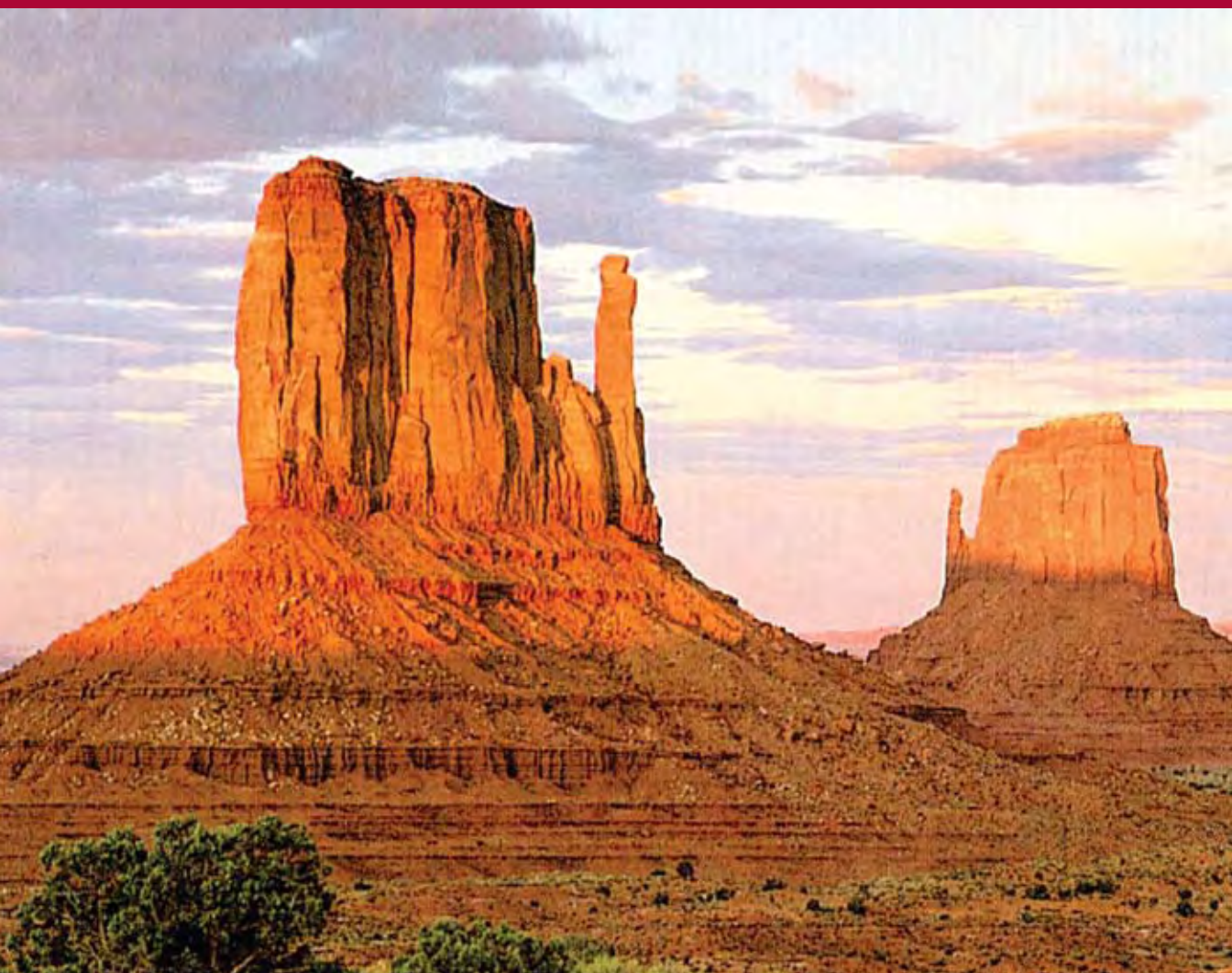


VOLUME 1 / ISSUE 2 / OCTOBER 2011

Roads Designed for Pleasure: Part II / Becoming a Nonprofit
America's Byways and North American Indians / Byways via Bicycle

Journal

FOR AMERICA'S BYWAYS 



A Publication from America's Byways Resource Center



FROM THE DIRECTOR



Michelle Johnson
Director
America's Byways
Resource Center

The 2011 National Scenic Byways Conference in Minneapolis in August brought the byway community together to learn and exchange ideas to help build better byways. The event gave us an opportunity to look back at what we've accomplished—as individual byways and as the America's Byways brand—and celebrate our successes. It was also a reminder of the power of networking and the importance of partnerships in developing strong, sustainable byway organizations.

Echoing the conference, this issue of the *Journal for America's Byways* presents information, insights, and resources related to various aspects of organizational structure and partnerships. We're pleased to share a well-researched guide to making connections with North American Indians, written by cultural anthropologist Beverly Ortiz, Ph.D., with Gregg Castro. We believe that every byway has a Native American story, and we encourage your byway to reach out to potential partners in Indian Country.

But partnership is not a new idea. In Part II of Paul Daniel (Dan) Marriott's article, the historical context of America at the turn of the twentieth century illuminates the impact of conservationists and bicyclists in paving the way for the modern byway driving experience. With a more personal approach, Heidi Beierle reveals a contemporary view of the partnership possibilities and tourism potential of pedal-powered visitors on byways. She is an avid long-distance touring bicyclist and shares her firsthand observations of several byway routes; byway leaders will discover useful ideas for creating bike-friendly roads.

In addition, byway leaders assessing their organizational structure will find Wayne Gannaway's explanation of nonprofit status helpful. He suggests some advantages and disadvantages to consider, and advises looking at how 501(c)(3) designation aligns with the byway organization's mission and vision.

We're excited to hear what you think about these articles. Send us your questions, comments, or suggestions! E-mail them to center@byways.org.

A handwritten signature in blue ink that reads "Michelle Johnson". The signature is fluid and cursive, with the first name and last name clearly legible.

Michelle Johnson

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Submissions

For publication consideration of original articles, please refer to submission guidelines posted at BywaysResourceCenter.org.

Comments, Suggestions, and Feedback

Your opinions and responses are important to the national dialog about scenic byways. Please direct your comments, suggestions, or other feedback to:

Journal For America's Byways

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Monument Valley, Navajo Tribal Park, Utah.
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America's Byways and North American Indians: Recommended Sources, Consultation Best Practices, and Interpretation Considerations

By Beverly Ortiz with Gregg Castro

To provide insights about North American Indian cultures, a byway need not run through four reservations, as does the Native American Scenic Byway in North Dakota. All byways exist in places that connect in some way to American Indians past to present, whether the Las Vegas Strip in Nevada, the Brandywine Valley in Delaware, or the Big Sur Coast Highway in California. For those in the byway community who wish to make connections with American Indian history, cultures, and place, this article offers you guidance about the following:

1. Sources to identify American Indian tribes who were or are historically located in a given byway area;
2. Tips about best practices for consulting with American Indians; and,
3. Content suggestions for interpreting American Indian history, cultures, and place.

MONUMENT VALLEY, NAVAJO TRIBAL PARK, UTAH. WHILE THESE ICONIC BUTTES HAVE SERVED AS A BACKDROP FOR NON-INDIAN REPRESENTATIONS OF AMERICAN INDIANS IN STILL PHOTOGRAPHS AND MOVIES, OTHER LANDSCAPE FEATURES MAY HAVE DEEPER SIGNIFICANCE CULTURALLY AND HISTORICALLY FOR NAVAJO PEOPLE. BEFORE HIGHLIGHTING PARTICULAR LANDSCAPE FEATURES, OR USING LANDSCAPE PHOTOGRAPHS, IN WAYSIDE EXHIBITS, SIGNAGE AND BROCHURES, IT'S IMPORTANT TO CONSULT WITH LOCAL TRIBES ABOUT WHICH LANDSCAPE FEATURES THEY WOULD LIKE TO HAVE REPRESENTED, AND WHY. PUBLIC DOMAIN.

A NOTE ABOUT TERMINOLOGY

Preferred terminology is one of many subjects that should arise when consulting with American Indians. It's not about semantics and "political correctness," as often assumed. Their own terms reflect how Native people and communities view themselves. The more commonly used names are often "outsider" terms based on outsider categories, often not relevant to the people being described. Using the more "accurate" terms reflects how Native people view themselves, often for thousands of years, in a way at times quite differently than other people see them.

"Native American" Versus "American Indian"

Throughout this article, when speaking in generalities about the first peoples of this land, the term North American Indians or American Indians is used, rather than Native Americans. This does not negate the importance of the term Native American, which was popularized during the Civil Rights era of the 1960s and '70s to emphasize the fact that North American Indians were and are the first peoples of this land. While "Native American" continues to be preferred and used by many first peoples, "American Indians" is also preferred and used in many regions and contexts. Writing in the August 16, 2002, Opinion section of The Olympian, Kyle Taylor Lucas (Tulalip), a tribal liaison in Washington State government, had this to say about the continuing importance of the term "Indian" to many tribal peoples throughout the United States:

"Some tribes have elected to drop "Indian" from their names. But I like the word "Indian" and I want to protect its legitimacy. The word has strong roots in the United States Constitution and in critically important case law. Those roots provide some of the most important protections for my people."

The need for a shared term, such as American Indian or Native American, will always exist, because of the shared history of colonization that all first peoples have experienced, but the preferred term will vary in each byway region. Whatever term is used when referring collectively to the first peoples of this land, knowing and using the specific tribal name or names of the specific tribal group or groups in each area is always preferable.

Bands, Tribes, and Chiefdoms

In this article, the terms "tribe" or "tribal group" will be used when referring to all North American Indian sociopolitical groups. Early-day North American Indian societies had three overall systems of sociopolitical organization: bands, tribes, and chiefdoms—with bands being the most egalitarian of the three, in terms of access to resources, and chiefdoms being the least.¹

Bands are generally comprised of a small group of closely related individuals numbering no more than 100 people. The members of the group trace their heritage through both their mother's and father's lineages. Leadership is relatively informal and temporary in bands, e.g., the Washo Rabbit Boss, who oversaw, and continues to oversee, rabbit hunt activities. In bands, the older, more knowledgeable members are looked to for guidance and advice. In the past, members of bands traveled for much of the year across vast distances in small, nuclear family groups to hunt or trap.

Tribes are larger than bands, with several permanent villages, each with several households. The members of tribes trace their heritage through either the father or mother's lineage, not both. Tribes are made up of several families, clans, or other kin groups who share a common ancestry and culture. Tribes have more social institutions than bands. Leadership is generally inherited through family lines. Tribes generally have headmen, and, in some cases, headwomen, who have overseen the activities of individual villages and the tribe as a whole.

Chiefdoms have a more centralized form of government, and are led by an individual known as a chief. Generally, chiefdoms have a primary or central community surrounded by, or near, a number of smaller subsidiary communities. All of these communities recognize the authority of a single kin group, or individual with hereditary, centralized power, who lives in the primary community.

For historical, political, legal or philosophical reasons, contemporary North American Indians may prefer to use band, tribe, or chiefdom, or other terms, such as nations, when referring to their social and political structures.

Again, discuss preferred terminology when consulting with North American Indians.

SOURCES TO IDENTIFY AMERICAN INDIAN TRIBAL GROUPS WHO WERE OR ARE LOCATED IN A BYWAY AREA

Handbook of North American Indians

For those unfamiliar with the specific tribal group or groups of a given byway region, the place for you to start to access that information is the *Handbook of North American Indians*, a series of volumes published between 1978 and 2008 by the Smithsonian Institution under the general editorship of William Sturtevant. Fifteen of twenty planned volumes have been published to date. Many libraries carry the entire series, and individual volumes



ONE PLACE TO START WHEN LOOKING FOR NON-GENERIC IMAGES OF AMERICAN INDIANS THAT REFLECT THEIR INDIVIDUALITY AND HUMANITY IS THE WORK OF ARTISTS WHO HAVE ENJOYED LONG-TERM RELATIONSHIPS WITH THE PEOPLE THEY ARE PORTRAYING. THIS IS AN EXAMPLE OF SUCH A PORTRAIT, THAT OF "CAPTAIN" JOHN SCOTT (c. 1830-1910) (POMO) FROM THE PINOLEVILLE RANCHERIA, CALIFORNIA. SCOTT WAS A COMMUNITY AND SPIRITUAL LEADER, AS WELL AS A HEALER, WHO WAS RECOGNIZED FOR HIS ABILITY TO INSPIRE AND BRING PEOPLE TOGETHER. IMAGE COURTESY OF GRACE HUDSON MUSEUM & SUN HOUSE, UKIAH, CALIFORNIA.

can be purchased from the Government Printing Office, including volume two, *Indians in Contemporary Society*, and volume four, *History of Indian-White Relations* (see <http://bookstore.gpo.gov/collections/handbook-na-indians.jsp>).

Of particular interest to the byway community will be volumes five through fifteen, each of which features one of the ten North American Indian culture areas, with two volumes devoted to the Southwest. If you're unfamiliar with the Culture Area concept, it was in the late 1800s and early 1900s when non-Indian anthropologists first began to understand the cultural diversity that was and is Native North America. These anthropologists noticed that North American Indian social and political groups in specific geographic regions tended to have more in common with each other than with sociopolitical groups in other geographic regions. Based on this observation, anthropologists identified ten "culture areas" in North America: California, Northwest Coast, Plateau, Subarctic, Arctic, Northeast, Southeast, Plains, Great Basin, and Southwest. You'll note that the California Culture Area is the only one named for a state, although its boundaries are not the same as the actual state. A small portion of the California Culture Area extends into northern Oregon to include all of Tolowa, Karuk, and Shasta territory and into northern Mexico to include all of Kumeyaay (Ipai/Tipai) territory. While the state itself contains most of the California Culture Area, it also includes North American Indian groups located in four other culture areas—Southwest, Great Basin, Plateau, and Northwest Coast.



