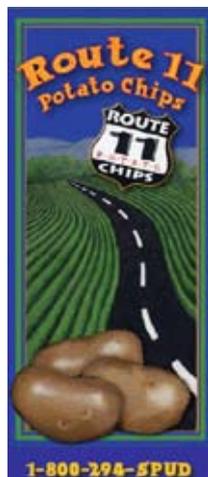


Big Indian Store, Mohawk Trail, MA



Giant with Hot Dog, Route 66, Atlanta IL

While there are substantial legal and economic differences between the US and Australia, these are outweighed by our cultural similarities including the dominating influence from the US through film, television and other media. For better or worse we have inherited such things as highway engineering, freeway signage and roadside architecture from car showrooms and motels to service stations and fast food outlets. We have also inherited such intangible 'road heritage' from great literature to popular culture. This ranges from John Steinbeck's deeply moving novel (and film), *The Grapes of Wrath*, Alistair Cooke's *American Journey* written in 1942 but only recently published in 2006, and *Blue Highways* by Native American William Least-Heat Moon, to the 'road movie' genre from the 1960's, films like *Easy Rider*, *Bonnie and Clyde* and, later, *Thelma and Louise*. The British author, Bill Bryson, on the other hand, has written *The Lost Continent* and *Notes from a Big Country* about travelling in America as well as *Notes from a Small Island* about Britain and *Down Under* about Australia.



Mass Marketing, Route 11, Middletown VA Fast Food at the 6A Diner, Cape Cod, MA

The International Experience

Great Britain

The British legal systems for the identification, protection and management of historic roads parallel Australia more closely. England and Wales have almost 8,500 designated conservation areas where local authorities have a statutory duty to “preserve or enhance the character or appearance of the area”, and some 517,000 listed buildings where local authorities must “have special regard for the desirability of preserving the listed building or its setting”. From 2005 English Heritage has been responsible for the administration of the listing system including the identification of historic roads.

Australia has also inherited many cultural similarities with Britain, an inheritance which is older and deeper than the more superficial similarities with the US. These can be seen in our approach to the construction and management of historic roads. Britain’s historic tracks and roads date back, proudly, to the Bronze Age and Roman times but continue through the centuries with increasing technical innovation – some of the most far-reaching in the world in the 19th century under Macadam – until at least the introduction of the first motorway, the by-pass built around Preston, East Lancashire in the mid-1950’s. The role of historic roads in the cultural landscape was codified, in his seminal book, by W G Hoskins, *The Making of the English Landscape*, first published in 1955. Hoskins was scathing about the introduction of by-passes.¹⁸



Preston Bypass monument

¹⁸ See p. 247 for his opinion about the newly completed Preston by-pass.

The International Experience

The various state-based National Trusts in Australia follow closely their British forebear and it is important to note their early interest in landscapes, one of the great strengths of the National Trust in Britain. It has defined 'routeways' as:

Frequently overlooked, roads, tracks, footpaths, bridleways, holloways and droveways are often the oldest landscape features to be found in the landscape. Long distance prehistoric trackways, Roman roads, Pilgrim's routes and later Turnpikes, Toll Roads and Military Roads are often well documented, although rarely receive adequate protection. Less well known are local routes that have been etched into the landscape through hundreds, if not thousands, of years of human and animal traffic – the track leading from the village to the common field, for example, or the holloway leading up from the valley to the summer grazing in the upland. Others may have been deliberately laid out or adapted as part of a designed landscape. These need to be recorded, together with associated features such as bridges, fords, milestones and boundary markers, and semi-natural features such as hedgerows and road-side trees.¹⁹

However, the Trust's approach seems more archaeological than anything. Historic roads and their paraphernalia are noted as elements within the landscape rather than identified for their own sake. Roads are also a means to an end, providing access to Trust properties.

There is no equivalent of the Campaign for Preserving Rural England in Australia. The Council for the Preservation of Rural England was formed in 1926 after the publication of two very influential books.²⁰ The great town planner Patrick Abercrombie published *The Preservation of Rural England*, for the most part a town planning tract but also a recognition of the infrastructure which made up the countryside, including historic roads. This was followed by *England and the Octopus* by Clough Williams-Ellis in 1928. While the CPRE is not so much directly involved in the management of historic roads, it can be a powerful lobby group. After nine years of campaigning, the *Restriction of Ribbon Development Act 1935* restricted the linear or 'ribbon' development of long rows of buildings built along main roads leading out of towns. In 1996 it published *The Cluttered Countryside*, an argument against the proliferation of little things, mostly roadside signs but also fences, outdoor furniture, service infrastructure, which can spoil culturally significant landscapes. In partnership with the RAC Foundation it lobbied in favour of the *Streetscape and Highways Design Bill 2007* which would require the Government to issue guidance on how to balance traffic management needs against the impact of any new signs on the surrounding environment. It argued that:

since the modern system of signage was introduced the number of road signs in the Highway Code has soared by 44 per cent, and areas of outstanding natural beauty like the South Downs are beginning to resemble the North Circular, with intrusive traffic calming, clutters of contradictory signs, and far too many signs and lines. A case study of the B3006 in Hampshire, carried out by the CPRE, found 45 signs per mile.²¹

The Countryside Agency in England was a statutory body set up in 1999 with the task of improving the quality of the rural environment and the lives of those living in it. The Agency was formed by merging the Countryside Commission and the Rural Development Commission. Its powers were inherited from those bodies.

The *Natural Environment and Rural Communities Act 2006* merged several Government organisations involved in rural policy and delivery, including part of the Countryside Agency, with English Nature and parts of the Rural Development Service to form Natural England.²²

¹⁹ *Archaeology and the Historic Environment, Historic Landscape Survey Guidelines*, p. 8, 1.4.5, National Trust, <http://www.nationaltrust.org.uk/main/w-arch4.pdf>, accessed 16/02/08.

²⁰ The history of CPRE is set down in *Making our Mark, 80 years of campaigning for the countryside*, by Tristram Hunt, 2006.

²¹ <http://www.cpre.org.uk/news/view/372>, accessed 9/02/08.

²² See website <http://www.naturalengland.org.uk/>

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The remaining part of the Countryside Agency became the Commission for Rural Communities. It published three important booklets:

- *Landscape Character Assessment, guidance for England and Scotland*, 2002, with Scottish Natural Heritage
- *Rural Routes and Networks*, 2002, with the Institute of Engineers
- *Including Landscape in Road Design, construction and mitigation, a good practice discussion note*, 2006.
- *Rural Traffic: Getting it Through*, Countryside Commission, 1997.

The most comprehensive heritage body in Britain is English Heritage, a non-departmental public body of the United Kingdom Government sponsored by the Department for Culture, Media and Sport.²³ It was established under the *National Heritage Act* 1983 and has major responsibilities in conservation, giving advice, registering and protecting the historic environment, and maintaining a public archive. It superseded the Ancient Monuments Board for England and the Royal Commission on the Historical Monuments of England. Of the 400 sites it owns and manages, only one appears to be categorised as an historic road, perhaps a parallel to the National Trust's 'archaeological' approach.

There are several important differences between English Heritage and its closest Australian equivalents, the various state heritage authorities. Firstly, English Heritage owns and manages many sites, including roads. Secondly, it has a large workforce which includes highly skilled professional and trades people in the management and interpretation of its sites. Perhaps the closest Australian example of such an arrangement would be the Historic Houses Trust of New South Wales. Despite their legislative powers to acquire places, especially when endangered, the Australian state authorities have rigorously eschewed such opportunities.