THE CHEROKEE HILLS BYWAY TRAVELS THROUGH THE LANDS OF THE CHEROKEE NATION, A FEDERALLY RECOGNIZED TRIBE OF MORE THAN 285,000 CHEROKEE CITIZENS. WITH HELP FROM THE NATIONAL PARKS SERVICES, THE CHEROKEE HERITAGE CENTER FEATURES A SCULPTURAL EXHIBIT THAT EXPLORES THE FORCED REMOVAL OF THE CHEROKEE PEOPLE FROM THEIR INDIGENOUS TERRITORY TO THE "INDIAN TERRITORY," PRESENT-DAY OKLAHOMA. PUBLIC DOMAIN.

That said, each culture area volume contains chapters that focus on specific tribal groups within the culture area, including their culture, language, pre-history, and history.² Volume citations and references are extensive and detailed, enabling you to use these volumes as a means to access other scholarly works about specific North American Indian groups.

A close reading of the culture area volume or volumes that cover a given byway's region will reveal that after non-Indians intruded, the tribal group or groups that lived in particular geographic regions sometimes changed due to the upheavals, disruptions, and dislocations of history—especially in the Northeast, Southeast, and Plains. Consult as broadly as possible with designated representatives of all tribal groups in the byway region, whether or

not they still live locally, as well as with culturally knowledgeable individuals. More about consultancy will follow in the next section.

Federally Recognized Tribes

Many states, but not all, have one or more federally recognized tribes located within their borders. Federally recognized tribes, whether established through treaty, congressional act, or other means, have a government-to-government relationship with the United States, limited only by federal law. Federally recognized tribal entities can be comprised of more than one tribe for which trust land (reservations or rancherias) was set aside. While some trust land exists within the ancestral homelands of given tribes, in many instances this is not the case. Trust land may also extend across the boundaries of two to three states.

Anza Expedition of

A Land of Many Tribes—We Are Still Here

Iyyanu ja sultáawukma mak innutka (Chocheño, the local Ohlone name for the Anza Expedition)
Literal English translation: *There come the white people on our trails*

Translated by Catherine O'Grady

The Anza Expedition traveled well-worn trails made by people from local Ohlone tribes—the Alson, Tuibun, and Yrgin in the region. Ohlone sacred narratives tell how the world and people were created here at the dawn of time (some 12,900 to 15,000 years ago according to archaeologists). Ohlone peoples have vast knowledge of the local landscape. They managed it in a way that ensured a greater abundance of plants and animals than would have occurred otherwise.

Today's Ohlones maintain cultural communities. They are involved in protecting ancient sacred village and burial sites. They find pride in preserving traditional knowledge, beliefs, values, arts, skills, languages, foods, and spiritual traditions—bringing these forward into the future in both new and old ways.

*As you walk across this land, we hope you
will love and care for it, as we have always done.*

Ruth Ortiz, Balquín/Sackin/Dchejáame, 2002

Anthony Palafox and Emilliana Palafox, both Ohlone, watch the dancers as they await an opportunity to join in.

Welcome to the homeland of the Tuibun, an Ohlone-speaking tribe

This panel funded in part by the National Park Service Challenge Cost Share Program in partnership with the East Bay Regional Park District.

Image of Anthony Palafox

1776



East Bay
Regional Park District
www.ebparks.org

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Linda Yamane (Rumsien), Lydia Bojorquez (Ka'kun'ta'ruk) and Carol Bachmann (Mutsun) sharing their love of Ohlone basketry.



Four generations of an Ohlone/Bay Miwok family reminiscing about the fifth generation. Left to Right: Ruth Orta holding a photograph of her mother Trina Marine Ruano, Athina Rodriguez (Ruth's great-granddaughter), Rita Rodriguez (Ruth's granddaughter), and Ramona Garibay (Ruth's daughter; Rita's mother).



Exhibit Design 7/11

PRODUCED AS PART OF A SITE-SPECIFIC PANEL SERIES ALONG THE ROUTE OF A 1776 SPANISH EXPEDITION HEADED BY JUAN BAUTISTA DE ANZA IN ALTA CALIFORNIA, THE TEXT AND PHOTOGRAPHS IN THIS PANEL, CREATED IN CONSULTATION WITH LOCAL TRIBAL PEOPLES, ILLUSTRATE SOME OF THE BEST PRACTICE INTERPRETIVE RECOMMENDATIONS IN THIS ARTICLE, SUCH AS REPRESENTING NATIVE CULTURES PAST TO PRESENT, AND INCLUDING QUOTES AND IMAGES OF NAMED PEOPLE. COURTESY OF EBRPD EXHIBIT DESIGN.

The complete list of federally recognized tribal entities is published, with periodic updates, in the *Federal Register*, and available online through the Bureau of Indian Affairs (BIA) website. For the most recent *Federal Register* list of "Indian Entities Recognized and Eligible to Receive Services from the United States Bureau of Indian Affairs" (Vol. 75, No. 190 / Friday, October 1, 2010 / Notices, p. 60810), go to <http://www.bia.gov/idc/groups/xraca/documents/text/idc011463.pdf>. The National Conference of State Legislatures (NCSL) provides a list sorted by state on its website: <http://www.ncsl.org/?tabid=13278>.



"KING ISLAND VILLAGE," BY EDWARD S. CURTIS, COPYRIGHT 1929. CONSISTING OF TWENTY-NINE HOUSES ON STILTS, THIS INUIT SETTLEMENT IS BUILT ON SEVEN TERRACES. CONTROVERSIAL FOR STAGING MANY OF THE PHOTOGRAPHS HE TOOK, PHOTOGRAPHER EDWARD S. CURTIS, SOUGHT TO VISUALLY RECORD AMERICAN INDIAN CULTURES THROUGHOUT THE PLAINS, SUBARCTIC, SOUTHWEST, AND CALIFORNIA CULTURE AREAS. "HIS MATERIALS CAN BUILD AN UNDERSTANDING OF NATIVE AMERICAN HISTORY," ACCORDING TO AMERICA'S BYWAYS RESOURCE CENTER TRIBAL LIAISON CHERYL CLOUD, "IF USED JUDICIOUSLY, AND IN CONSULTATION WITH THE REPRESENTED TRIBES." THOSE WISHING TO ACCESS SOURCES OF ETHNOGRAPHIC IMAGES TAKEN WITHIN CULTURAL CONTEXT PAST TO PRESENT, ARE ENCOURAGED TO REFER TO IMAGES IN THE *HANDBOOK OF NORTH AMERICAN INDIANS* AND TO CONTACT TRIBAL AND OTHER MUSEUMS. COURTESY OF LIBRARY OF CONGRESS.

After determining the names and locales of the appropriate federally recognized tribes, you can find contact information for the tribal chair and/or tribal council by searching online for the official tribal website, or through the Bureau of Indian Affairs' list of tribal leaders by region or state, at <http://www.bia.gov/idc/groups/xois/documents/text/idc002652.pdf>. Some federally recognized tribes have Tribal Historic Preservation Officers or THPOs. Government-to-government consultancy should occur at the tribal chair and council level. You can see the full list of THPOs on the website of the National Association of THPOs (NATHPO), <http://www.nathpo.org/publications.html>.

State-Recognized Tribes

Some non-federally recognized tribes have been recognized by their respective states. The NCSL website offers a list at http://www.ncsl.org/State-Recognized-Indian-Tribes.285.0.html?&no_cache=1&print=1. Please note that while federally recognized tribes may be state recognized, the reverse is not the case.

States also have committees and commissions on Indian affairs. These keep lists of statewide tribal contacts, among other duties. Links to these committees and commissions are posted on the NCSL website at <http://www.ncsl.org/IssuesResearch/StateTribal/StateTribalRelationsStateCommitteesandComm/tabid/13279/Default.aspx>. The offices of the State Historic Preservation Officers, or SHPOs, are another important resource. The National Park Service (NPS) website also has links: <http://www.cr.nps.gov/NR/shpolist.htm>.



VOLCANOES AT SITKA, ALASKA. ALL LANDSCAPES HAVE CULTURAL SIGNIFICANCE FOR SPECIFIC AMERICAN INDIAN GROUPS. DEPENDING ON THE AREA, LANDSCAPES MAY BE ASSOCIATED WITH HOME AND/OR EVENTS OF CREATION OR HISTORY; IMPORTANT PLANT GATHERING, HUNTING, OR FISHING LOCALES; AND/OR CEREMONIAL OR SPIRITUAL PRACTICES. CONSULT WITH LOCAL TRIBES BEFORE DECIDING WHETHER OR NOT, AND HOW, TO HIGHLIGHT PARTICULAR LANDSCAPE FEATURES IN INTERPRETIVE SIGNAGE AND BROCHURES. COURTESY OF AMERICAN INDIAN ALASKA NATIVE TOURISM ASSOCIATION.

Unacknowledged Tribes

While federally recognized and state-recognized tribes are primary contacts for national and state byway communities respectively, innumerable tribes in byway regions have never received legal recognition. Many of these are in the process of seeking federal recognition through the BIA's Office of Acknowledgment and Recognition. For the BIA's list of recognition petitioners, go to <http://www.bia.gov/idc/groups/public/documents/text/idc-001215.pdf>. Each list includes the contact information for the leader of each petitioning entity. However,

you'll find that many of the listed contacts may be out-of-date, but they provide a good starting place.

Other Resources

The NPS has a searchable National Native American Graves Protection and Repatriation Act (NAGPRA) Consultation Database at <http://cast.uark.edu/home/research/archaeology-and-historic-preservation/archaeological-informatics/native-american-consultation-database.html>. The NPS NAGPRA site also has links to maps of judicially established Indian land areas, <http://www.nps.gov/history/nagpra/DOCUMENTS/ClaimsMAP>.

HTM, and Indian reservations in the continental United States, <http://www.nps.gov/history/nagpra/DOCUMENTS/ResMAP.HTM>. For links to federal laws, Executive Orders and Regulations that apply to federally recognized tribes, including the National Historic Preservation Act (NHPA), NAGPRA, and the Indian Religious Freedom Act, go to <http://www.nps.gov/history/laws.htm>.

TIPS ABOUT BEST PRACTICES FOR CONSULTING WITH AMERICAN INDIANS

National byways have a legal obligation under the NHPA and, in particular Section 106, to consult with federally recognized tribes on a government-to-government basis about Traditional Cultural Properties (TCPs), what many American Indians prefer to call “Cultural Landscapes.” If you’re unfamiliar with NHPA, Section 106 and TCPs, listen to the America’s Byways Resource Center’s December 3, 2010 webinar on TCPs. Its slides, commentary, and question-and-answer components summarize the pertinent provisions of NHPA, provide definitions and examples of TCPs, and give some tips on consultation.

General Guidelines

While best practice consultation is challenging to achieve because of the time, effort, and commitment involved, it’s an extremely meaningful experience that enriches all involved. As Donna Tinnin of the Cherokee Nation Commerce Group, Tourism Planning & Development, commented during the Resource Center webinar, “I know sometimes it is rather difficult to find the right person [or

persons] in tribes, even a small tribe, but I can honestly tell you that once you get there, you will have found your gold nugget, and they will really appreciate your going to them to let them help you tell their story...”

First and foremost, consultations should be as broad and inclusive as possible and involve all North American Indian groups and culturally knowledgeable individuals with ancestral and historical ties to a given byway region. Consultations should occur on the front end and throughout the process of creating and revising byway corridor management plans or planning and implementing projects, especially those that involve physical alterations of the byway’s environment, no matter how large or small, rather than being after-the-fact attempts to validate existing plans and projects.

Native people form *socially oriented, relationship-based communities*. For the communities, it’s *all* personal, not business. Agreements with Native people are based on trust developed through the relationship-building process. Making a “deal” in the moment, based on a letter of request for consultation in the context of a constrained, process-challenged timeline is unlikely to be either acknowledged or of value to a Native community, as an agreement based on a relationship that has been nurtured and proven over time will be. In other words, Native people have to believe in the project individually and collectively. Success happens when the focus is on *communities*.

For agency representatives and other individuals in the byway community, plans and projects may be part of the job;

for Native peoples, it's about their *life*. The broader society may view byways as revolving around resources and assets, but Native people see their homeland. No matter how dedicated and enthused someone is about their avocation, that commitment can't be compared to the intimate bond that indigenous people have with their place of creation, their homeland. American Indian cultural resources and protection advocate and co-author, Gregg Castro often explains to people:

Our homelands are all one community comprised of entities that contribute

“Native communities have deep, intimate connections to their homeland and everything in it.”

equally and have equal value (in the form of respect) to that community. People, other animals, plant life, and landscape are all equivalent parts of homeland. Native communities have deep, intimate connections to their homeland and everything in it. This connection transcends time. We are connected to all that was and will be.

This is why the physical place and the meaning of that place are of such monumental importance to Native communities. Entities in one's homeland cannot be disrespected or diminished simply to promote other assets. As part of the consultation process, it's crucial

for you to discuss when, *if ever*, it's appropriate to reveal and/or interpret site-specific information related to ancestral sites or places.

Native people cannot easily or quickly give up one asset to save another. They are all equal.

About the Process

Many Native communities don't have the resources to employ or support culturally knowledgeable people in consulting with outside agencies, yet most Native communities are inundated with requests for consultation. To create a mutually enriching arrangement for consultation,

byway communities should create and nurture a relationship with Native people over time.

Start *now*, not in the heat of deadlines formulated in the context of a business-oriented process. Good consultation includes these points.

- After mailing initial letters of introduction, follow up with phone calls and one-on-one, in-person appointments and discussions.
- Host a gathering that brings the agency, organization, and indigenous community together in a social setting where everyone can get to know one

another and learn from and about each other.

- Volunteer to help the Native community with their issues, projects, and open-to-the-public community events, if you expect them to work on yours. Reciprocity and balance in the relationship are essential.
- In seemingly mundane, everyday tasks, they will see you and what you are about—as you will see them, if you are open, aware, and listening.

In building the relationship, you must learn “community protocol,” the etiquette, customs, and traditional ways of interacting that support, protect, and promote the community. Once you get to the “business” part of the relationship, it’s important for there to be equality in that relationship. Collaboration, consultation, and deliberation equate with honor and respect.

Indigenous communities value consensus, although this isn’t the same as the “process” that many non-Indians misunderstood or misinterpreted when creating the modern societal process labeled consensus. In a Native context, you need to focus on what can be agreed on instead of being held hostage to what can’t be agreed upon. Again, it’s about reciprocity and balance—the obligation of the community to the individual and the individual to the community.

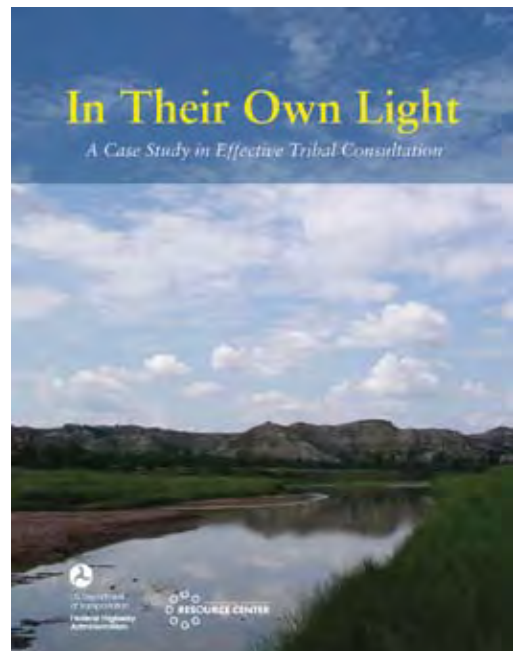
As part of reciprocity, consider involving the Native community in the creation of a consultation agreement, as was done by the California Department of Social Services and Tribal Temporary Assistance for Needy Families (TANF) Administrators. See the guidelines at

http://tribaltanf.cdss.ca.gov/res/pdf/final_consultation_guidelines.pdf.

Consultation Models and Resources

There are many models for effective consultation. Start with the first three recommended sources.

- The consultation webpage of the Center for Environmental Excellence by American Association of State Highway and Transportation Officials, One Stop Source of Environmental Information for Transportation Professionals, http://www.environment.transportation.org/environmental_issues/tribal_consult/
- The U.S. Department of Transportation Federal Highway Administration’s consultation case study, *In Their Own Light: A Case Study on Effective Tribal Consultation*, http://www.fhwa.dot.gov/resourcecenter/teams/environment/tribal_consult.pdf



- NATHPO's tribal consultation document, Best Practices in Historic Preservation, http://www.nathpo.org/PDF/Tribal_Consultation.pdf

Other useful consultation models and resources (presented here alphabetically):

- The Advisory Council on Historic Preservation (ACHP) Consultation Process Pursuant to E.O. 13175: *Consultation and Coordination with Indian Tribal Governments*, 2010, http://www.achp.gov/docs/tribal_consultation_plan.pdf
- ACHP's *Consultation with Indian Tribes in the Section 106 Review Process: A Handbook*, 2008, <http://achp.gov/regs-tribes2008.pdf>
- ACHP's *Holding Regional Consultation Meetings with Tribal Leaders*, 2009, <http://achp.gov/docs/RegionalMeetingswithTribalLeaders.pdf>
- Arizona State Parks' *SHPO Guidance for State Agencies Tribal Consultations and the State Historic Preservation Act*, 2009, http://azstateparks.com/SHPO/downloads/SHPO_9_State_Act_Tribals.pdf
- The Bureau of Land Management's consultation guidelines, http://www.blm.gov/pgdata/etc/medialib/blm/wo/Information_Resources_Management/policy/blm_handbook.Par.86923.File.dat/h8120-1.pdf
- *The California Governor's Office of Planning and Research Tribal Consultation Guidelines, Supplement to General Plan Guidelines*, [\[docs/09_14_05%20Updated%20Guidelines%20\\(922\\).pdf\]\(http://www.opr.ca.gov/programs/docs/09_14_05%20Updated%20Guidelines%20\(922\).pdf\)](http://www.opr.ca.gov/programs/

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- The Cherokee Hills Byway Corridor Management Plan, http://www.okscenicbyways.org/qtr_plans/Cherokee_CMP_FINAL.pdf
- The Consultation Committee of the Interagency Working Group on Indian Affairs' *Tribal Consultation Principles*, 2010, summarizing President Obama's Memorandum of November 5, 2009, and Executive Order 13175 signed by President Clinton November 6, 2000, <http://www.achp.gov/docs/Tribal%20Consultation%20Principles%20March%202010.pdf>
- The National Congress of American Indians (NCAI) archive at <http://www.ncai.org>; use keywords "consultation policy" to access several documents
- The U.S. Department of Transportation, Federal Highway Administration, Tribal Issues, Consultation and Coordination Guidelines, <http://www.environment.fhwa.dot.gov/histpres/tribal.asp>, including its Q & A on the Section 106 Tribal Consultation Process, <http://www.fhwa.dot.gov/tribal/tcqa.htm>

CONTENT SUGGESTIONS FOR INTERPRETING AMERICAN INDIAN HISTORY, CULTURES, AND PLACE

The biggest challenge in interpreting native cultures is finding reliable information that not only humanizes American Indians but is culturally specific and makes it clear that American Indians not only have a past, but a present and future, as well. The

most appropriate way you can accomplish these goals is to provide opportunities, as part of the consultation process, for Native communities to tell their own stories. Out of respect for that contribution, consider writing a grant that will enable you to pay for their expertise.

If you would like to do your own research, consider the following guidelines and resources. A first step might be to examine some of the most common misperceptions and stereotypes about American Indians, since what you interpret about American Indians, and how you interpret them, can humanize or dehumanize them and enhance or dispel stereotypes about them. A good starting place might be to read a localized but unique and important qualitative study about Indian and non-Indian perceptions of each other, Public Agenda's 2006 "Walking a Mile, A First Step Toward Mutual Understanding: A Qualitative Study Exploring How Indians and Non-Indians Think About Each Other" by John Doble and Andrew Yarrow with Amber Ott and Jonathan Rochkind at <http://www.publicagenda.org/reports/walking-mile-first-step-toward-mutual-understanding>.

The website <http://www.bluecorncomics.com/stbasics.htm>, "Blue Corn Comics, The Basic Indian Stereotypes," also has extensive information about some of the most common misperceptions and stereotypes.

Do You Really Know What You Think You Know?

When assessing the accuracy, reliability, and context of print and website materials about and by American Indians, the first

step is to analyze the credits, sources, preface, introduction, and references. What are the author's or webmaster's qualifications and point of view? Is the content:

- Based on primary, secondary, popular, fictionalized, or scholarly sources?
Does it include interviews or first-person experiences?
- Centered on fact, belief, assumption, theory, conjecture, stereotype, or wishful thinking?
- Specific or generalized?
- Supplemented with un-cited information about other groups?
- Presented within or without historical or cultural context?
- Synchronic or diachronic?
- Well documented and verifiable?

Bridging Common Humanity

For those who lack first-hand knowledge of the community or culture being interpreted, a useful starting point for bridging common humanity is to first envision what you would say about your own culture in the same context and within the same constraints. What topics would you present and how would you contextualize and discuss those topics? What topics would you avoid?

Representing Change and On-going Presence

The phrase "we are still here" encapsulates one of the most common themes that contemporary American Indian individuals and communities seek to convey to non-Indians. Yet all too often American Indian communities and cultures are interpreted



BASKET WOVEN OF ASH, SWEETGRASS, BIRCH BARK AND PORCUPINE QUILLS BY JEREMY FREY (PASSAMAQUODDY). JEREMY REPRESENTS THE NEW GENERATION OF BASKETMAKERS. HIS WORK IS A CREATIVE BLENDING OF OLD WAYS AND NEW. IN 2010, JEREMY, WHO BECAME THE YOUNGEST PERSON EVER TO RECEIVE A UNITED STATES ARTIST FELLOWSHIP AND WHO WON A BEST OF SHOW distinction FOR HIS WORK AT THE SANTA FE INDIAN MARKET IN AUGUST 2011, IS THE TYPE OF ROLE MODEL WHOSE CULTURAL WORK AND LIFE STORY CAN BRIDGE COMMON HUMANITY. COURTESY OF MAINE INDIAN BASKETMAKERS ALLIANCE.

as frozen in a past time, when, in fact, intra- and inter-cultural interactions and change have been occurring for thousands of years. The challenge when representing change is to do so accurately and within cultural and historic context.

Interpreting More Than Objects

The sharing of cultural objects, old and new, especially those that are intricately and skillfully made, is one of the most straightforward ways to represent cultures and cultural change. To fully bridge

common humanity, however, go beyond objects by representing both tangible and intangible aspects of culture. You can accomplish the latter in many ways, including by:

- Sharing images and voice through photographs and quotes of specific, named individuals in specific communities, including through the use of recordings and new media.
- Referring to actual American Indians by name.

- Presenting and modeling culturally specific values from an insider's point of view.
- Focusing on how American Indian lives did, and still do, revolve around family and community, with ample time for visiting and celebrating, rather than just survival and work.
- Sharing culturally specific narratives using the voice of the community.
- Referring to issues of concern to contemporary American Indians, including cultural and sacred sites preservation; sovereignty; federal recognition; stereotypes; land, water, and environmental health; education; economic development; and child welfare, housing, and health.

Before interpreting American Indian cultures, think about the content and themes you would emphasize if you were interpreting your own culture to the same demographic group in the same context, with the same constraints. Some questions to consider before interpreting American Indians cultures:

- Are you using an emic (insider's) or etic (outsider's) point of view, or both? In other words, are you being culturally relativistic or ethnocentric?
- Are you bridging common humanity?
- Do you interpret how American Indians are bringing their cultures into the future while living as modern Americans?
- Do you interpret the (ongoing) interrelationships and connections between American Indians and place, creation, other people (family, community, and the broader world), other animal species, plants, and/or everything else in this world and creation?

Moving Beyond Generic Content

When interpreting American Indian cultures, it's imperative to recognize the cultural diversity of American Indians by using culturally specific content, rather than generic. Other imperatives include the need to represent real, rather than theoretical, human beings. Some conventional notions to move beyond:

- "Perfect harmony" and "first environmentalists" toward representation of balance and respect.
- "Hunting and gathering" toward that of foraging, horticulture, intensive cultivation, and/or active management of the landscape.
- The idea of "living on the land" rather than "living with it."
- "Survival and work" toward one of having more free time than we do today, and participation in enjoyable activities in a beautiful, animated world, commonly in social contexts.
- "Simple" and "primitive" toward one of cultural complexity and nuance.
- "Cute" or "charming" stories for children toward sophisticated, sacred narratives that serve as the underpinning of complex understandings of the interrelationships between people, other animals, and everything else in the world.
- The creation of "crafts" toward one of skills.

- Emphasis on the “odd” or “unusual” taken out of context toward bridging common humanity.
- Objectifying language (e.g., “us and them,” “those people,” “our Native Americans”) toward the use of non-objectifying language and an ethos of humbleness and cultural relativity.

By focusing on accurate, broad-based interpretive representations of American Indian cultures and acknowledging the dynamic ways that American Indians are bringing their cultures forward into the future, you dispel stereotypes while more fully engaging today’s multi-ethnic audiences with place and history.

CONCLUSION

All byways exist in places that connect in some way to American Indians past to present. Conducting good faith consultation with tribal groups and culturally knowledgeable individuals from specific byway regions, whether federally recognized, state-recognized, or not, is a challenging but fulfilling process that enriches everyone involved, as well as the byway story. By moving toward representation of the stories of real human beings with deep and abiding connections to homeland, you can create human connections that inform, enhance, and deepen common humanity. ★

The Authors

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Notes

¹ States and industrial states are the least egalitarian form of sociopolitical organization ever known in human history.

² Separating prehistory from history is an etic, or outsider’s perspective. Most contemporary North American Indians do not make, nor endorse this distinction.



BECOMING A NONPROFIT:

Is It a Good Fit For Your Byway?

BY WAYNE GANNAWAY

In most instances, one size does not fit all. A runner, walker, or dancer, for example, knows that choosing the right size and type of shoe can mean the difference between a comfortable run, walk, or dance and a bad case of shin splints or other physical malady. Picking the right pair of shoes is important for a strong performance, and it requires some careful thought and even a little research. Similarly, a good organizational

structure for one byway may lead to problems for another. Choosing the proper organizational structure that best fits your byway can mean the difference between achieving *your* vision for the byway or being left by the side of the road like a discarded shoe.

Being part of a larger organization can have its advantages. Convention and visitors bureaus, regional planning commissions, and councils of governments

manage planning functions and project implementation for many byways. (More information can be found in the July/August 2010 *Vistas* newsletter (available at www.bywaysresourcecenter.org). While such arrangements can help a byway remain sustainable and gain access to expertise, technology, and administrative support that might otherwise be hard to obtain, they also have drawbacks. For example, byway priorities can be overlooked, responsiveness may be limited by bureaucracy within the parent organization, or the byway may have a different or larger geographical focus.

A FEW 501(c) BASICS

Before we look at the benefits and challenges of developing and sustaining a nonprofit byway organization, we need to define what it is. First, it is important to understand that nonprofit status and tax exemption are not synonymous. According to the IRS, nonprofit status is a state law concept and “although most federal tax-exempt organizations are nonprofit organizations, organizing as a nonprofit organization at the state level does not automatically grant the organization exemption from federal income tax.” So the first step in creating a tax-exempt

A nonprofit structure can help byway leaders reach their vision.

Do the challenges of being part of a larger organization mean that byway leaders should instead form a nonprofit? Will the passion of the volunteers and the organizational flexibility provided by a nonprofit structure mean the byway will be sustainable? No, but with clear goals, a strong mission, and a collaborative spirit—not to mention, access to start-up funds—a nonprofit organizational structure can help byway leaders reach the vision outlined in their corridor management plan. This article will take into consideration the pros and cons of becoming a nonprofit entity. In the next issue of the *Journal for America's Byways*, we will look at the advantages and disadvantages of being part of a larger organization.

byway organization begins with preparing the organizing documents, such as articles of incorporation, required by your state. Typically, each state's Secretary of State office handles nonprofit corporations and organizing documents. (For the IRS links to appropriate state agencies, visit www.irs.gov/charities/article/0,,id=129028,00.html.)