English Heritage has produced several useful recent publications dealing with the identification and management of historic roads. These include:

- 'Transport and the Historic Environment', 2004, a policy paper from English Heritage, which sets out key principles to inform transport decisions at local, regional and national level and secure the richness of England's past for the future.²⁴
- *Streets for All, South East*, 2005, in association with the Department for Transport. This manual offers guidance on the way in which our streets and open public spaces are managed. These spaces, sometimes known as the 'public realm', range from city squares to country lanes. Their appearance is often the product of several different agencies each with its own priorities. A co-ordinated approach can help provide an environment that is safe, enjoyable and appropriate to its surroundings.
- *Assessing the Effect of Road Schemes on Historic Landscape Character*, 2007

The Blue Plaques system for identifying historic places in London, one of the oldest, is particularly well-known and the model for most other systems around the world. Founded in 1863 and formerly administered by the Greater London Council, it is now administered by English Heritage.²⁵ The system relies on leisurely pedestrian accessibility rather than the delivery of information at vehicular speed so it is suitable for urban streets rather than rural roads. However, it has taken on a new dimension with the provision of more detailed

²³ The other equivalent bodies in the UK are Cadw in Wales, Historic Scotland in Scotland, and the Environment and Heritage Service in Northern Ireland.

²⁴ See website <http://www.english-heritage.org.uk/upload/pdf/EHTransportPolicy.pdf>.

²⁵ See website <http://www.english-heritage.org.uk/server/show/nav.1495>.

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information via mobile phone. It may be possible to extend the provision of information about rural roads by car radio, tuned to a standard 'tourist' frequency wherever you are, or by in-car GPS services.

The Department of Transport has worked closely with English Heritage and in 2005, along with the Heritage Lottery Fund and the Department for Culture, Media and Sports, they produced a report on the *Valuation of the Historic Environment, The scope for using results of valuation studies in the appraisal and assessment of heritage-related projects and programs*. One specific trigger for the report was the management of historic and modern roads at Stonehenge.

The DoT produces standardised signs, such as those used to identify historic places. It also produces useful management tools such as:

- Traffic Advisory Leaflet 6/05 'Traditional Direction Signs', advises on the use of traditional direction signs, on the repair and conservation of existing examples, and guidance on their reintroduction in appropriate locations.
- Traffic Advisory Leaflet 01/96 'Traffic management in historic areas', highlights how traffic engineering and highway improvements can be designed sensitively in historic areas
- 'Roots and routes: guidelines on highways works and trees', consultation paper, 2005
- 'Assessing the Effect of Road Schemes on Historic Landscape Character', with the Highway Agency and English Heritage.

There is clearly a strong body of professional and trades skills in the identification, protection and management of historic roads in Britain. It seems one of the best ways to transfer these skills to Australia would be the establishment of shorter term internships and longer term secondments between the appropriate road and heritage authorities, at all levels of Government.

Other Countries

Australia is much less influenced by other countries culturally, technically and legislatively than the USA and the UK. We can still learn certain lessons from contrasting circumstances if not by direct parallels. There are close parallels with Canada, a nation similarly cross-influenced by the USA and the UK, and some of its historic roads are pertinent to us. The Trans-Canada Highway, after the Trans-Siberian Highway and Australia's Highway Number 1 is the longest national route. Italy, with its Roman roads and later Renaissance and post-Renaissance roads is also important but closing an historic road to modern vehicles on Sundays, as happens with the Via Appia, is not likely to be possible in the near future in Australia.

Roads in France, often dating from Roman times, are lined with stately Poplars creating a classic image of the countryside. In Bordeaux, as with many European cities, there is a comprehensive system of blue plaques, usually with more information than their London counterparts. The teeming streets of central Hong Kong also have the equivalent of blue plaques but, in this case, they mark sites associated with the emergence of the Communist Party in pre-World War 2 China.



Blue Plaque, Bordeaux, France

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Fellowship Tour

The 2006 Fellowship Tour included a range of destinations representing diverse cultures and historical periods. It was an eight-week round-the-world journey beginning in the United States, passing through England, France and Italy, and concluding with Hong Kong. It included three conferences, each of which had specific content on historic roads and, more broadly, cultural landscapes:

'From World Heritage to Your Heritage', 19 - 23 April, 2006

9th US ICOMOS International Symposium, Newport RI

- Complexity of the Route of Santiago, Alberto Martorell (Spain)
- Landscape as Palimpsest Cultural Landscapes and Land Patterns of the Russian Orthodox monasteries in the Holy Land, Ira Gorodskoy (Canada)
- Cultural landscapes as World Heritage sites, Nupur Prothi-Khanna (India)
- Post-conference tours of Newport

'Preserving the Historic Road', 27 - 29 April, 2006

5th biennial Historic Road Conference in Boston MA

- Pre-conference tour of 'The Big Dig: from Elevated Highway to Urban Parklands', central Boston
- Massachusetts Highway Design; A Context Sensitive Approach, Stanley Wood
- Finding the Trail of Tears, Mark Christ and Tony Feaster
- Going the Distance: Strategies to Protect Long Distance Historic Roads, Kaisa Barthuli, Arthur Krim, April Moi
- Early Super Highways: the Worcester Turnpike and Long Island Motor Parkway, Joe Orfant and Cynthia Zaitzevsky
- Lexington and Concorde Battle Road, Richard Canale, Dawn McKenna, Nancy Nelson
- Post-conference tour of the Battle Road, Boston to Concorde

'Interpreting World Heritage', 1 - 5 May, 2006 (interrupted by serious illness)

1st National Association for Interpretation Conference, San Juan PR

- The conference coincided with a constitutional crisis in Puerto Rico which closed down all Local Government activities except the Police Department and the Department of Tourism
- The Fellow became seriously ill in San Juan and was unable to participate in much of the conference and tours and pre-arranged meetings
- Meeting with Martha I Bravo-Colunga, Scenic Byways Coordinator and Mr. Jose Torres, FHWA - Puerto Rico Division (cancelled due to illness)

Three deliberately different case studies were investigated in detail, including in-depth interviews with key personnel, travelling the routes, collecting appropriate literature and photographing details, issues and solutions. A list of standard questions was prepared.

Each case study includes some history, a description and a brief overview of the road's cultural values. A SWOT analysis makes more specific observations. This qualitative and quantitative assessment forms the basis for comparisons with the Australia situation, suggesting the lessons to be learnt. The case studies were as follows.

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1. Route 66 from Chicago to Springfield IL, USA 16-18 April 2006

Key people interviewed were:

- Ms Melissa Hendricks, Special Programs Manager, Illinois Department of Transportation
- Mr Don R. Keith, Right-of-Way Officer, FHWA – Illinois Division
- Mr Keith Sherman Right-of-Way Officer, FHWA – Illinois Division
- Ms Patty Ambrose, Executive Director, Illinois Route 66 Heritage Project

Introduction

Route 66, reverently and fondly called the 'Mother Road' and 'The Main Street of America', is an iconic road.²⁶ Linking Chicago and Los Angeles, it represents a wide range of American culture historically, geographically, socially and economically. It has been immortalised in great literature through the deeply moving story of an 'Okies' family heading west to California away from the Dustbowl in John Steinbeck's novel, *The Grapes of Wrath*. It has been popularised firstly before WW2 through the film of *The Grapes of Wrath* and then after WW2 through television and pop music by the TV series 'Route 66' and the jingle 'Get your kicks on Route 66'. Interestingly, it was conceived and is remembered as an east-west route. No road in Australia, historic or otherwise, is likely to match the cult status of Route 66 but, because of the close parallels between the two nations, it remains a valuable resource for informing future Australian practices.

This case study is limited to the sections of Route 66 in Los Angeles, particularly the Arroyo Seco Parkway, and between Chicago and Springfield, Illinois.

History

Route 66 officially dates from the mid 1920's and was originally a combination of existing roads and tracks, poorly built and, in places, notoriously dangerous.²⁷ It was championed by Cyrus Avery, a businessman from Tulsa, Oklahoma and John Woodruff of Springfield, Missouri. The US Highway 66 Association was formed to promote the road and was so successful that, by 1938, Route 66 was the first national highway to be completely paved. It became important for two major reasons. Firstly it suited the trucking industry which was beginning to rival transport by rail. Secondly it provided a route for internal migration, especially to the increasingly successful state of California.

*"The route passed through numerous small towns, and with the growing traffic on the highway, helped create the rise of mom-and-pop businesses (mainly as service stations, restaurants, and motor courts) up and down the highway."²⁸ This, of course, created the architectural imagery which is now so closely identified with the historic road. Migration west and transport in both directions continued during the Second World War because of the war-related industries in California. Military establishments were located along the road and the development of the atomic bomb at Los Alamos was linked to the road. After the war Route 66 became a popular road for vacationers and a fresh wave of development occurred, sometimes new but often in the form of improvements to existing infrastructure. *"It also marked the birth of the fast-food industry: Red's Giant Hamburgers in Springfield, Missouri, site of the first drive-through restaurant, and the first McDonald's in San Bernardino, California."*²⁹*

²⁶ It is also known as the Will Roger's Highway. There are dozens of websites devoted to the road and its cultural heritage but see <http://www.historic66.com/>.

²⁷ For a full history with useful links see the Wikipedia website http://en.wikipedia.org/wiki/Route_66#_note-0. Importantly, this history debunks many popular myths about the road but still respects its mythic quality.

²⁸ http://en.wikipedia.org/wiki/U.S._Route_66 accessed 1/03/08.

²⁹ Ibid.

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Route 66 and Interstate 55 Gardner IL

The official alignment has changed many times and represents a shifting attitude to traffic and towns. The conflict between the two was increasingly recognised and local by-passes became further and further separated from Main Street access. The decline of Route 66 began with the introduction of the Interstate Highway Act, signed into law by President Eisenhower in 1956. It is said that, following his military experience in Europe and especially in Germany, he wanted to create a system of freeways to rival Hitler's autobahns.

The first major bypass of Route 66 had occurred in Oklahoma in 1953 with the opening of the Turner Turnpike between Tulsa and Oklahoma City. This was extended in 1957 by the new Will Rogers Turnpike, which connected Tulsa with the Oklahoma-Missouri border. All the towns in northeastern Oklahoma were bypassed and towns across the entire state of Kansas. The new route east of Oklahoma City was called Interstate 44 and ran parallel to Route 66. West of Oklahoma City, in other states many sections of the original Route 66 were incorporated into Interstate 40. This happened in Illinois, after St Louis, with Interstate 55. Bypasses became increasingly contentious. The US Highway 66 Association became a voice for the people who feared the loss of their businesses. Litigation was threatened and Federal and State Governments were in disagreement. *"In 1984, Arizona saw its final stretch of highway decommissioned with the completion of Interstate 40 just north of Williams, Arizona. Finally [in 1990], with decertification of the highway by the American Association of State Highway and Transportation Officials the following year, U.S. Route 66 officially ceased to exist."*³⁰

Increasingly from 1990 Route 66 has been recognised for its historical values. Official and unofficial organisations have been established to identify, protect and manage various sections of the road. Missouri declared all of Route 66 in that state a 'State Historic Route'. *"A section of the road in Arizona was placed on the National Register of Historic Places; the Arroyo Seco Parkway in the Los Angeles Area and Route 66 in New Mexico have been made into National Scenic Byways; and in 2005, the State of Missouri made the road a state scenic byway from Illinois to Kansas."*³¹ Much work has been done on heritage planning for the Arroyo Seco Parkway, a key alignment of Route 66 and the first true freeway in the US.³² There is now a substantial industry devoted to interpreting Route 66. The 'Mother Road'

³⁰ Ibid.

³¹ Ibid.

³² See Diane Kane, 'How to Prepare a corridor Management plan: lessons learned from the Arroyo Seco Parkway, LA, California, USA', paper given at the Australia ICOMOS Corrugations Conference, 2005 and published in *Historic Environment, Corrugations, the Romance and Reality of Historic Roads*, Vol. 20, No. 1, September 2007.

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has become a major tourist destination with a world-wide appeal. As various sections are identified, protected and managed at all levels of Government (although major gaps remain), there is an increasing awareness that Route 66 may represent the sort of universal values required for nomination to the World Heritage List.

Description

Route 66 is approximately 3,800km (2,400 miles) long. It passes through eight states beginning nominally at the shore of Lake Michigan in Chicago and ending nominally at Santa Monica on the shore of the Pacific Ocean.³³ It runs diagonally from east to west mostly across flat country, two factors behind its success, but starts to rise in New Mexico and passes through the treacherous mountains of Arizona. Sections of the road continued to be notoriously dangerous until the early 1950's. For the most part, once it was paved, it was only ever two lanes. Pavement surfaces have varied according to locality, sometimes being distinctive such as the use of red brick in Illinois, and at other times reflecting engineering advances, such as the introduction of poured concrete. Most of the present pavement is asphalt.

Route 66 is still lined with retail outlets, fast food outlets, accommodation, and tourist facilities. Some are still operating, even dating from the 1920's, while many are closed or abandoned. A few buildings have been relocated to stay on the current alignment. Even more are lost however and this sense of loss is part of the character of the road.

Importantly, Route 66 is relatively free of the large freeway-scale signage of the Interstate system. Instead public and private signage is often typical of a bygone era in scale and detailing. The Route 66 symbol of the number within a shield, although varying from state to state and even from one stretch of road to another, has become ubiquitous. This and the ability to turn off, drive in and stop easily is a subtle reflection of different values from the post-WW2 era.



Standard Oil Gas Station, Route 66, Odell IL



Signage, Route 66, Odell IL

The infrastructure and architecture of Route 66 in the Mid-West largely reflects the late 1920's and 1930's, a sort of Bonnie and Clyde imagery. They nearly died on Route 66 at Commerce, Oklahoma, in a Government ambush which went wrong.³⁴ In the South-West the imagery changes greatly to reflect Amerindian and Spanish imagery, with more or less authenticity. The closer to Los Angeles you drove, the stronger was its Modernist architectural influence, even in the 1930's. After WW2, leaving the South-West influences of New Mexico and Arizona behind, the eye-catching 'Googie' style of architecture emerges with dramatic angles, daring structures and oversized neon light signs.

³³ Strictly speaking, these were never the official start and finish of the road. It has had several starts and finishes. The eight states are: Illinois, Missouri, Kansas, Oklahoma, Texas, New Mexico, Arizona and California.

³⁴ Tom Snyder, *Route 66 Traveler's Guide*, pp. 134-5. Although the couple and their gang were notorious for their bank robberies, Clyde Barrow preferred to rob small stores or gas stations, just the sort of infrastructure to be found along Route 66 at that time. http://en.wikipedia.org/wiki/Bonnie_and_Clyde accessed 1/03/08.

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Signage, Route 66, Odell IL



Abandoned Underpass, Route 66, Odell IL

Although it is no longer possible to drive Route 66 uninterrupted all the way from Chicago to Los Angeles, it is claimed that more than eighty percent of the original route and alternate alignments are still drivable with careful planning. Travel on some sections, literally through narrow suburban streets, can be dangerous for all concerned. On the other hand, an abandoned pedestrian underpass for school children in the now sleepy town of Odell in Illinois demonstrates just how little the road is still travelled.

Cultural Values

Route 66, while extremely rich in its surviving fabric and lingering associations, actually reflects a relatively narrow period of development in the US and associated cultural values. It demonstrates the rise of the motor car and truck after World War 1 and, through its decline and decommissioning, the rise of the Interstate system after World War 2. It lasted officially for just 30 years but these were tumultuous times for the United States and a period of tremendous industrial and technological change. The buoyant economy of the 1920's suggested that such a road was possible and necessary, so it came to be. The Depression and environmental disasters of the 1930's turned it into an escape route with Californian sunshine at the end, notwithstanding posses of vigilantes trying to protect local interests. World War 2 imprinted its varied cultural values along Route 66, ranging from diners, bars and more to service lonely military personnel through to the Manhattan Project. The great General Eisenhower, as President, perhaps unwittingly sealed its fate. The resurgence of Route 66 as an iconic road of the early twentieth century can be compared with the 'rediscovery' of the Battle Road outside Boston from Lexington to Concord in the lead-up to America's Bicentenary in 1976. Where the former glorifies its automobile driven infrastructure and architecture, the latter has stripped away any vestige of the twentieth century. Long sections of the Battle Road are now a National Park while all of Route 66 belongs to the people in a very different way.