While there are almost as many types of nonprofits as there are types of shoes, we will focus on the two that are most relevant to byway leaders, the 501(c)(3) and 501(c)(6). According to the IRS, to be tax-exempt under section 501(c)(3), “an organization must be organized and operated exclusively for exempt purposes set forth in section 501(c)(3), and none of its earnings may inure to any private



THE HISTORIC CHAUTAQUA INSTITUTION ATTRACTS LEARNERS AND VISITORS ALONG THE GREAT LAKES SEAWAY TRAIL IN NEW YORK, WHICH ESTABLISHED BOTH A 501(C)(3) AND (C)(6) NONPROFIT STRUCTURE TO GUIDE AND FUND THE 518-MILE SCENIC DRIVE. PUBLIC DOMAIN.

shareholder or individual.” Commonly referred to as charitable organizations, 501(c)(3) entities are eligible to receive tax-deductible contributions and, as an organizational type, are eligible for a wide variety of federal, state, and private foundation grants.

Section 501(c)(6) of the Internal Revenue Code provides for the exemption of business leagues, chambers of commerce, real estate boards, boards of trade, and other organizational entities, “which are not organized for profit and no part of the net earnings of which inures to the benefit of any private shareholder or individual.” What is the difference between the two types of nonprofits? For our purposes, the important distinction is that contributions to 501(c)(6) organizations are *not* deductible as charitable contributions on the donor’s federal income tax return. However, this organizational type is eligible for many federal and state grants.

To start correctly then, byway leaders clearly need to understand the purpose of their organization and choose the appropriate exemption. More than one byway group has run into trouble

early because it did not understand the differences between 501(c)(3) and 501(c)(6). One byway consultant told America’s Byways Resource Center that a byway in her state filled out the exemption forms improperly and, as a result, has to hold separate meetings and have a separate organization solely for an annual special event that earns income.

Another byway (in a different state) had to re-apply for exemption and get a new name because in its organizing documents it described its purpose as promoting tourism and economic development, which put it in the 501(c)(6) category. Some byway organizations can thrive as 501(c)(6) nonprofits; the International Selkirk Loop focuses on delivering value to its 370 paid members through advertising in its travel guides and website. Its success is due in part to geography (a large number of small towns in a rural area) and generating a high volume of members who see value in the member benefits. The Great Lakes Seaway Trail in New York has established both a 501(c)(3) and (c)(6) structure; with 700 members and five full-time staff, its success is no accident.

(A short and easy-to-understand webcast about creating an exempt organization can be found at <http://www.stayexempt.org/Home.aspx>.)

TAX-EXEMPT STATUS IS NOT A BUSINESS PLAN

Let's assume that your byway organization has a good handle on the administrative tasks of forming a nonprofit; does that mean your organization is on the path to sustainability? There is a lot more to viability than preparing your organizing documents and a receiving a determination letter from the IRS.

Byway leaders who develop a strong vision and mission statement create



THE FRIENDS OF A1A SCENIC AND HISTORIC COASTAL HIGHWAY, A NONPROFIT ORGANIZATION, PROMOTES COLLABORATION AND COOPERATIVE PARTNERSHIPS TO SUPPORT THE BYWAY'S COMMUNITIES.

the solid foundation required for a sustainable organization. For tips and guidance on beginning the process, *Making the Grassroots Grow*, a Resource Center publication available online at www.bywaysresourcecenter.org/resources/publications/, is a great resource. For example, does your organization have a destination? According to *Making the Grassroots Grow*, "To motivate others to follow you on this journey, the vision statement must be clear and compelling, creative yet realistic, and, most important, connected to the desired future for the community."



For Janet Kennedy, Executive Director of the Lakes to Locks Passage All-American Road (LTLP) in New York, sustaining an organization requires vision and leadership. After all, the intrinsic qualities along a byway may inspire stakeholders, but it is leaders with a vision that move the stakeholders to act and support the mission on an ongoing basis. Sallie O'Hara, A1A Byway Program Administrator for the Friends of A1A Scenic and Historic Coastal Byway in Florida, observes that people will support the organization and its mission—not the road. For her byway

Seek Legal Assistance for Clarity

Legal assistance in setting up a nonprofit organization is not absolutely essential, but if, after doing your own research, you are still confused or uncertain, getting legal assistance can be valuable. Very often you can find it pro bono or for a nominal fee. Try searching the Internet using the key words: university law clinics nonprofit.

organization, the focus is on the mission with defined strategic goals, while “other managing entities have the Corridor Management Plans to drive the mission.”

PLAN TO FIND THOSE OPERATING FUNDS

Once you and your byway group have established a vision and mission and are ready to roll up your sleeves and get to work implementing your corridor management plan, you will still need a key ingredient to consistently make progress toward your vision: operating money.

A business plan should outline how your new nonprofit will raise its capital to begin operations, and how it will generate revenue to pay for salaries and benefits, marketing costs, rent, utilities, and so on. Based on her experience, Janet, with

LTLP, suggests that a byway nonprofit have at least six months of operating funds available, “since grants are usually reimbursable. That can be at least \$10,000 to \$50,000 depending on staff and activities.” For her part, Sallie, with A1A Byway, recommends beginning operations with a lead staff person, preferably full-time, with \$50,000 in operating funds (at a minimum). Along with a strong and diverse board, this staff person can begin developing a strategic plan to map out progress toward achieving the vision for the byway.

STAYING EXEMPT THROUGH THICK AND THIN

In the lifecycle stages of nonprofits, it is not uncommon for a small, committed,

501(c)(3) NONPROFIT ORGANIZATION CONSIDERATIONS

PROS

Local control

Quick decision making

Ability to raise tax-deductible contributions

Ability to gain exemptions and lower costs for many items, such as mailings

Ability to implement CMP on a more focused level

Work performed by lead advocates and interested volunteers

Marketability of entity easier with mission dedicated to the byway (brand, logo, message)

CONS

Limited resources to handle cost reimbursement projects

Projects take longer to complete due to project management capacity

Start-up capital and on-going cash-flow concerns

Regulations governing nonprofits require knowledgeable volunteer or staff person (990s, exempt certificates, etc.)

Dependent upon developing talent within the volunteer ranks which requires strong, vested and knowledgeable leadership

Diversity of interests more challenging as organization grows

and passionate group of volunteers to create and nourish an exempt organization. In such cases, the founder provides leadership and the staff consists of dedicated volunteers who often have a personal commitment to the mission. The kitchen table and living room could characterize the office and boardroom of such organizations; the funding sources are typically few and provide little more than “shoestring” budgets.

Research by the Wilder Foundation in St. Paul, Minnesota, indicates that startup nonprofits may last from five to fifteen

organizations must complete and submit a 990 reporting form or face revocation of their tax-exempt status. So, even around a kitchen table, it is important for byway leaders to take such administrative tasks seriously.

Two advantages that nonprofit byways have over other organizational types are flexibility and a grassroots orientation. Building partnerships is a keystone of byway sustainability. In the February 25, 2010 webcast from America’s Byways Resource Center called, “Fiscal Management: Coping with Cutbacks”

...it is not uncommon for a small, committed, and passionate group of volunteers to create and nourish an exempt organization.

years, at which point they mature and grow, merge with other organizations, or become inactive or defunct. What are some causes of their demise? The founder or volunteers burn out; the board and founder may have conflicts over their respective roles; programming may falter; or funders may become unhappy with the organization’s performance.

The “kitchen table” administrative system will become, more than ever, the downfall of many small nonprofits. In the past, the IRS required financial reporting from exempt organizations with revenue of \$25,000 or more; now, all such

(available at www.bywaysresourcecenter.org), nonprofit researcher and consultant Emil Angelica points out that the more connected a nonprofit is to its community, the more opportunities it has to “work in concert with others to create a common vision and share resources necessary to realize that vision.”

Strategic partnering is becoming a financial imperative. In these challenging economic times, nonprofits across the sector, not just in the byway community, are finding they must collaborate or risk having to close their doors. A methodology for developing strategic partnerships is

outlined in detail in the America's Byways Resource Center's March 23, 2010 webcast, "Strategic Planning: Partnership Development/Strategic Restructuring for Byway Organizations," and in the January/February 2010 issue of *Vistas*. A flexible, more nimble board may be able to act on partnership opportunities in a more timely manner than a larger management entity. Nevertheless, to be pursued effectively and strategically, your organization must have strong leadership and good management, and it must thoroughly understand its vision and mission.

The grassroots orientation of Lakes to Locks Passage Byway has allowed it to

engage the rural communities it serves and develop partnerships with waypoint communities (the cities, villages, or hamlets that have the ability to "meet and greet" the visitor) and local museums, libraries, and community organizations. Janet said, "This approach relies on building community ownership of the byway and on financial support from municipalities and other nonprofits, which can see that working as a region has benefit to them."

The mill wheel graphic illustrates how successful awareness, appreciation, participation, leadership, and stewardship can provide the power for sustainable cycles. Of the efforts with the A1A Scenic



COURTESY OF LAKES TO LOCKS PASSAGE ALL-AMERICAN ROAD.

and Historic Coastal Byway, Sallie noted, “Our challenge as an organization is to continue to spread the message and mission. By engaging in projects, events, studies, or other activities tied to our mission, our organization creates value to the community. A strong byway community made up of cooperative and collaborating partners strengthens the sustainability of the corridor and all that make it special in the first place.” So, being a stand-alone nonprofit byway does not mean that your organization can stand alone; in fact, it cannot.

We have looked at advantages and disadvantages of your byway being a 501(c)(3) or 501(c)(6) nonprofit. Assessing your mission and vision, where your organization is in its lifecycle stage, the strengths and weaknesses of your byway organization, and the opportunities that are available to it, as well as the challenges for which it must plan, can help you determine if being a nonprofit is the route for you. Look for the companion article that considers if your byway should be part of a larger organization in the next issue of the *Journal for America's Byways*. ★

“A strong byway community made up of cooperative and collaborating partners strengthens the sustainability of the corridor...”

Even under the best of conditions, any byway organization will change as it matures. Through each stage of the lifecycle, the byway leaders must adapt to emerging challenges and opportunities. According to Janet, “I think it is a maturity thing. If a byway cannot define and provide its own leadership and vision, then it is better suited to be a program or activity of another supporting organization until it has matured to leave the nest. That is what happened with us—we operated under another organization until we received the All-American Road designation, at which time we realized that we had “grown up” enough to stand on our own.”

The Author

Wayne Gannaway serves as a Byways Specialist with America's Byways Resource Center in Duluth, Minnesota. In addition to his byway-specific expertise, Wayne has extensive experience in historic preservation, planning, and museum curatorship.

ROADS DESIGNED FOR PLEASURE

A BRIEF HISTORY OF THE ORIGINS OF SCENIC DRIVING AND AUTOMOBILE TOURING IN THE UNITED STATES

BY PAUL DANIEL MARRIOTT

PART II

Author's Note:

In Part II of this introduction to the people, movements, technologies, and inspirations that form the basis of the American passion of driving for pleasure, you will see a number of nationally designated America's Byways® are a part of this rich history.

Introduction: The National Scenic Byways Program is the most recent accomplishment in a long history of ideas and movements designed to satisfy the innate need Americans have to explore their nation beyond the next horizon. America's Byways identify the best routes to the most interesting scenic, natural, recreational, historical, cultural, and archaeological wonders, and curiosities, that we, as an adventurous people, have always sought to discover and examine for ourselves. This article, which appears in two parts, introduces the origins of the modern byways movement by examining the history and evolution of pleasure driving in the United States. The article argues that our broad definition of byways today, based on six intrinsic qualities, is rooted in eighteenth-century origins of scenic analysis and pleasure driving that arose from a new appreciation for the natural landscape during the Age of Enlightenment. The article also shows that many of our modern highway concepts, from innovations in pavement technology to advancements in engineering, are directly tied to the design and construction of nineteenth-century pleasure drives and early twentieth-century automobile parkways—both ultimately laying the foundation for our modern interstate system and solidifying our appreciation of driving for pleasure.

THE AUTOMOBILE AGE

Continued from *Journal For America's Byways*, Volume 1, Issue I.



DRIVING FOR PLEASURE, BEACH DRIVE, ROCK CREEK PARK, WASHINGTON, DC, c. 1920. COURTESY OF LIBRARY OF CONGRESS.

The automobile profoundly altered our landscape and transportation network—though the freedom and modern infrastructure brought by the motorcar was not uniformly embraced as a positive development. The *Vermont Standard* complained in April 1905 that “automobiles are already running about the streets,” and that their noise and speed was disrupting traditional traffic and order: “...even a horse that shows good sense and courage when assured by the presence of his driver and the restraint of the reins, is scarcely to be trusted alone when a big machine comes bowling past.”¹

GOOD ROADS AND THE CONSERVATION MOVEMENT

During the second half of the nineteenth century the dominance of an efficient and reliable rail network (from 1860 to 1910 total track mileage in the United States grew from 30,000 to approximately 240,000 miles) and a large canal network in the East reduced roads to little more than local networks of urban and farm-to-market routes. Long-distance roads were unimproved, unreliable, and quite often impassable. The invention of the pneumatic tire in 1885, and the unlikely advocacy of America’s bicycle riders, laid the groundwork for today’s modern automobile network through the Good Roads Movement.

The League of American Wheelmen, a bicycle organization, began advocating in the 1890s for a national network of hard-surfaced, all-weather roads suitable for the bicycle. Farmers, with poor links

to towns and without home mail delivery, saw Good Roads and the Post Office’s newly inaugurated Rural Free Delivery² program as intertwined and joined the cry sometime after 1896. Also joining the call were the growing numbers of nature-lovers, conservationists, tourists, and sightseers who were taking to the open road. In fact, the recreation and leisure users were quickly becoming some of the most active voices demanding these improvements.

Until this period, the justification for building most roads was either economic or military. The introduction of the bicycle and later the automobile, occurring almost simultaneously with a new awareness for conservation and the first national parks, was spurring Americans to take to the road and explore the countryside and wilderness.

THE CONSERVATION MOVEMENT

In 1872, Yellowstone was designated as the first National Park. While there had been earlier efforts to protect places of scenic beauty and scientific interest (notably Hot Springs Reservation in Arkansas in 1832 and the Yosemite Valley and Mariposa Grove in California in 1864 as a state park³), setting aside potentially productive/valuable land for permanent protection by the federal government at Yellowstone, solely for scenic value, was a radical and controversial concept. However, as the economic engine of the industrial revolution grew hungrier for timber and minerals, areas once considered too remote or inaccessible began to see the

impacts of massive logging and mining operations. Combined with a rapidly rising population, growing economy, easy access by rail, and the still palpable environmental ruin wrought by the Civil War, many began to question if America's natural beauty and majestic places would survive another generation.

Yellowstone's designation empowered the conservation movement and emboldened the states to take action. In rapid-fire landmark achievements, New York, in 1885, established the Niagara Falls Reservation and, in 1892, the Adirondack Forest Preserve. In 1887, the first efforts calling for the protection of the Hudson River Palisades in New Jersey from devastating quarrying operations began. In 1891, the State of Minnesota protected the headwaters of the Mississippi River at Lake Itasca,

lost. In 1900, the Palisades Interstate Park Commission of New Jersey and New York, the first bi-state park agency, was established.⁴

The achievements were breathtaking and the newly protected landscapes sublime. Getting to these places of natural beauty, recreation, and wonder, however, was difficult on the nation's developing public highways.

GOOD ROADS MOVEMENT

At the turn of the twentieth century, outside of a few urban networks and a handful of private estates, the nation's road network was deplorable. In 1909, the United States had roughly 700 miles of paved rural roads—less than ten percent of the total mileage.⁵ Pressure from the Good Roads advocates led to

...the freedom and modern infrastructure brought by the motorcar was not uniformly embraced as a positive development.

establishing the second state park in the United States (after Niagara Falls). In 1892, Massachusetts established the Metropolitan Park Commission to conserve natural and scenic locations surrounding Boston before an expanding population caused them to be forever

a groundswell of interest and a national push to accommodate the bicycle and, by the early twentieth century, the automobile. As a result, Good Road Associations and state highway departments were established in many states.



THE MODERN PAVED GOOD ROAD, PENNSYLVANIA. U.S. BUREAU OF PUBLIC ROADS. COURTESY OF NEW YORK PUBLIC LIBRARY.

In 1891, Missouri became the first state to form a Good Roads Association. The same year the New Jersey legislature passed the State Aid Highway Act, the nation's first act authorizing the expenditure of state funds for general road building, under the auspices of the State Board of Agriculture. (In 1894, the responsibility of the act was placed under the newly created Commissioner of Public Roads.) Massachusetts had created the first highway department, the State Highway Commission, a year earlier in 1893.

Responding to the growing national movement for good roads, the U.S. Congress passed an appropriation of \$10,000 to conduct a road inquiry. To implement the authorization, the U.S. Secretary of Agriculture established the Office of Roads Inquiry (ORI) in 1893 “to make inquiries in regard to the system of road management throughout the United States.” The office responded to its charge by publishing road building technology bulletins and preparing state and national maps of good roads. In 1897, the ORI began constructing “object lesson roads”—short improved macadamized roads to demonstrate the value of good roads to the public. (Macadam is a smooth hard road surface made from graded pieces of gravel in compressed layers.) The first “object lesson road” was a 660-foot stretch near New Brunswick, New Jersey. Within a few years, the ORI would be constructing eight or nine roads a year. As many as 500 people would turn out to listen to lectures on

modern pavement and good drainage and sample a smooth ride during “good roads day” festivities at the completion of each project. In 1905, the ORI would receive congressional funding to become a permanent agency, and it was renamed the Office of Public Roads; in 1915, it was renamed the Office of Public Roads and Rural Engineering.⁶

In 1916, President Woodrow Wilson signed the first bill to establish a federally aided highway program. In order to receive this new federal funding, each state was required to establish a highway department. In 1918, the Office of Public Roads and Rural Engineering became the Bureau of Public Roads (BPR).⁷

PARKWAYS AND SCENIC ROADS

Many people saw beyond the enormous task of developing a network of paved, all-weather roads; to them, the new automobile and investment in new highway construction represented opportunities to create access to areas of scenic beauty and recreation. The automobile provided, for the first time, affordable individual and independent transportation for the middle classes. Families, once dependent on train schedules and established destinations, were free to pile in the car and set their own destinations and itineraries. Planners, landscape architects, and park managers responded to this newfound freedom by promoting and building beautifully designed scenic roads and parkways showcasing the natural beauty and wonders of the nation.

The automobile had introduced a new and larger audience to the delights of recreational driving and engaging in the natural landscape. As early as 1907 with the Bronx River Parkway and 1913 for the Columbia River Highway, roads designed for pleasure were being constructed specifically for the automobile.

BRONX RIVER PARKWAY

Designed by landscape architect Gilmore Clarke and civil engineer Jay Downer, the Bronx River Parkway in Westchester County, New York, established many of the design principles that would come to define scenic automobile roads and usher in the modern highway era. Planned and constructed between 1907 and 1923, the parkway would introduce the motoring public to such safety features as separated-grade interchanges,⁸ a grassy median between opposing traffic lanes (in some areas), the first large-scale installation of roadway lighting outside of an urban area, and the concept of limited access. Equally impressive was the parkway's serpentine alignment through the Bronx River valley. The valley, badly polluted and cluttered with commercial and industrial complexes by the end of the nineteenth century, was reclaimed and restored as a picturesque landscape complete with woodlands, meadows, and meandering paths—all alongside the newly clear waters of the Bronx River. Billboards, viewed by many as the modern menace, were prohibited. The enormity of the project, and its successful adaptation of the modern automobile, inspired a parkway movement and lured curious

engineers and landscape architects from as far as California and Germany to study the parkway's design. As a result, Germany's Autobahns, New York's Taconic State Parkway, Connecticut's Merritt Parkway, and California's Cabrillo and Arroyo Seco Parkways, along with many others, would draw a direct lineage to the innovations of the Bronx River Parkway.

After the enormous success of the Bronx River Parkway, Westchester County developed and built a comprehensive network of scenic parkways, including the Hutchinson River Parkway (1928) and the Saw Mill River Parkway (1928). Connecticut would extend the Hutchinson River Parkway as the Merritt Parkway in 1940. The Taconic State Parkway, constructed in the 1930s, extended the park corridor of the Bronx River Parkway northward via a sinuous scenic route through the countryside of the Hudson Valley. Across the Hudson River, the Palisades Interstate Parkway, running along the top of the formidable cliffs, was constructed in New Jersey and New York between 1947 and 1958. On Long Island, the Department of Public Works and the State Park Commission built the Southern State and Northern State Parkways. Combined, they represent the largest integrated parkway system in the United States.

COLUMBIA RIVER HIGHWAY

Of all the highways constructed during the Good Roads era, none could compare to the sublime Columbia River Highway (All-American Road, 1998) in Oregon. Modeled on the Axenstrasse scenic road overlooking Lake Lucerne

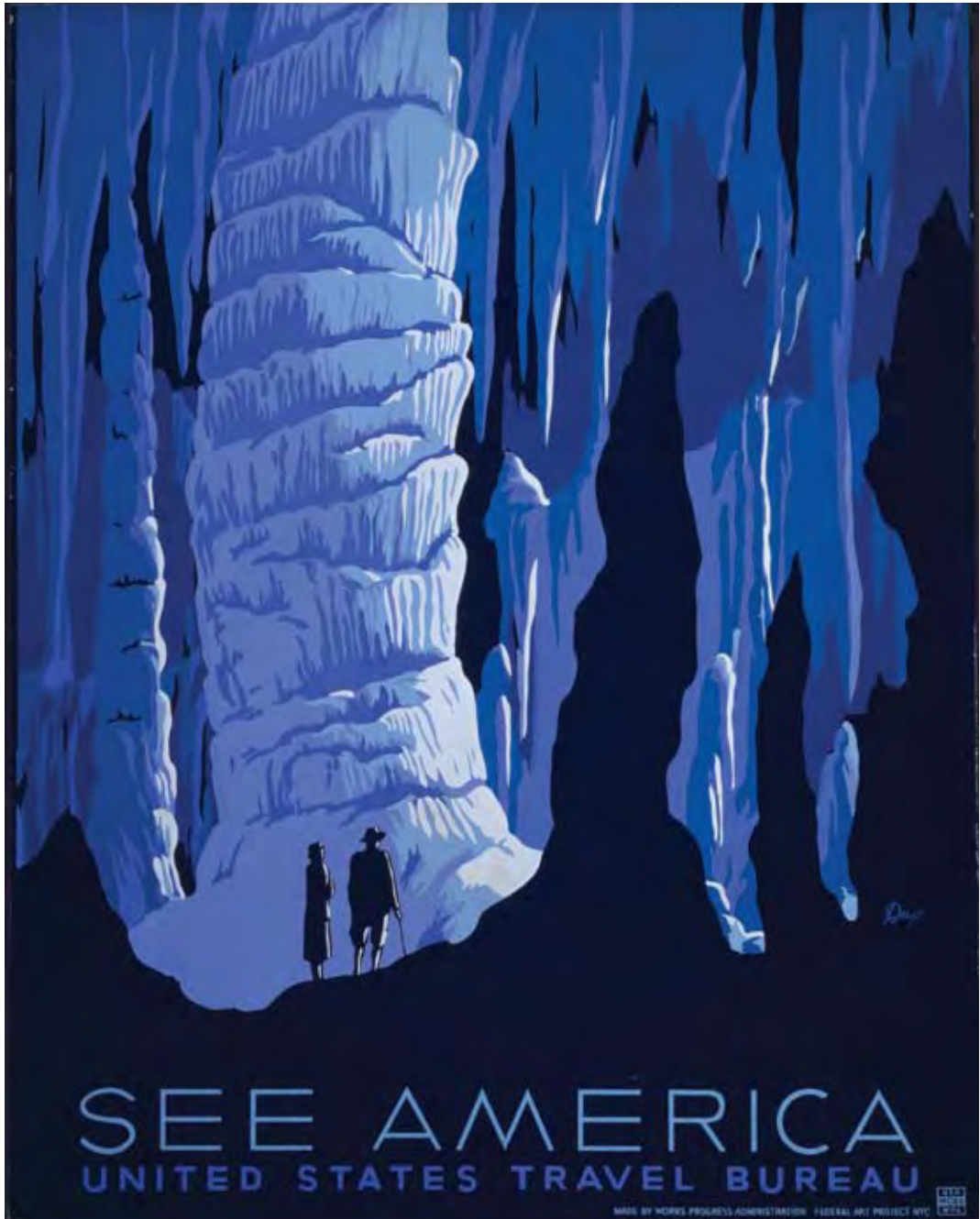
in Switzerland, the seventy-four-mile Columbia River Highway was promoted by Good Roads advocate and entrepreneur Samuel Hill. Constructed between 1913 and 1922, it earned the nickname “King of Roads,” and was widely studied by highway engineers and landscape architects (including those of the newly established National Park Service) for its exceptional design qualities. The design of the two-lane road through the Columbia River Gorge was

guided by landscape architect Samuel Lancaster who used elegant concrete bridges, stone parapet walls, and rustic tunnels to negotiate the towering basalt cliffs, ravines, and spectacular waterfalls of the area, while maintaining a maximum grade of five percent.

By the middle of the twentieth century, scenic automobile parkways would be established in national parks, scenic areas, and cities such as Washington, DC, San Diego, and Cleveland.



CONSTRUCTION BEGAN IN 1915 ON THE VISTA HOUSE, LOCATED ALONG THE COLUMBIA RIVER HIGHWAY, OREGON.
COURTESY OF LIBRARY OF CONGRESS.



THE "SEE AMERICA FIRST" campaign, begun in 1906 by the Great Northern Railway and later adopted as the "See America" campaign by the U.S. Travel Bureau, was designed to promote an alternative travel message to the growing numbers of Americans heading to Europe in search of picturesque landscapes. The campaign promoted domestic travel to the natural wonders of the United States and was quickly embraced by the motoring public. Federal Arts Project poster, c. 1935-1939. COURTESY OF LIBRARY OF CONGRESS.

TOURISM AND SCENIC DRIVING

Parkways and scenic roads, which tended to focus on metropolitan areas, advanced highway beautification and engineering standards that would broadly benefit aesthetic routes. At the same time these pioneering roads were being built, many existing rural routes and attractions were being promoted to the new “automobilists” as visitor destinations. The Chicago World’s Columbian Exposition of 1893, the national “See America” tourism campaign of the United States Travel Bureau, the newly established National Park Service (1916), and highly visible restorations such as Santa Fe (begun, 1912) and Colonial Williamsburg (begun, 1928) were creating a new fascination and interest in America’s scenic wonders and historic past. Combined with the increase in prosperity and automobile ownership during the 1920s, Americans were taking to the nation’s highways and byways in search of scenic, natural, recreational, historic, cultural, and archaeological attractions.