SWOT Analysis

The following strengths, weaknesses, opportunities and threats can be drawn from this case study to inform the identification, protection and management of historic roads in Australia:

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Strengths

- Strong and continuing US Federal Government support through the National Byways Program including state based offices and various publications such as:
 - *National Scenic Byways Study*, US Department of Transportation, Federal Highway Administration, 1991.
 - *Community Guide to Planning & Managing a Scenic Byway*, US Department of Transportation, Federal Highway Administration.
 - Whiteman & Taintor, *Byway Beginnings, understanding, inventorying, and evaluating a Byway's Intrinsic Qualities*, Federal Highway Administration, National Scenic Byways Program with the National Parks Service, Rivers, Trails and Conservation Assistance Program, 1999.
 - 'Come Closer, We have stories to tell', large fold-out map and travel guide of all American Scenic Byways.
- Strong and continuing support by most State Governments support through state road and tourism authorities and various publications such as:
 - The preparation of Corridor Management Plans such as the Arroyo Seco CMP by Caltrans, principle officer, Dr Diane Kane.
 - Route 66, Special Programs Section, Illinois Department of Transportation.
- Strong and continuing support from non-Government organisations such as:
 - The National Trust for Preservation's Main Street Program, <http://www.mainstreet.org/content.aspx?page=175§ion=9>
 - Maps and tourist self-touring guides published by Route 66 Association of Illinois.
 - The Illinois Route 66 Heritage Project, <http://illinoisroute66.org/>
 - Preservation of the Historic Road, biennial conferences, http://www.historicroads.org/sub1_1.htm
 - US ICOMOS, national advocacy and annual conferences
- Skills, both professional and trades, are very well developed across the whole 'industry' of historic roads in the United States.
- Route 66 is still used by residents, farmers, small business operators, emergency and other service vehicles which ensures its continuing economic viability, social relevance and authenticity and which acts as something of a traffic calming factor.
- Important for its use by locals as an alternative to the adjacent Interstate 40, 44 & 55 freeways.
- Very extensive interpretive material available, with a range of integrity but usually of high to very high standard.

Weaknesses

- Differences between various municipal and state jurisdictions, administrations and outlooks and between Local, State and Federal Governments.
- Route 66 is still used by residents, farmers, small business operators, emergency and other service vehicles which are sometimes in 'conflict' with tourists who represent a major user group.
- Non-continuous access because of Interstate 'overlays'.
- Inconsistent signage from section to section and from state to state.

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- Serious limitations of the infrastructure which sometimes fails to meet modern safety standards.
- Deteriorating condition of original significant architecture.
- New pressures for modernisation of service facilities.
- Populism which may descend into theme park trivialisation.
- No present central organisation moving the possible World Heritage nomination forward.

Opportunities

- Explore the possibility of developing major highways with high cultural values including scenic, natural, historic, archaeological and recreational values to become heritage highways.
- Establish Australian equivalent of a US 'Scenic Byways Program', possibly called 'Heritage Highways' program.
- Create internships or secondments to US Federal and State Governments and through US ICOMOS.
- Offer further ISSI Fellowships and support similar schemes, e.g. Churchill Fellowships.
- Continue close relationship between various NGOs and professional associations such as US ICOMOS, National Trust for Historic Preservation, Preserving the Historic Road.
- Better awareness of the advantage of separating conflicting road uses, e.g. fast and slow, heavy and light, local and interstate.

Threats

- Lack of awareness of historic highways as places of significance in themselves rather than just as 'strings' of individual sites.
- Lack of Federal and State funding for the cultural aspects of historic roads.
- Danger of a narrow engineering approach to safety standards.
- Loss of continuous access as short re-alignments are adopted rather than parallel duplications.
- Trivialisation of cultural values of historic roads – the 'Big Banana' syndrome which has limited cultural value.

Lessons for Australia

Australia can benefit significantly from the history and experiences of Route 66. There are lessons to be learnt from Route 66 for the Australian situation. Although governance is subtly different at each level of public administration, which is reflected in both heritage planning and public funding, the cultural forces that created Route 66 in the first place and that are now seeking its proper identification, protection and management are very similar from one country to the other. Comparable roads in Australia might be: the Hume Highway, the Pacific Highway, the Newell Highway and the Princes Highway.

The Princes Highway, taken from central Melbourne to the South Australian border is a representative example. The departure of the original road along various alignments to Williamstown and thence Werribee, Geelong, Colac, Warrnambool, Port Fairy and Portland has been well described by Dr Max Lay.³⁵ Most middle-aged Melburnians would remember the Geelong Road until the 1950's as a two lane asphalted pavement lined by tall eucalypts

³⁵ Max Lay, *Melbourne Miles*, Ch. 4.

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and dry stone walls. Then Werribee was bypassed in 1961 with the Maltby Bypass and the ensuing stretch to Geelong was the first highway in Victoria to be built to freeway standards.³⁶ It wasn't until the recent construction of the Sergi Bridge that the last remnants of the original toll house near Corio were swamped by the off ramp for the much awaited Geelong bypass.

The several Interwar car showrooms in Murray Street, Colac can be compared with the similar retail outlets of Route 66. Middle aged Melburnians will also remember the now demolished Koala Motel in the Stoney Rises west of Colac. Warrnambool was the regional centre from 1948 for the headquarters of the Country Roads Board, now VicRoads. Motels built in the mid-1950's immediately to the east of Warrnambool have since been bypassed with a major realignment of the road and even the McDonalds Restaurant built to take advantage of it has relocated. A former car showroom in Raglan Parade, built in the mid-1960's, is one of the best surviving examples of Googie architecture in Victoria. Further west, Port Fairy has been promised a bypass for decades but still has the standard motels, caravan parks, service station and tyre store strung along the Princes Highway (this section of road may be even older than the route out of Melbourne). Sections of the Princes Highway beyond Tyrendarra and Heywood to the border follow the line of the earliest pastoral expansion by the Henty family and other pioneering squatters. While this may be a pale comparison with Route 66 because the Princes Highway lacks the extreme history and glamour of the 'Mother Road', the same forces are at work and similar opportunities for interpretation exist.

Recommendations

- Australia should embrace the best aspects of its car-based culture without submitting to its tyranny or ignoring other transport cultures
- Australia should take advantage of American technical advances, especially the Internet and digital technology, using it to promote what we know is important to us through good management and interpretation
- In a similar way to the US 'Scenic Byways Program', a national program which celebrates our historic roads and cultural routes should be established, learning from its evolution, taking advantage of its technical advances and using it to promote what we know is important to us through good management and interpretation
- Foster the existing fledgling professional contacts between the US, Canada and Australia at all levels of Government, in academia, in NGOs and not-for-profit organisations, and through the private sector
- Use the strength which comes from cross-disciplinary understanding, especially the partnership between the 'hard' professions, trades and Government authorities which build roads and the 'soft' side which provides a deeper understanding of the values represented.

Important Issues Addressed and Skills Learnt Included:

- The importance of integration of purpose between Government departments and with non-Government organisations (NGOs)
- The need for a Corridor Management Plan
- The quality of local docents (guides) who have a stake in the success of the historic road
- The role of the NTHP Main Street Program (equivalent to the Heritage Advisory Service in Australia) in revitalising local communities

³⁶ W K Anderson, Roads for the People, p. 74.