Unlike the parkways and scenic roads specifically constructed for pleasure driving, auto trails of the early twentieth century sought out and promoted existing routes of interest. Day trips, Sunday drives, and touring excursions were promoted to the new motoring classes. Many guides and publications identified rustic and rural roads that possessed remarkable natural beauty and scenic prospects. Others identified routes along old colonial roads and turnpikes as a way to explore the historic

past. Beginning in 1902, for example, the California Federation of Women’s Clubs initiated a campaign to mark the “Mission Route” —the historic Spanish El Camino Real—by placing mission bell landmarks along the eighteenth-century corridor. In a 1914 feature article, “Along Beautiful and Historic Old Highways of Long Island,” the *New York Times* provided a detailed history of early highway politics, historic events, and a travel itinerary to explore the historic roads of the past:

The one day tripper of 1914 cannot choose a better excursion than a trip along one of these old turnpikes, with all the bright modern villages, the fertile fields, the strips of woodland that flash in a panorama along his way. And, wherever they lead, historic associations of the keenest interest to any patriotic American are sure to be found. ...Let us start out this crisp June morning to follow the old Jamaica and Jericho Turnpike, the main artery of this great old system of veins. We can do more: we can make a little side trip along the Hempstead Turnpike, a most important branch, and still be back for roast chicken with the family at dinner time.⁹

An early route marketed as a tourist destination in New York was the Rip Van Winkle Trail. Constructed primarily as a public highway between 1914 and 1921, the route followed in the footsteps of Washington Irving’s mythical figure that wandered into the Catskill Mountains and slept for twenty years. Rip Van Winkle’s fairy-tale association with the route, combined

with spectacular scenery, picturesque villages, tourist accommodations, and well-built highways—all within an easy drive of New York City—made the trail an immediate success.

*With the completion last Fall [sic] of the new road...through the picturesque Kaaterskill Cove, the Rip Van Winkle Trail will be more freely used by motorists this season. The trail embraces a series of highways extending westward from Catskill...to Stamford, where it connects with macadamized roads to Western and Central New York. ...Other places boast of horseshoe curves and the Rip Van Winkle Trail has its horseshoe curve rivaling in beauty any in the country, made possible by building walls more than a hundred feet high and bridging a waterfall. ...New York motorists making the trip may return over roads well worth seeing, either passing the Ashokan Reservoir or over the Mohican Trail, although a part of the latter road is under construction.*¹⁰

While automobile touring routes were being promoted as ideal, convenient, and even “patriotic” getaways, there still remained some logistical complications when traveling from state to state that needed to be resolved. When criticized before the American Road Congress meeting in Richmond, Virginia in 1911, for state policies requiring all vehicles traveling in New York, regardless of the owner’s home state, *to be registered in New York*, the New York Secretary of State noted in agreement:

*“...It seems to be a failure to recognize the importance of the automobile, when a tourist is confronted by the necessity of carrying with him on a tour throughout the States the license of each State he enters.... The automobile gives opportunities of seeing the country which the people have never had to such an extent before. It leads to many small interesting places which even the railroad with its great facilities had not been able to make sufficiently accessible. It enables the people to know their country better.”*¹¹

Automobile touring quickly became a favored pastime of the motoring classes, and the affordable and intrepid Model T was capable of navigating the rough roads and unexpected obstacles often encountered by the early automobilists. As the early tourism industry and visitor destinations embraced the automobile, one obvious destination remained reluctant to extend the welcome. The National Park Service, the nation’s new guardian of federally protected scenic wonders, was unsure if the noisy motorcars should be allowed to sputter and clatter through the newly designated national shrines. Many were concerned that allowing the automobile into the national parks would disrupt the tranquility and grandeur of places like the Yosemite Valley, Old Faithful, Mesa Verde’s ancient ruins, and the jagged alpine ridges of Glacier National Park.

AUTOMOBILE TOURING OUTSIDE COLORADO SPRINGS BETWEEN 1910 AND 1925. THE SIGN IN THE FOREGROUND READS “AWE-INSPIRING POINT.” COURTESY OF LIBRARY OF CONGRESS.





NATIONAL PARK ROADS

The national parks, long reliant on railroads to provide their principal access, maintained carriage drives for limited touring within the parks. As the public began pressing for automobile access to the national parks, the managers of the fledgling system weighed the values of conservation against the benefits to be gained by broader public support for the parks through wider access. Efforts to accommodate automobiles began in 1915 when the first auto route was proposed at Glacier National Park—a road and concept so controversial that Stephen Mather, the first director of the National Park Service, personally assisted with the road’s design.

With the success of the Going-to-the-Sun Road at Glacier, parkways and park roads were quickly embraced as a responsible model to showcase scenic wonders and improve visitor access. By developing strong guidelines respecting the natural environment, the National Park Service established, and maintains to this day, an ethic steadfast in roadway design and environmental excellence:

America’s National Park roads and parkways are outstanding design achievements that exemplify the harmonious integration of highway engineering and landscape architecture. The challenge of building roadways through remote and rugged terrain inspired some of the most spectacular feats in the history of American engineering, yet even in the most

demanding locations, designers went to great lengths to make sure that park roads would “lie lightly on the land,” impinging as little as possible on their natural and cultural surroundings. By designing roadways to showcase park scenery and employing graceful curves, naturalistic landscaping, and attractive rustic features, the National Park Service (NPS) created a world-renowned road system that provides access to America’s most treasured scenery while standing as remarkable social, artistic, and technological achievement in its own right.¹²

Early park routes included the Mount Vernon Memorial Highway (All-American Road, 2005¹³) to George Washington’s estate and the Colonial Parkway (All-American Road, 2005) linking Jamestown, Williamsburg, and Yorktown, Virginia. Skyline Drive in Shenandoah National Park, constructed between 1931 and 1942, revived earlier proposals for a “skyline-drive” along Virginia’s impoverished Blue Ridge Mountains to encourage economic development through automobile tourism.¹⁴ Over time, the Blue Ridge Parkway (All-American Road, 1996, North Carolina; 2005, Virginia), beginning at the southern terminus of Skyline Drive would extend almost five hundred miles south along the spine of the Blue Ridge through Virginia and North Carolina.

To understand the design and sensitivity of national park roads and parkways to the natural environment, it is essential

GOING-TO-THE-SUN ROAD, IN GLACIER NATIONAL PARK, MONTANA, WAS THE FIRST AUTOMOBILE ROAD IN A NATIONAL PARK. COURTESY OF LIBRARY OF CONGRESS.

to understand the long and productive relationship between the National Park Service and the Rockefeller family during the formative days of the National Park System.

THE ROCKEFELLER FAMILY AND NATIONAL PARK ROADS

In 1924 John D. Rockefeller, Jr., took his three oldest sons to Mesa Verde, Yellowstone, and Glacier National Parks. John D. Rockefeller, Jr., had a keen attention for detail that went beyond an appreciation for scenic beauty to a deeply personal understanding of the complex relationship between the landscape and park roads—including the impact of the utilitarian and mundane highway features on sublime landscapes. He wrote to Horace Albright, then superintendent of Yellowstone National Park:

There was just one thing in the Park (Yellowstone) which marred my enjoyment of the wonderful region, and I have wondered if I might be helpful to the Park administration in improving that situation. I refer to the vast quantities of down timber and stumps which line the roadsides so frequently throughout the Park. Of course I realize that this dead material comes in part from the roadway itself, having been thrown out when the road was cut through, and also that it is due to some extent to the character of the forests which is such as to cause many trees constantly to die and fall. I know also from personal experience that it is costly to cut up and burn dead timber, down as well as standing.

It seems to me, however, that if the accumulation of dead trees and stumps

*alongside of the roads to a width of from fifty to a hundred feet from the roadside could be done away with, much of the beauty of the woods and scenery generally would be enormously improved.*¹⁵

In this same letter, John D. Rockefeller, Jr., offers to fund a pilot program to improve the roadside at Yellowstone. The successful experiment would be extended to other national parks and eventually result in National Park Service policy for the design and maintenance of roadsides in all the parks. Albright wrote to Rockefeller:

*At the risk of boring you by repetition of statements formerly made, I want to say again that I feel that the various roadside clean-up projects which you made it possible for us to carry through in the Yellowstone have done more to improve the park landscape than anything else that has been done in the history of the park. Also, we shall never forget that your undertaking this work is directly responsible for our now generally accepted policy which contemplates the clean-up of all the roadsides in all the national parks in connection with the construction of new roads or the reconstruction of old highways. I hope that this final report is acceptable to you and I hope, too, that it gives you as much happiness and satisfaction as it has given to me.*¹⁶

Roadside beautification became a significant part of the family's comprehensive view of the national parks. Albright and Rockefeller had discussed unsightly utility lines at Yellowstone early in their association. Albright wrote to him in 1924:



SHOSHONE CANYON, YELLOWSTONE NATIONAL PARK, C. 1917, BEFORE THE UTILITY LINES WERE REMOVED.
COURTESY OF LIBRARY OF CONGRESS.

Speaking of telephone lines, you will recall that many of the most beautiful sections of the Yellowstone road system were made unsightly by two pole lines, one on each side of the road. One of these lines belongs to the Government, the other to the Yellowstone Park Hotel Company. This year the Hotel Company and the National Park Service have arranged through me to rebuild in a period of three years all of the telephone lines, putting both systems on one pole line and placing this pole line in a swath cut through the timber a short distance from the roads. The first section of this new telephone system is nearing

completion. This is the section between Mammoth Hot Springs and Norris Junction, the same section that I am proposing we shall first clean up if the plan appears to you to be practicable. Already, most of the old poles on this section are down. Therefore, if you authorize the clearing up of the road sides between the headquarters and Norris Junction next year we will have an exquisitely beautiful highway for the first 20 miles toward the geysers, clear of debris and dead and down timber and likewise, clear of unsightly telephone poles and wires.¹⁷



BILLBOARDS IN SOUTHERN CALIFORNIA (NO DATE). ABBY ALDRICH ROCKEFELLER WAS AN EARLY ADVOCATE FOR HIGHWAY BEAUTIFICATION. COURTESY OF NEW YORK PUBLIC LIBRARY.

Albright ultimately credits John D. Rockefeller, Jr., with a new national view toward highway beautification:

Last Sunday in one of the New York papers there was a discussion of road building, road-side improvement, etc. Among other things it was stated that during the year 1936 approximately \$7,000,000 will be expended in road-side beautification and other improvements. Whether or not you saw this article I know you must feel considerable gratification that the work you began in Yellowstone National Park in 1924 has led to national recognition of the importance of protecting and beautifying the road-sides whereas at the time you undertook the Yellowstone experiment Congress and Legislature regarded the whole idea as mere embroidery that could never be afforded.¹⁸

Horace Albright, who served as the second director of the National Park Service (1929-1933), would later work with the Palisades Interstate Park Commission and the Colonial Williamsburg Foundation, both Rockefeller family interests, until his death in 1987.

ABBY ALDRICH ROCKEFELLER

In addition to notable designers and the contributions of her husband, John D. Rockefeller, Jr., toward scenic roads, drives, and parkways, Abby Aldrich Rockefeller had strong views toward scenic conservation and highway beautification as well.

A formidable advocate in her own right, Mrs. Rockefeller initiated a series of competitions in 1928 aimed at improving

the appearance of roadside stands.¹⁹ She was responding to a personal concern for highway viewsheds that were being destroyed by the sudden profusion of roadside services catering to the new automobile traveler. Often garish and almost completely unregulated, gas stations, hot dog stands, billboards, and tourist cabins were multiplying rapidly alongside the nation's highways. Mrs. Rockefeller was particularly concerned with their visual impact on the landscapes of the National Parks of the West.

In a letter to John D. Rockefeller, Jr., Horace Albright, then acting Director of the National Park Service, noted:

I am enclosing the page from the magazine "California Highways and Public Works" regarding Mrs. Rockefeller's campaign to improve the architectural character of refreshment stands along public highways. ... I thought you both would be particularly interested in this recent clipping, because I think on the trip to Jackson Hole that Mrs. Rockefeller first mentioned the possibility of bettering "hot dog" stands and similar establishments through competitions such as she has since inaugurated. As I remember it, the dance hall and other unsightly structures which so greatly impaired some of the views of the Tetons were the very things that prompted Mrs. Rockefeller's plan.²⁰

John D. Rockefeller, Jr., would continue to work closely with the National Park Service and later with the Park Service and the Colonial Williamsburg Foundation on the design of the Colonial Parkway in Virginia. As a staunch parkway advocate, he was also instrumental in

securing the land to construct one of the first great modern parkways, the Palisades Interstate Parkway in New Jersey and New York.

THE MODERN PARKWAYS

The innovations created by the automobile parkway, park roads, and scenic drives provided comfortable, sustainable, and pleasant transportation in an age when the automobile was still a novelty and many Americans relied on efficient streetcars, inter-urban lines, and the railroads for their day-to-day transportation needs. At the century's midpoint, with increased automobile ownership and postwar affluence, metropolitan parkways and scenic drives soon transitioned from leisurely weekend pleasure drives to pleasant corridors leading to new suburban homes. The qualities that made for pleasurable driving—limited access, separated-grade intersections, and good engineering—also made for good commuter routes. A new class of parkways, designed with multiple lanes and higher speeds, remained loyal to the scenic and conservation principles of the older roads, while, for the first time, accommodating non-pleasure drivers and foreshadowing the interstate era.

The idea was not entirely new. Early regional planners had seen parkways, not freeways, as an attractive and viable solution to the problems of growing metropolitan populations, rising automobile ownership, and expanding suburbanization. During the 1920s, the Russell Sage Foundation sponsored the preparation of the Regional Plan

for New York. Among the plan's many recommendations was an endorsement of an extensive system of major and minor routes segregating traffic according to function on express highways, boulevards, and parkways. The plan provided studies demonstrating that parkways, above all, enhanced adjacent property values and created larger tax revenues than boulevards or highways. The plan also noted that new parkways could often be constructed for less than the cost of widening existing highways.

Parkways were emerging as the model highway design for modern automobile travel, and Horace Albright, now president of the American Planning and Civic Association, celebrated the trend in a letter to Abby Aldrich Rockefeller:

In the first Planning Broadcast on this subject issued by the American Planning and Civic Association in 1936, we called attention to the promise of freeways and parkways. The parkways of Westchester County had already become popular, but since that date three national parkways have been planned and built or are in the process of building. The parkway plan has spread rapidly. The freeway proposal is now more commonly called "limited access", and six States have passed legislation authorizing this type of highway—New York and Rhode Island in 1937 and Maine, Connecticut, California and West Virginia in 1939. Here is definite progress—progress that can be extended to the other States and that will show results in these six States as limited access highways are built.²¹

In metropolitan New York, the Regional Plan Committee devoted a significant

amount of attention to northern New Jersey. Anticipating that the area would see tremendous industrial and residential growth—foreseeing the impacts of the planned Hudson River (George Washington) Bridge—the committee specifically addressed the need to preserve the woodlands and vista points on the top of the Palisades.²² One of the plan's major recommendations was a parkway connecting metropolitan New Jersey with the Palisades Interstate Park at Bear Mountain in New York.