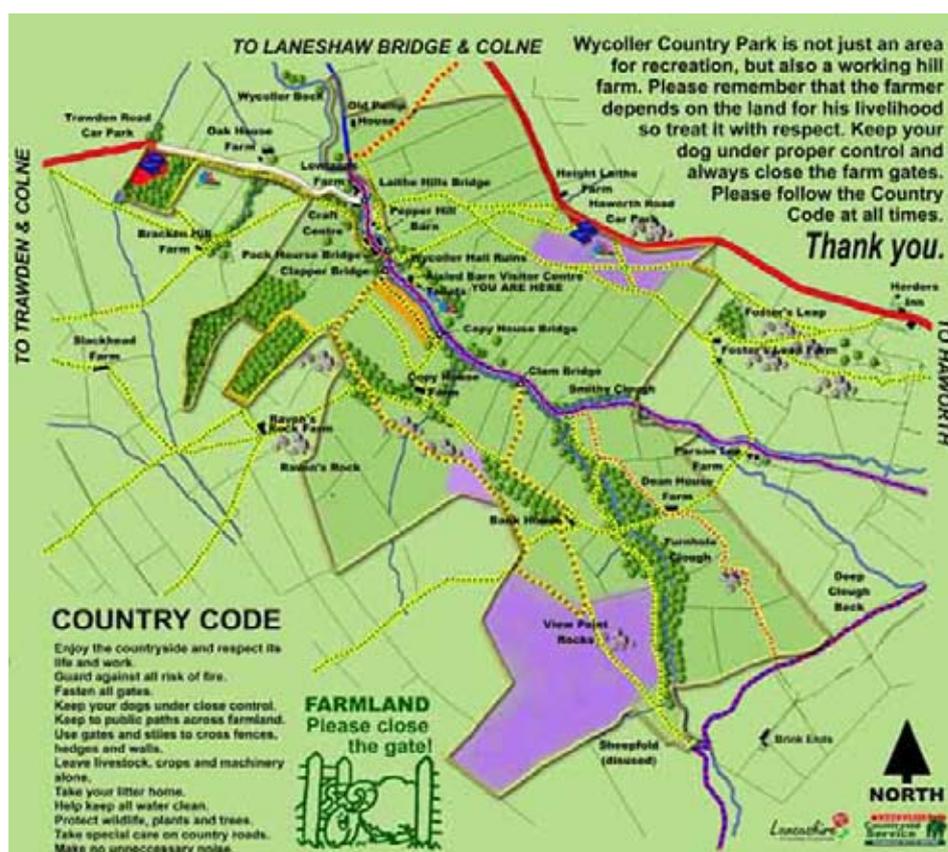
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2. Lancashire Lanes (Wycoller Village), North-East England

11 -12 May 2006

Key people interviewed were:

- Mr David Ratledge, Group Leader – Technical Services, Lancashire County Council
- Ms Debbie Bonser, e-Government Officer, Lancashire County Council
- Jonathan Porter, Co-ordinator, Landscape Character Network of the Countryside Agency, Manchester (not available)
- Mr Charles Wagner, Head of Planning and Regeneration Policy, English Heritage (met with deputy, Ms Jenny Frew, Senior Policy Officer - Transport)
- Mr Shaun Speirs, Director, Campaign for Preserving Rural England



Wycoller Walker's map <http://www.lancashire.gov.uk/Environment/countryside/sites/wycoller.asp>

Introduction

The bleak but evocative landscapes of Northern England have been immortalised in nineteenth century literature, especially that of the Brontë sisters who lived at Haworth. Many of the nearby landmarks are mentioned in their classic novels such as *Wuthering Heights* and *Jane Eyre*. Narrow lanes lined by high dry stone walls are one distinctive element with the landscape. For the most part they enclosed sheep yards. Small villages, built from the same stone to house weavers, are spaced at regular intervals. Streams and rivers, including

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the means for crossing them, are another key landscape element. The lanes, a vast network across the whole county, have become a recreational resource for the industrialised urban centres of Lancaster, Preston and even Manchester and Liverpool. The County of Lancaster created a Country Park to protect the typical mediaeval village of Wycoller in the 1970's.

This case study is limited to the village of Wycoller and the countryside immediately surrounding it.

History

The age of the lanes of Lancashire is uncertain but many must follow ancient footpaths. Others certainly follow the alignment of Roman roads. Much of the present infrastructure - bridges, buildings, walls and fences - probably dates from the seventeenth and eighteenth centuries. Generally the land was used to pasture sheep and the settlements were for communities of weavers who processed the wool and wove it on domestic looms. The landscape did not lend itself so well to the construction of canals as elsewhere in the North. The lanes linked a vast network of small villages now integrated with the major roads linking the towns. The lanes cross the streams and rivers by stone bridges, usually just passable by cars, but there is evidence of much earlier structures including narrow 'pack horse' bridges and fords with stepping stones.

Many mediaeval villages were abandoned as a result of the Industrial Revolution and the invention of power looms.³⁷ Wycoller, about four miles east of the town of Colne and Preston, is typical. It is located on a stream, called a beck or brook, in a relatively wide valley. The largest building was the manor, occupied by the local squire, around which were clustered tiny stone cottages. The second largest building was the aisled barn. The population of Wycoller peaked at 350 in the year 1820 but weavers later moved to live in nearby towns, close to the developing mills.

The Brontë family is traditionally connected with Wycoller. Charlotte and Emily Brontë are thought to have visited the village frequently in their many walks around the area. The Hall is believed to be the inspiration for 'Ferndean Manor' in Charlotte's novel, *Jane Eyre* and was used to illustrate the 1898 edition.³⁸ She wrote:

The manor-house of Ferndean was a building of considerable antiquity, moderate size and no architectural pretensions, deep buried in a wood. I had heard of it before. Mr. Rochester often spoke of it, and sometimes went there. His father had purchased the estate for the sake of the game coverts. He would have let the house, but could find no tenant, in consequence of its ineligible and insalubrious site. Ferndean then remained uninhabited and unfurnished with the exception of some two or three rooms fitted up for the accommodation of the squire when he went there in the season to shoot.³⁹

The Hall was built by the Hartley family at the end of the 16th century but by the early 1900's much of the Hall was unoccupied. Stone was later taken from the property to be used in other locations or for local walls. Restoration work on the Hall began in 1950 and the fireplace has been rebuilt with help from 'The Friends'.

³⁷ A similar situation had happened within the later seventh century during the Black Death, or Bubonic Plague, when villages were abandoned.

³⁸ Wycoller Information Sheet 3, LCC http://www.lancashire.gov.uk/Environment/countryside/pdf/Wycoller_sheet_3.pdf

³⁹ Charlotte Brontë, *Jane Eyre*, ch. 37.

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Wycoller Hall and stone bridge, Wycoller, Lancashire



Plaque noting Wycoller's win in 'Best Kept Village' competition

Description

The cultural landscapes of Lancashire are diverse with some landscapes being wide, elevated and open moors while others are closed, narrow valleys. The former are generally treeless but the latter can be heavily wooded. The rain fall is high and the landscapes are crisscrossed by streams and rivers. Yet the two main types are integrated culturally. The consistent use of traditional local stone for both masonry buildings and dry stone walls unites the Shire. Occasional hedgerows are similarly unifying. The village of Wycoller and its hinterland are typical, with the village nestling into valley within the broader landscape.



The largest of seven stone bridges, Wycoller, Lancashire.



Road and ford with stepping stones on right near Pendle, Lancashire.

Seven bridges cross Wycoller Beck. The Pack-Horse Bridge, a twin arched bridge which may have originated almost 800 years ago, has been reconstructed over the centuries. Sally Owen, mother of Wycoller's last squire has led to the bridge's alternative name – Sally's Bridge. Clapper Bridge is close to the ruins of Wycoller Hall and probably dates from the late 18th or early 19th century. Grooves in the bridge from the weavers' clogs were allegedly chiselled flat by a farmer whose daughter was fatally injured on the bridge. Clam Bridge is possibly more than 1000 years old and is listed as an Ancient Monument. It is a single slab laid across Wycoller Beck and once had a handrail. In 1989 and again in 1990 the bridge was swept away and cracked in two. It was repaired and replaced in 1991.

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The village is being revived with several cottages undergoing renovation. There are now permanent residents in the village and a thriving tea shop which also sells souvenirs. Wycoller Hall remains an evocative ruin. Its barn has been converted into an interpretation centre. On the further side of the village, at a discrete distance, there are public toilets. The exclusion of cars from the village and the attractive appearance of the newly conserved buildings create a remarkable feeling of tranquillity which is rarely experienced today. Cars are left in a screened car park within a comfortable walk of the centre of the village, just as visitors would have arrived before 1900. There is a preliminary interpretation panel which outlines the experience of Wycoller and set down certain 'rules'

Cultural Values

The Brontë sisters spent much of their life in Haworth, close to Wycoller. The village, and its access, is typical of the cultural landscapes they describe and it provides an important visualisation for readers. The village and its hinterland, including the lanes and stone walled fields, are of cultural significance for demonstrating the dramatic change of lifestyle brought about by the Industrial Revolution, specifically the shift from weaving as a cottage industry to massive mills in towns. The disposition of buildings and roadside infrastructure in the towns, villages and countryside of Lancashire is of great aesthetic significance.

SWOT Analysis

The following strengths, weaknesses, opportunities and threats can be drawn from this case study to inform the identification, protection and management of historic roads in Australia:

Strengths

- Eleven information sheets (similar to Parks Victoria examples) on Wycoller Village available online at: <http://www.lancashire.gov.uk/Environment/countryside/sites/wycoller-infosheets.asp>
- The Lancashire Rights of Way improvement Plan (ROWIP)
- Maps and Related Information Online (MARIO) available at: <http://mario.lancashire.gov.uk>
- Exclusion of tourist vehicles from the village
- Discrete interpretive signage
- Successful recycling of historic barn building

Weaknesses

- Conflict between locals and tourists
- Large commercial vehicles negotiating narrow village streets and country lanes.
- Inconvenience for service vehicles and especially emergency vehicles negotiating narrow village streets and country lanes
- Winding and indirect roads can be dangerous and leads to confusion

Opportunities

- Develop online information similar to MARIO
- Develop interpretative material including online distribution similar to the information sheets available for Wycoller
- Develop management plans which acknowledge the lack of modern development in abandoned settlements

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Threats

- Requirement to make historic roads, and especially minor roads such as lanes, meet modern engineering standards
- Lack of appreciation for the intangible cultural significance of minor roads in Australia for their associations (sometimes literary), and their pre-World War One character
- Intrusive development in abandoned settlements where the emptiness of the place is part of its character and significance

Lessons for Australia

Although the environment and the pursuit of 19th century literary sites might be very different, there are lessons to be learnt from the Lancashire Lanes (Wycoller) case study for the Australian situation. The lanes – still largely undiscovered – and roads of the Western District are lined with dry stone walls and some surviving hedgerows. This is particularly the case in the stoney rises north and west of Colac, at Pomorneit and in parts of the Moyne and Glenelg Shires. Other examples exist in north-west Tasmania around Hagley and Deloraine and south-west Tasmania around Hamilton, Bothwell, and Kempton.

One close parallel to a Lancashire lane might be Fingerboard Road at Yambuk. It rises and falls and twists around as it passes over stoney ground and between dry stone walls on both sides. There is very little traffic except for farming locals, although it does include heavy traffic from a basalt quarry. The road is managed by the Moyne Shire as a single lane pavement. It has some literary associations with Rolf Boldrewood and Annie Baxter Dawbin, the early squatting pioneers and authors who lived and wrote about the district, as well as the paintings of Brian Dunlop who lives along the lane and includes Fingerboard Road in some of his landscapes. Another similar lane, although more forested, is Hawks Nest Road which skirts the edge of Lake Corangamite at Pomorneit East. Both these examples leave the Princes Highway and rejoin it without going anywhere much geographically but travel a long way intangibly.

'Ghost towns' from the gold rush period in Victoria parallel the abandoned villages of North England. Steiglitz, where there are very few buildings surviving, might be a town where car access is excluded. There is already a car park with toilet facilities located on the former cricket ground. The road from Meredith to Maude is a through road, however, with little chance of a bypass. Similarly, the road through Walhalla is the main access along the Stringer's Creek valley. The song *The Road to Gundagai* with its line 'There's a track leading back to an old wooden shack along the Road to Gundagai' sums up the nostalgic sense of loss for a past way of life in the Australian Bush.

Recommendations

- Develop a better understanding of the importance of intangible cultural heritage and how it is manifested
- Include intangible cultural heritage in the identification, management and interpretation of historic roads
- Develop a better understanding of the significance of 'lost' development, the failure of settlements and the passing of lifestyles including transport and communication by road
- Develop interpretive material which better links literature, art and music to historic roads

Important Issues Addressed and Skills Learnt Included:

- Resolution of the conflict between local traffic and tourist traffic
- IT skills in the presentation and promotion of the lanes and roads of Lancashire (especially through the MARIO website)

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3. Via Appia Antica (Rome), Italy 26 May 2006

Key people interviewed were:

- Prof Andrew Wallace-Hadrill, Director, British School at Rome (meeting cancelled and further contact was not possible)
- Signora Patrizia Tanzi, Ufficio Promozione Internazionale del Turismo e della Moda, Comune di Roma

Introduction

The Via Appia or Appian Way represents one of the oldest and best known road building cultures of the Western world. It was the most important ancient Roman road.⁴⁰ In about 70 BC the poet Publius Statius called it 'The Queen of Roads'.⁴¹ The Romans built their roads for the same reasons that we do: for economic, strategic and social progress. They probably enjoyed and sometimes detested travel as much as we do today. Some of their roads were historic by the time of the Republic and certainly by the time of the Empire. Whether or not they recognised the heritage of their historic roads might be debated, but the significance of the Via Appia in Roman times and ever since has been clear. Notwithstanding its incremental decline under Papal rule and grave threats from urbanisation after World War Two, the Via Appia is now a regional park, almost all of which is privately owned land, managed by the statutory body, Parco Regionale Dell'Appia Antica (Appia Antica Regional Park).

This case study is limited to the section immediately beyond the walls of ancient Rome, approximately 10km long.



Via Appia, map showing ancient routes to Brindisi http://commons.wikimedia.org/wiki/Image:Via_Appia_map.jpg

⁴⁰ http://en.wikipedia.org/wiki/Appian_Way accessed 1/03/08.

⁴¹ Max Lay, *The Ways of the World*, Primavera Press, p. 53.

⁴² Ibid

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History

The Via Appia dates from 312 BC when Appius Claudius Caecus became censor at Rome at the time of the Samnite Wars.⁴² He began construction of the road, a popular move, along with other major public works. Nominally and symbolically, the Via Appia begins at the Roman Forum. The purpose was almost certainly to gain strategic military advantages. The road connected Rome with the new colony of Calvi, near Capua. The first advantage was to cross the Pontine Marshes safely and quickly outside Rome although this was a mixed blessing because enemy armies could advance along the same road to attack the city. With each military success the road was extended. Adopting existing alignments as well as new, in 264 BC the road eventually reached the port of Brindisi on the south-east corner of the Italian peninsula. At first it went 'straight as an arrow' across the Pontine Marshes to the coast northwest of Naples, there to turn north-eastward to Capua and Benevento. At this point the original road went south-east crossing mountains between Aquilonia and Venosa, thence to Taranto on the Gulf of Taranto and thence due east to Brindisi on the Adriatic coast. Brindisi was the port which served ships trading with Asia.

In 73 BC after the defeat of the slave revolt led by Spartacus, 6,000 slaves were crucified along the Via Appia all the way to Capua. *'Writing in about 50 BC in his Universal History the historian Diadorus Siculus noted that making the way had been so expensive that it had exhausted the public purse.'*⁴³ Under the Emperor Trajan, a more northerly route was adopted which followed the Adriatic coast from Bari to Brindisi. Later, the Emperor Hadrian undertook reconstruction around 130 AD.

After the fall of the Western Roman Empire, the road fell out of use.

The decline of the Via Appia was slow at first, then precipitous. In the ninth and tenth century there were large estates belonging to the Church around the road, like Santa Maria Nova. The monuments were under constant attack by the weather and man; the Appia became a quarry for reusable building blocks and stone for making lime. From the eleventh century on St. Peter's began to hand out these properties to the families of the Roman barons and counts. The Tuscolo counts turned the sepulchre of Cecilia Metella into a fortress. In 1300 Bonifacio VIII Caetani gave this castle to his family: around it grew up a fortified township that spread over the road and cut it off. The Caetani imposed heavy tolls on goods and travellers, so an alternative route was used: the via Appia Nuova, from Porta San Giovanni.⁴⁴

Pope Pius VI ordered its restoration. A new Appian Way was built parallel with the old in 1784 as far as the Colli Albani, the Alban Hills region. The new road is called the Via Appia Nuova while the old section, now a tourist attraction, is called the Via Appia Antica. The emerging interest in archaeology in the eighteenth century is a blessing and a curse for the road's survival. On the one hand, the monuments are plundered further, especially for their art works but, on the other, a call for an official archaeological park begins. This is strengthened during the Napoleonic era but it is not until the early 1930's that the Via Appia Antica is described in town planning documents as a 'large park' surrounded by a 'buffer zone'.