On July 7, 1933, John D. Rockefeller, Jr., made a gift of 700 acres of land on top of the Palisades to the Palisades Interstate Park Commission with the expressed desire to see the construction of a parkway. Rockefeller had been secretly purchasing the land in hopes that a parkway could be constructed. After World War II, design and construction of the parkway along the Palisades commenced. The design firm of Clarke and Rapuano (Gilmore Clarke and Michael Rapuano) was hired as the landscape architects for the parkway. Clarke had already worked on the Bronx River Parkway, the Westchester County Parkway System, and Skyline Drive in Virginia—he was one of the most experienced parkway landscape architects in the nation. To help oversee this work, Laurance S. Rockefeller, Rockefeller's son, was appointed a member of the Palisades Interstate Park Commission in 1939. The parkway was constructed between 1947 and 1958.

Shortly after the Palisades Interstate Parkway opened, the *New York Times* captured the changing public perception



THE COLONIAL PARKWAY TUNNEL, CONSTRUCTED IN 1941, PRESERVES THE EIGHTEENTH-CENTURY CHARACTER OF THE COLONIAL WILLIAMSBURG RESTORATION WHILE ALLOWING MOTORISTS ALONG THE SCENIC PARKWAY ACCESS TO THE HISTORIC AREA. THE TUNNEL REPRESENTS THE PHYSICAL, AND PHILOSOPHICAL, INTERSECTION OF THE NATIONAL PARK SERVICE AND THE COLONIAL WILLIAMSBURG FOUNDATION—TWO ORGANIZATIONS JOHN D. ROCKEFELLER, JR., WAS DEEPLY COMMITTED TO SUPPORTING. COURTESY OF LIBRARY OF CONGRESS.



THE ARROYO SECO PARKWAY, BETWEEN DOWNTOWN LOS ANGELES AND PASADENA, CALIFORNIA, OPENED IN 1940. IT COMBINED BOTH PARKWAY QUALITIES AND EMERGING FREEWAY CONCEPTS. COURTESY OF HIGHLAND PARK HERITAGE TRUST.

of the American parkway (pleasure driving evolving to commuter travel) in an article titled, “The Family Road”:

Across the river, winding its way northward along the left bank of the Hudson, is a very nice road indeed. It is called the Palisades Interstate Parkway. It begins on the New Jersey side of the George Washington Bridge, travels the top of the Palisades for a time, moves inland, rolls up and down over hills and finally reaches Bear Mountain Bridge. It has a number of uses. On the near, or New York City, end commuters take it to and from their metropolitan offices. A little farther north it crosses the New York Thruway, and thus can be used as a step in the shufflin’ off to Buffalo and the Falls. Most important still, and the reason for which it was primarily designed, is that it goes to the Bear Mountain and Harriman Parks, plus smaller Interstate parkettes scattered along the way.

In the summer, and during that part of the autumn before coldness awkwardly settles in, the Palisades Interstate Parkway is the route of the charcoal briquet, the road of the picnic hamper. There can be no statistics about how many hot dogs are lugged north from Manhattan on a given Sunday, to be charred by amateur chefs, out for a day with the family. Certainly, if placed end to end, these hot dogs would stretch the full length of the parkway which is their sponsor.²³

Other significant modern parkways of the period include the Merritt Parkway in Connecticut (National Scenic Byway, 1996) and the Baltimore-Washington Parkway in Maryland. Opened in 1940, the Merritt Parkway, constructed by the State of Connecticut, was a four-lane road within an expansive protected parkway reservation. Attractive bridges, each designed in a different architectural motif, distinguished the parkway and became a signature feature.

The Baltimore-Washington Parkway, opened in 1954, was the first limited-access, divided roadway in Maryland. Designed and constructed by the National Park Service and the Bureau of Public Roads, the parkway was intended to serve as an attractive gateway to the nation's capital at Washington, DC. Like many of the modern parkways, the Baltimore-Washington Parkway and the Merritt Parkway also served vital transportation roles in their growing metropolitan regions. Despite their attractive features and woodland settings, both roads were quickly adopted over the older, and congested, U.S. Route 1 that both routes paralleled. While scenic roads were still being designed and constructed, the concept of pleasure driving was evolving into that of a more pleasurable commute. Nowhere was this change more clearly evidenced than at the Arroyo Seco Parkway in California.

ARROYO SECO PARKWAY

The Arroyo Seco Parkway (National Scenic Byway, 2002) in Southern California opened to the motoring public in 1940. It represents a transitional period in automobile travel and highway design in which the traditional parkway concepts developed in the East were melded to the emerging California automobile culture. California Department of Roads (the predecessor to Caltrans) engineers visited the parkways of metropolitan New York to learn the latest techniques of scenic, safe, and high-speed travel. Their desire to create a scenic parkway

was undertaken in a region with the highest per capita automobile ownership in the United States—the average family in Los Angeles having two cars shortly after World War I.²⁴ The pressures to meet the intense congestion concerns of the region and construct a parkway that engineers determined would be “picturesque” created many unique and distinctive features.

The original idea for a parkway through the Arroyo, as articulated in the 1930 *Olmsted-Bartholomew Plan for the Los Angeles Region*, recommended a serpentine two-lane parkway winding among the hills, trees, parks, and usually quiet waters of the Arroyo Seco valley. By the time it was constructed, it had morphed into a six-lane quasi parkway/prototype freeway, and the waters of the Arroyo Seco were restricted to a concrete and stone channel. Nevertheless, with its comprehensive landscape program that included a primarily native plant palette and elegant modern bridges, many described the new and very modern parkway as the “hanging gardens” of Los Angeles. At the dedication ceremony, however, California Governor Culbert L. Olson declared the Arroyo Seco Parkway to be the “first freeway in the West.” The label stuck; lands recommended for park acquisition were never fully secured, and by the 1950s the road was routinely referred to as the Pasadena Freeway.

The parkway was the first six-lane parkway in the United States and, despite its lush plantings and attractive details, most drivers marveled at its speed and efficiency over its qualities as

a road designed for pleasure. *Westways Magazine* noted:

From the relatively narrow Figueroa tunnel you suddenly find yourself launched like a speedboat in a calm and spacious divided channel. Channel is the word too, for it's in the arroyo, below the level of traffic tormented streets. No brazen pedestrians nor kids riding bikes with their arms folded! No cross streets with too-bold or too-timid drivers jutting their radiators into your path. And no wonder I made it from Elysian Park to Glenarm Street in Pasadena in 10 minutes without ever edging over a conservative 45 miles an hour...²⁵

A few months before the Arroyo Seco Parkway was dedicated, a new type of road back East welcomed its first motorists. The Pennsylvania Turnpike, also opened in 1940, was the first high-speed, limited-access highway in the United States. On opening day, excited motorists lined up for miles at the toll plazas—not to experience the scenery of the Pennsylvania countryside, but to race across the state unleashing the full potential of their chrome-embellished automobiles. Mountains and valleys, the hallmarks of the nation's roads designed for pleasure, were now tunneled and filled for speed and efficiency. The public liked the efficient turnpike and sixteen years later, in 1956, President Eisenhower signed into law the Federal-Aid Highway Act establishing a National System of Interstate and Defense Highways.

EPILOGUE

Changing driving habits, explosive automobile ownership and postwar regional growth were too expansive and immediate for scenic drives and parkways to continue their dominant role in highway design in the second-half of the twentieth century. Despite the many engineering innovations and design efficiencies introduced by these roads, changing public perceptions on the role of the automobile in American life were now pressing for speed and economy over scenery and recreation. Pleasure driving would endure, but now as a relaxing pastime on secondary park roads and scenic routes. For most Americans in the close-knit suburbia of the 1950s and 60s, quaint country lanes were still not too distant for a pleasant Sunday drive. It would be another decade before mounting losses of historic roads and runaway sprawl would cause a new generation to once again reconsider the relationship of the automobile to the landscape.

Roads designed for pleasure left an indelible scenic mark on the United States and continue, to this day, as reminders challenging us to aspire to greater beauty, sensitivity, regionalism, and creativity on and along our nation's highway and byways. ★

The Author

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The author gratefully acknowledges Barbara Lynch for editing assistance.

Notes:

¹ Peter S. Jennison, *The History of Woodstock, Vermont, 1890-1983*, (Woodstock, Vermont: Published for the Woodstock Foundation by *The Countryman Press*, 1985), p. 155.

² Rural Free Delivery (RFD) was introduced by the US Post Office in 1896.

³ Yosemite was ceded to the State of California by the U.S. Government in 1864; it was ceded back in 1890 and was designated as the second National Park.

⁴ Other noteworthy accomplishments include the Forest Reserve Act, established in 1891, which allowed the President to designate protected public reservations on federal lands; the Sierra Club, which was founded in 1892; and the National Park Service, which was established in 1916.

⁵ Ernest R. May, *War, Boom and Bust*, (New York: *Life Magazine*, 1964), p. 77.

⁶ The new title's inclusion of "rural engineering" was a reference to additional farm-related duties unrelated to roads.

⁷ The BPR would remain within the Department of Agriculture until 1939 when it was shifted to the New Deal Federal Works Agency and renamed the Public Roads Administration (PRA). The PRA was re-renamed the BPR in 1949. BPR became the Federal Highway Administration (FHWA) in 1969.

⁸ The innovative separation of user types (pedestrian, carriage, and bridle path) by bridge and tunnel at Central Park is widely credited as the inspiration for the separated-grade intersection or interchange.

⁹ "Along Beautiful and Historic Old Highways of Long Island," *New York Times*, June 7, 1914. Emphasis added.

¹⁰ "Catskill Motor Trail," *New York Times*, June 11, 1922. Emphasis added.

¹¹ E. Lazansky, *A Model State Motor Vehicle Law, Papers, Addresses and Resolutions Before the American Road Congress, Richmond, Virginia, November, 1911*, (Baltimore: Waverly Press, 1912), pp. 153-154. Emphasis added.

¹² Timothy Davis, Todd A. Croteau, and Christopher H. Marston, editors, *America's National Park Roads and Parkways: Drawings from the Historic American Engineering Record*, (Baltimore: Johns Hopkins University Press, 2004), p. 1. Emphasis added.

¹³ The byway designation is for the George Washington Memorial Parkway; Mount Vernon Highway is the earliest constructed segment of the parkway.

¹⁴ Matthew Dalbey, *Regional Visionaries and Metropolitan Boosters*, (Boston: Kluwer Academic Publishers, 2002), p. 98.

¹⁵ John D. Rockefeller, Jr., to Horace M. Albright, Aug. 15, 1924, in *Worthwhile Places* by Joseph W. Ernst, ed., (New York: Fordham University Press, 1991), p. 24. Emphasis added.

¹⁶ Horace M. Albright to John D. Rockefeller, Jr., March 11, 1930, in *Worthwhile Places*, by Joseph W. Ernst, ed., (New York: Fordham University Press, 1991), p. 98. Emphasis added.

¹⁷ Horace M. Albright to John D. Rockefeller, Jr., Sept. 15, 1924, in *Worthwhile Places*, by Joseph W. Ernst, ed., (New York: Fordham University Press, 1991), pp. 31-32. Emphasis added.

¹⁸ Horace M. Albright to John D. Rockefeller, Jr., Nov. 13, 1936, in *Worthwhile Places*, by Joseph W. Ernst, ed., (New York: Fordham University Press, 1991), pp. 162-163. Emphasis added.

¹⁹ It is interesting to note that this is a time of intense debate regarding the visual quality of roadside America. It is during this period that major oil companies, including Rockefeller's Standard Oil, introduce new designs for attractive service stations based on residential and revival architectural styles better suited to the aesthetics of the communities in which they were constructed.

²⁰ Horace M. Albright to John D. Rockefeller, Jr., Sept. 27, 1928, in *Worthwhile Places*, p. 88. Emphasis added.

²¹ Horace M. Albright to Mrs. John D. Rockefeller, Jr., March 26, 1941, in *Worthwhile Places*, p. 198. Emphasis added.

²² While the rock face of the Palisades had been protected in the early twentieth century, the land on top remained in private hands and vulnerable to development.

²³ "Topics," *New York Times*, Oct. 12, 1958. Emphasis added.

²⁴ Richard Longstreth, *City Center to Regional Mall*, (Cambridge, Mass.: MIT Press, 1997), p. 14.

²⁵ John Cornell, *Westways Magazine*, Automobile Club of Southern California, 1941. Emphasis added.



Byways via Bicycle: Seeing the United States on Two Wheels

by Heidi Beierle

Each year, a remarkable number of Ebicycle tourists pedal for at least three weeks at a time, logging well over a thousand miles. Even more cyclists undertake shorter rides of a week or two, totaling between 300 and 900 miles. We're not crazy; we love how our bodies feel in motion, clean air rushing through our lungs, scents of the world dancing in our noses, the sounds of nature funneled to our ears, our minds clear of clutter with tangible discoveries and wonder-filled exploration fueling our curiosity. Touring makes our world real; it embodies stories through experience.

An increasing number of heritage-curious people opt for slow-speed, low-impact byway visits riding their bicycles. They value culturally enriched, mentally and physically rejuvenating activities that are environmentally sustainable and that suit their health-conscious life style. As

U.S. population demographics change, cyclists are older (ages 45-65)¹, and travel more often and more leisurely. And these cyclists pedal on byways near you.