The road was critical during World War Two when a four month battle ensued between the Germans and the allies on the very ground which had been contested during the Samnite and subsequent wars.

After World War Two the road came under serious threat from urban development. In 1951 it was cut in two at the seventh milestone by the newly opened ring road around Rome. There were proposals to modernise the road. This was opposed by Italia Nostra (the equivalent to the National Trust) and key individuals including Antonio Cederna, a journalist trained as an archaeologist.

⁴³ Ibid.

⁴⁴ <http://www.parcoappiaantica.it/en/testi.asp?l1=2&l2=3&l3=2&l4=0> accessed 2/03/08.

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As late as 1960 the town plans limited the public park area to a few metres to each side of the road. In 1965 the ministry for public works designated 2500 hectares of the territory around the Appia Antica as a public park, but the government overturned this ruling. In the '70s and '80s the fight to protect and conserve gained more supporters amongst the public and associations. The call for a Park to be formed became more urgent. In 1979 the Mayor Argan took up the proposal to create an extensive archaeological Park in the middle of Rome to be joined to that of the Appia Antica. This was another arduous phase in the struggle, but despite numerous difficulties and the political and legal obstacles, the birth of the Park drew nearer. In 1988 Lazio Region approved the institution of the Parco Regionale dell'Appia Antica. In 1993 Cederna was nominated President of the consortium for the Appia Antica Park.⁴⁵

Since 1998, the historic road has been managed as the Parco Regionale dell' Appia Antica, a not-for-profit public authority. It has 37 staff members of whom 16 are park guards. The remainder form a multi-disciplinary technical team including architects, archaeologists, engineers, agronomists, geologists, environmental educators, IT and communication specialists.

Description

The Via Appia connected the heart of Rome to Brindisi in southeast Italy. Perhaps its best known stretch, however, is just beyond the walls of Rome. The walls were extended at different times. Various fortified gateways were constructed to provide access to the city from the south-east as well as to defend it. The Porta Appia (or Porta San Sebastiano) in the Aurelian Walls, which incorporates the so-called Arch of Drusus, still marks the furthest extent of the city and the beginning of the Via Appia Antica. Replica milestones mark the distance from the Porta Appia. At first completely enclosed by high brick walls, the road winds briefly and rises to open out into a diverse but classic Italian landscape.

The road is paved with large basalt blocks (*basolato*) rutted from iron wheels and repaired patches of cobbles. Slightly rounded for drainage, the pavement is lined by stone gutters. The road is defined at the property line by rendered walls and, intermittently, by dry stone walls. Stone Pines, *Pinus pinea*, line both sides. Other trees such as olives are important elements of the landscape along with a wide range of flora and fauna. The pavement is wide enough for two cars to pass. Cars are prohibited on Sundays when the road is taken over by cyclists and pedestrians. The Via Appia still contains the longest stretch of straight road in Europe running for 62km.



Tomb of Cecilia Metella, Via Attica Antica on a Sunday without vehicle traffic

⁴⁵ <http://www.parcoappiantica.it/en/testi.asp?1=2&12=4&13=0&14=0> accessed 2/03/08.

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Ristorante, Via Appia Antica. Cyclists with hired bikes take a break



Ancient Tombs and Pavement, Via Appia Antica, Rome

The Church of Domine Quo Vadis is in the first mile of the road and marks the beginning of the straight road. There are religious institutions which manage the catacombs of St Calixtus, from the end of the 2nd century, and St Sebastian, one of the most accessible catacombs. Opposite the latter are the Jewish catacombs. Further out are the ruins of the Circus of Maxentius and the Tomb of Cecilia Metella. A typical rural restaurant-bar nearby (one of eight on or near the road) serves the passing tourist trade. Just as it was in ancient times, the district is an affluent suburb with discrete villas set back from the road. A few substantial suburban villas set in large gardens appear on both sides of the road, finally giving way to more open fields.

Further out is the Torre di Selci. The name refers to the flints (selci) of the Roman road which were used in the twelfth century to erect a tower on top of a Roman tomb. After Torre in Selci there are fewer monuments and people. In the distance are the arches of the aqueduct which provided water to the Villa dei Quintili. There are several stretches of *basolato*, the original pavement of Via Appia. One of the last monuments in this stretch is a large circular brick building thought to be the tomb of Emperor Gallienus. It is located at the IXth mile of Via Appia. Near here was the first *mutatio* where mail messengers changed their horses.

At least 95% of the Park is private property, with a predominance of medium to large areas owned by old aristocratic families (40%), followed by public and private associations (25%), small private ownerships (21%) and religious organizations (10%). The remaining 5% belongs to the state, roughly divided thus: 2% belonging to the City of Rome; another 2% to the National Historic-Artistic Trust; and the remaining 1% to the armed forces.⁴⁶

A Management Plan for the Appia Antica Regional Park was implemented by the Executive Board in 2002.

Cultural Values

One of the more important ancient cultural values of the Via Appia was its use as a linear cemetery. It was against the law to bury the dead within the walls. This was a privilege limited to the most important people such as the Emperors Augustus and Hadrian. Even the most exulted citizens were buried beyond the walls. Magnificent tombs, lined the roads leading from Rome and many survive along the Via Appia.⁴⁷ The grandest surviving is the sepulchre of Cecilia Metella, nearly 30 metres in diameter but now a picturesque ruin. The catacombs of early Christians and Jews are significant cultural monuments and are

⁴⁶ <http://www.parcoappiaantica.it/en/testi.asp?l1=2&l2=8&l3=0&l4=0>, accessed 2/03/08.

⁴⁷ James Bentley, *Philip's Rome*, pp 15

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represented by buildings from the Renaissance period and later. Other structures, such as the Torre di Selci from the mediaeval period are also significant. The pines lining the Via Appia inspired the last movement of Ottorino Respighi's *Pini di Roma*. But it is the surviving pavement, including historical patches which are significant in their own right, that is most evocative of the ancient road.

SWOT Analysis

The following strengths, weaknesses, opportunities and threats can be drawn from this case study to inform the identification, protection and management of historic roads in Australia:

Strengths

- Strong and continuing management by the Parco Regionale dell'Appia Antica under Statute L.R. n.66 del 10.11.1988 and the Ministry for Fine Arts and Culture.
- Adoption of a Management Plan in 2002: published in English on the Internet at <http://www.parcoappiaantica.it/en/pdf/ABSTRACT%20PIANO-%20Ingl.pdf>
- Sufficient surrounding land, largely rural, to create a realistic buffer zone and appreciation of the diverse cultural landscape.
- Presentation of the park as 'romantic' ruin.
- Statutory protection of flora and fauna within the park.
- Very good multi-lingual website including tourist maps, PDF text files, access advice and other downloads: <http://www.parcoappiaantica.it/en/default.asp>.
- Closed on Sundays to motor traffic which is a boon for pedestrians and tourists.
- Still relatively narrow with rough paving and therefore slow for modern traffic.
- Absence of any commercial advertising.
- Absence of medium to high density residential development.
- Passes through high but relatively level ground in one environment.

Weaknesses

- Almost total private ownership of the land in the buffer zone and monuments along the roadside which may lead to conflict in the future.
- Subject to traffic, largely external to the park, six days of the week, which is intrusive, damaging to the surviving fabric and dangerous for tourists.
- Relatively difficult to reach by public transport, especially on Sundays.

Opportunities

- Consider the possibility of excluding large vehicles and cars on a limited basis from historic roads in regional, state or national parks.
- Develop better online services.
- Develop better hard-copy interpretive material.

Threats

- Further intrusion by suburban development.
- Further intrusion by tourism infrastructure.

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- Exploitation and destruction from too much tourism — being ‘loved to death’.
- Disinterest and inactivity in proper legislative protection.
- Inadequate funding from Governments.
- Inadequate non-financial support from Governments.

Lessons for Australia

Australia has no ancient Roman roads but it does have many very early roads built with techniques and materials and for reasons similar to Roman roads, even to the point of forced labour. The Great North Road in NSW survives well enough to be directly comparable to the Via Attica. Other convict built roads have largely disappeared, such as Bell’s Line, now the Midland Highway in Tasmania. Other trunk routes such as the Melbourne-Geelong Road and the descent into Adelaide from the Hills have been so over-built (for very understandable reasons) that almost nothing remains even of their post World War Two fabric. These are seminal roads for Australia in the same way that the Via Appia was for the Roman Republic and Empire. Roads or at least great bridges in Australia are sometimes closed on a temporary basis for special events.

It is probably premature to suggest the regular closing of a road to external vehicle traffic anywhere in Australia at the moment but other management and interpretive techniques demonstrated by the Parco Regionale dell’Appia Antica are applicable.

Recommendations

- Create sufficiently deep buffer zones, perhaps up to 10km wide on either side of an historic road, to manage development through local planning schemes
- Consider the possibility of closing off sections of historic road on a regular basis
- Consider the possibility of retaining early to mid-nineteenth century engineering specifications of certain roads, with appropriate cautions and statutory limits on speed, access, tonnage, etc.
- Consider the possibility of lowering the engineering specifications of certain roads

Opportunities

Many other opportunities were taken to optimise the experience offered by the Fellowship. These included:

- Bus tour of Chicago, IIT and MIT, Chicago Architectural Foundation
- Research in Ryerson and Burnham Libraries, The Art Institute of Chicago
- Research at Redwood Library & Athenaeum, Newport, RI
- Self-guided driving tour of Mohican Trail, Greenfield to North Adams, MA
- Self-guided driving tour of Molly Stark, Bennington to Brattleboro, VT
- Self-guided driving tour of King’s Highway, Cape Cod, MA
- Driving tour of Boston, guided by Mr. Joe Orfant, Director, Bureau of Project Design and Management, Department of Conservation and Recreation, MA
- Self-guided walking tour of Boston including Back Bay, central Boston, and North End
- Self-guided walking tour of central Manchester
- Self guided walking tour of Spitalfields, London

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- Self-guided walking tour of St Emilion, France (World Heritage Listed)
- Self-guided walking tour of Bordeaux, France
- Research on Historic Roads, ICCROM Library, Rome, Italy
- Self-guided walking tour of Hong Kong
- Self-guided walking tour of Kowloon

Outcomes

The clear outcome from the Fellowship is an understanding of the diversity of historic roads across the globe and the cultures which have produced them. This is matched by an enthusiasm to have Australia's historic roads and other cultural routes better identified, managed and interpreted. There are many lessons to be learned but, for the sake of clarity and expediency, three case studies were investigated in detail. Very broadly, Australia is a culture based on British laws and traditions, built with American style and know-how, enjoying a European, even largely Mediterranean lifestyle. Without limiting other possibilities, the case studies offered to encapsulate these cultural corner stones.

Knowledge Transfer: Applying the Outcomes

Since returning from the Fellowship Tour, the Fellow has continued to promote the importance of historic roads by applying the outcomes of his research. This has been possible through several professional roles including: as a member of the Executive Committee of Australia ICOMOS with the specific portfolio of 'conference convenor'; as a member of the Heritage Council of Victoria's Landscape Advisory Committee; as the regular heritage adviser to five municipalities in south-west Victoria (and intermittently to two others); and as team leader in major area-based heritage studies and reviews which have included a new awareness of the significance of historic roads. The opportunity to influence, encourage and direct others through these roles is an excellent way to exchange what was learnt through the Fellowship.

Specific actions already taken by the Fellow include:

- Publication of the 'Corrugations' edition of *Historic Environment*, the refereed journal of Australia ICOMOS in October 2007.
- Continuing to present papers at national and international conferences and in refereed journals to raise awareness of the importance historic roads. Three papers have been accepted from Australia at the Preserving the Historic Road Conference, Albuquerque, NM, September 2008 as a result of the Fellow's contact.
- Including road transport and communication as a theme in national heritage conferences. It is included in the National Trust of Australia (Vic) Intangible Heritage Symposium, Melbourne, July 2008; likely to be a sub-theme in the Australia ICOMOS 20th Century Heritage Conference, Sydney, July 2009; and proposed to be a sub-theme in the Australia ICOMOS Outback Heritage Conference, Broken Hill 2010 as a result of the Fellow's role as conference convenor for Australia ICOMOS.
- Managing cultural landscape forums for the Heritage Council of Victoria at Glenormiston in 2007 and at Murtoa in 2008.

Possible actions by the Fellow and others include:

- Influencing the better identification of historic roads through the Heritage Advisers' Workshop program in Victoria and, potentially, in other states.
- Influencing the better understanding of historic roads in statutory road authorities through workshops and conferences.
- Promoting international secondments and internships through: ICOMOS, TICCIH and the International Council of National Trusts; other peak professional organisations such as AustRoads, Australian Institute of Engineers, and APT; and through Government departments such as Parks Victoria, Parks Canada and the US National Parks Service.
- Addressing the Chairs of the Heritage Councils of Australia and New Zealand to coordinate standard approaches, as far as possible, to the identification, management and interpretation of historic roads.
- Disseminating findings from the Fellowship through a series of ISS workshops.
- Writing issues papers to raise awareness and debate in organisations such as the Automobile Association of Australia
- Writing popular articles for national and international road magazines and online publications such as *RoyalAuto*, Automobile Association of Australia online.
- Meeting with key academics to discuss the content of general heritage courses such as at Melbourne University, Deakin University, University of Canberra.

Knowledge Transfer: Applying the Outcomes

It is critical for Australia to have a better understanding of its historic roads, from the ancient tracks and ways of Aboriginal culture through to the most sophisticated upgrades of European trunk routes. There is at least a great deal of tourist potential in developing a system of heritage routes but, as a nation, we should be looking beyond economic benefits. Our roads unite us as communities and as a nation. Fuller recognition of what our roads mean to us may create a more mature society.

Recommendations

As well as the specific recommendations which emerged from the three case studies, the following over-arching recommendations are offered:

Government – Federal, State & Local

- Establish an inter-departmental committee in association with the Federal Department of Innovation, Industry Science and Research and Department of Infrastructure, Transport, Regional Development and Local Government
- Promote research into historic roads through the Australian Research Council
- Encourage the state heritage authorities to undertake further typological studies such as the Victorian 'Timber Bridge Study'
- Raise the awareness of historic roads with Local Government emphasising benefits and responsibilities through such organisations as the Australian Local Government Association (ALGA) and the Municipal Association of Victoria (MAV)
- Promote the exchange of skills through internships and secondments both within Australia and internationally.

Industry

- Promote the exchange of skills through internships and secondments both within Australia and internationally.

Professional Associations

- Maintain and develop the close relationships between Australia ICOMOS, TICCIH (Australia), and APT (Australia) especially with shared national and international conferences and workshops.
- Establish professional development programs and accreditation through the RAIA, PIA, PHAA, AACA, AIE

Education and Training – University, TAFE, & Schools

- Influence the content in the medium to longer term in various university courses at Melbourne University (including the Burnley campus), Deakin University and the University of Canberra.
- Influence the content in the medium to longer term in various TAFE courses

Community

- Encourage the various state National Trusts, coordinated by the Australian Council of National Trusts, to undertake further typological studies such as the Victorian 'Timber Bridge Study'
- Encourage a unified approach to historic roads by state motoring organisations through the Australian Automobile Association
- Continue to support organisations such as the Dry Stone Walls Association of Australia.

Recommendations

ISS Institute Inc.

- Pursue areas of investigation identified by this 'seeding' Fellowship and explore them with future Fellowships
- Encourage further attendance at appropriate international conferences and workshops
- Facilitate dialogue between state road and heritage authorities through workshops, seminars and top-level meetings

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