Bicycle tourism, historic preservation, and rural economic development are not only compatible but can also be symbiotic for those byway organizations that recognize these relationships in their planning and event scheduling. Many contemporary projects that seek to restore rural community functionality across regions involve bicycling events. By participating in rural ride events, cyclists can appreciate rural character and resources while benefitting the communities economically when they eat and rest. Bicycle tourism on its own may not generate enough visitation over the course of a riding season or year to economically sustain a rural community. However, when bicycle touring is paired



BICYCLISTS RIDE THE MIDTOWN GREENWAY, AN IDEAL URBAN-CYCLING ROUTE THAT CONNECTS THE GREAT RIVER ROAD NATIONAL SCENIC BYWAY AND GRAND ROUNDS NATIONAL SCENIC BYWAY IN MINNESOTA.

with heritage tourism—an economically attractive visitor market—opportunities to attract both markets to a community exist. Heritage visitors may not consider themselves cyclists, but they could have measurable interest in heritage tours that involve cycling.

In essence, by combining what is known about historic preservation/economic development with bicycle transportation/economic development, a strategy for rural communities and regions is created. Bicycle travel in scenic and historic resource corridors boosts community and economic development opportunities and enhances rural livability.

Astute byway planners will consider cyclists as part of their byway programs, especially since cyclists' numbers may increase as gasoline prices rise.

NOT ALL BICYCLE TOURISTS ARE ALIKE

There are four kinds of bicycle tourists, according to marketer David Lowe-Rogstad, and while they share some characteristics, they often travel in differing ways.²

- Urban-cycling travelers arrive in a community and spend some or all of their time in the community traveling by bicycle. These travelers may also sightsee locally by bicycle.
- Ride-centered travelers tend to stay overnight in one location and go riding during the day. They enjoy socializing when they're done riding for the day and are often Baby Boomers.
- Event-centered travelers participate in organized or event rides; this group includes spectators at racing events.

- Self-contained travelers take their gear along on the ride and mainly need camping, grocery, and Internet access.

Ride- and event-centered travelers, generally use one community as a base camp from which the cyclists initiate a number of different daily rides. For the most part, the economic benefit remains in the base-camp community. Consequently, the more opportunities for cyclists to engage in a number of different rides or activities from one community, the more time and money they will spend in that community.

Self-contained cyclists tend to travel along a linear path. They generally stay in a new town each day, but occasionally stay in one place for a couple of nights. Self-contained cyclists almost always require another form of transportation apart from their bicycle to complete their trip. They may travel to one end of their cycling route and make the journey their ride home. They may pedal to a particular destination and return home using another travel mode. They may travel to and from a cycling route that neither originates nor completes at their home. Lastly, they may use other

transportation during their travel for accessory travel to the bike tour or for unexpected occurrences.

Self-contained cyclists generally fall into one of three categories, based on average daily spending habits: Shoestring, Economy, and Comfort cyclists. Lodging accounts for the largest expense item and food is the second largest cost. All self-contained cyclists spend money on food, but only about half of them spend a substantial portion of their budget on lodging.

Shoestring cyclists tend to be young and spend a maximum of \$15-\$30 per day. Shoestring cyclists form a substantial portion of total touring cyclists. They travel in the most economical ways possible by necessity.

These cyclists ride many miles each day (seventy-five to more than one hundred) thereby reducing the number of lodging nights during their trip. They prefer low-cost camping and home-stays to other types of accommodations. Food is their main expense, and they often reduce costs by shopping at grocery stores and cooking their own meals.





ECONOMY CYCLIST MATT.
PHOTO BY HEIDI BEIERLE.



COMFORT CYCLIST JOHN.
PHOTO BY HEIDI BEIERLE.

Economy cyclists do not exhibit age/income correlations to their travel and spending patterns. These cyclists could have comfortable means or not, but something about this particular style of journey captures their interest and matters more to them than where they stay or what they eat. Economy cyclists travel in economically conservative ways out of choice rather than necessity. Economy cyclists ride about fifty to ninety miles per day.

Spending for these cyclists averages approximately fifty dollars per day but may vary considerably. These cyclists may choose to spend the least amount of money possible for their particular kind of journey, although they may also spend more in a particular community if conditions or interest encourage them to do so. For example, some of these cyclists may travel by bicycle to go camping and appreciate nature. In this scenario, if they are rained out, they may choose to find a room somewhere to clean up and dry off. Or, if they were headed to a particular event or destination and wanted to camp along the way, they would be able to have two different kinds of vacations during the same time.

They often travel with cooking gear and shop for food at grocery stores, although they eat at restaurants more often than Shoestring cyclists. Economy cyclists are worth noting as a type of traveler who may arrive in a community, but their behavior may be indistinguishable from Shoestring or Comfort cyclists in a given location.

Comfort cyclists represent about half of self-supported cyclists. They tend to be older and spend an average of seventy-five to one hundred dollars per day. They ride fifty to seventy-five miles per day and prefer to stay in motel, hotel, or bed-and-breakfast lodging. They may travel fewer than fifty miles per day to stay in preferred lodging types. They may stay in less comfortable accommodations if there is no other choice, but they generally do not travel with shelter. Comfort cyclists rely on restaurants and cafes as their primary eating options. Comfort cyclists spend about two thirds of their funds on lodging with about twenty-five percent allocated for food. Comfort cyclists are more likely to spend money on entertainment and other forms of non-cycling recreation and visitation.

ROUTE AND PATH CHARACTERISTICS

Bicycle tour routes' landscapes, road conditions, and local culture contribute to the quality of cycling experience for visitors. These factors determine whether a route or area feels "bicycle friendly." Of course, those areas where cyclists feel welcome are more likely to derive greater economic benefits from cyclists' visits.

Routes are comprised of different kinds of roadways and infrastructure. Attractive cycling routes possess scenic qualities or may be historic roadways.

These routes follow quiet, low-traffic-volume roads without shoulders. Routes that feature regularly spaced towns and/or services (water, restrooms, food/restaurants, accommodations) are also functional touring routes. Regions without abundant natural or scenic assets may want to promote the communities' uniqueness, friendliness, history, culture, events, or local products. Touring routes with topographical variation offer cyclists challenging and appealing interactions with terrain.



Bicycle paths

Paved, off-street pathways for nonmotorized use.



Roads without shoulders

Roadways with fewer than twelve inches between the white fog line and the roadway edge.



Bicycle-only roads

Routes that open seasonally with periods of bicycle-only access.



Roads with shoulders

Roadways with more than twelve inches between the white fog line and the rideable pavement edge.

PHOTOS BY HEIDI BEIERLE.

Roads or paved paths where touring cyclists ride, fall into four categories. Each also has a combination of elements that enhance or detract from ride enjoyment. Each road type has elements that can enhance or detract from the riding experience.

Road surface

Smooth road surfaces make for pleasant riding experiences. Cracks, holes, patches, and unpaved roads can cause falls, flat tires, and other damage to bicycles or gear, particularly bicycles loaded for touring. Freshly oiled or tarred roadways are unpleasant and can damage bicycles. They also pose risks for slips. Chip seal creates rough road surfaces. The seals often reach the middle of the rideable shoulder and make the shoulder an undesirable place to ride. Loose, flying rocks can injure cyclists.

Rumble strips

Rumble strips alert drivers when they have strayed beyond the designated lane of travel. For cyclists, rumble strips can alert them to vehicles approaching from behind. Center-lane rumble strips can signal cyclists that vehicles are giving room and passing. Shoulder strips can audibly warn cyclists if vehicles are approaching too closely. Sometimes, rumble strips consume the cycling shoulder, which renders it unrideable and forces cyclists to ride in the auto-travel lane.

Signage

Bicycle-specific signage makes cyclists feel welcome in a region or community. Wayshowing signage helps cyclists

locate communities, services, and trails. Historic roadway and scenic byway signage often also indicates desirable cycling facilities. Bicycle-specific signage catches cyclists' attention. Communities or regions that emphasize their cycling assets will attract cyclist revenues.

Debris

Debris such as glass, dirt, rocks, metal, tires, trash, and road kill can damage bicycles and gear and cause slips and falls. Cyclists may swerve or move into the roadway to avoid debris, putting themselves at risk for falls or collisions.

In addition, routes that employ strategies to alert drivers of cyclists' presence on the roadway considerably increase cycling safety and comfort. Alerts coupled with education for shared-road courtesy also improve visitor experiences.

THE VIEW OF BYWAYS FROM THE BICYCLE SEAT

My first bicycle tour was in August 2009 on the Pacific Coast Scenic Byway in Oregon. There I noticed that the driving focus of this All-American Road eclipsed the popularity of cycling on it. I learned that concern for cyclists' safety along the road stood as a main reason why tourism marketers did not mention bicycles on this roadway. Part of me understood the strategy and another part took issue: If they are concerned for cyclists' safety, they should at least let drivers know they could expect to encounter bikes on the road and to give some room.

The Pacific Coast Scenic Byway offers a

considerable amount of built and natural beauty along its length; however, it often lacks a cyclist-friendly shoulder. With no shoulder, the road offers a fine, scenic view of the coast and rugged terrain without disruptions from an obtrusively wide roadway. To the spectacular views, add curves, short hills, RVs, and trucks pulling wide recreational trailers, and you quickly have a recipe for cyclist discomfort if not full-on danger. I traveled light on that two-week trip, maintaining a relatively narrow vehicle profile, but I still had quite a few uncomfortably close encounters with trucks, trailers, and RVs. The Pacific Coast Scenic Byway illustrates the conundrum of how to balance the popularity of byways with the needs of different users.

I also participated in the annual Gorge Ride, a bike ride along another of Oregon's All-American Roads, the Historic Columbia River Highway Scenic Byway. The presence of a National Historic Landmark roadway undergoing restoration adjacent to an interstate

provides a unique opportunity for cyclists. Restoration is constrained in places by the cliffy terrain of the Columbia Gorge. Roadway restorers addressed at least one of these topographical bottlenecks by limiting access to segments of the restored roadway exclusively to pedestrians and cyclists. I appreciate that this byway invites cycling and includes roadway dedicated to people-powered experience.

My regional bike tours eventually led me to undertake a cross-country bicycle journey to attend the national Preserving the Historic Road conference in September 2010. I started my ride in late June from Eugene, Oregon, using the TransAmerica (TransAm) Bicycle Trail and pedaled into Washington, DC, in early September. My adventure took me on numerous state and national scenic byways. Here are some highlights and observations from that trip.

My second day on the road began with a twenty-two-mile climb over the Cascades on Highway 242. This National Scenic Byway, McKenzie Pass—Santiam Pass



Scenic Byway, remains closed for much of the year due to the unsafe combination of driving conditions and wintry weather at the roadway's higher elevations. The long road closure creates a wonderful opportunity for cycling, because the road is open for bicycle travel weeks in advance of opening to auto travel. The road seemed to have been created exclusively for the slow and effortful pace that reinforces the transportation challenges and achievement presented by crossing the Cascade Range. Despite the work demanded by the climb, the austere lava landscape engaged my awe, wonder, and imagination.

A SIDE NOTE ABOUT PATH AND ROAD HAZARDS

Dedicated cycling and pedestrian paths and welcoming bicycle-only access points encourage cyclists to explore an area. Paths are not without their challenges, but on the whole they speak volumes for a community's or a region's support of cycling as a valid mode of transportation.

Cyclists come in many varieties; it's helpful for byway planners to understand which kinds of cyclists you hope to attract. Are they touring road cyclists, mountain bikers, racers out for training runs, families pedaling on vacation, or commuting cyclists? If your target market includes touring cyclists, consider how you can minimize path and road hazards that are especially troublesome for touring bicycles with relatively skinny tires and bags on either side. This equipment gives the cyclists a fairly wide profile on the roadway and can make them susceptible

to flat tires on uneven surfaces. Cracks in the roadway, potholes, uneven joints between roadways and bridges, and brick, cobblestone, or dirt surfaces cause problems for touring cyclists. Frequently, road shoulders contain debris, including gravel, glass, rocks, dead animals, and metal alligators (small sections of metal cable from auto tire blowouts).



THE MCKENZIE PASS—SANTIAM PASS NATIONAL SCENIC BYWAY WELCOMES BICYCLISTS BEFORE THE ROAD IS OPENED TO AUTOMOBILES. PHOTO BY HEIDI BEIERLE.

In Kansas, I picked up a shard of metal in a tire from riding over a metal alligator. The metal didn't cause problems until I rode over a brick-paved road. Four flat fixes later, I found the piece of metal.

Often, needed bike shops or service are far away. In my case, I managed to ride on my two bad tubes for three days until I reached a bicycle shop for replacements.

After leaving the McKenzie Pass—Santiam Pass Scenic Byway in Sisters, Oregon, I pedaled into Prineville at

nightfall. The next day, I rode 87 miles to Dayville where I encountered the Journey Through Time Oregon Scenic Byway. In Dayville's Presbyterian Church, I enjoyed rural luxury at the biker hostel, a common form of lodging in many eastern states.

A SIDE NOTE

ABOUT SLEEPING ACCOMMODATIONS

The fine hiker-biker campground at the Clyde Holliday State Park east of Mt. Vernon offered awesome shower facilities at an affordable fee of two dollars for a shower or five dollars for unlimited showers. I stayed overnight at Austin Junction, a T-intersection of two highways, with a café-convenience store and camping for cyclists behind the store.

Camping in parking lots or in people's yards is not uncommon, particularly when no other services are available. Consider Muddy Gap, Wyoming, where the windswept scrub around the convenience store served as the only lodging in "town," or Eminence, Missouri, where all rooms at the inn were full, but the kind proprietor of the Hutchins House Bed & Breakfast hosted me in the backyard. I learned that in Kansas, the city park is often made available to camping cyclists.

In addition to camping and staying at motels, touring cyclists make use of home-stays for lodging, and an online resource, www.warmshowers.org, provides a database of people willing to host cyclists in their homes. Surprisingly, I found warm-shower options even in remote areas.

While I rode the Journey Through Time Scenic Byway for over 110 miles, there were few opportunities to pull off the road or read interpretative displays. The scenery spoke volumes and provided multiple pass climbs and descents each day along with dramatic vistas of mountain ranges, aromatic wildflower-accented forests, and open lowlands.

A portion of Journey Through Time Scenic Byway parallels another state scenic byway, Elkhorn Drive Scenic Byway, from the small town of Sumpter to Baker City. The Elkhorn area traverses lush forested areas and bygone mining communities. I pulled off the road at Whitney to read a decaying sign that explained how mining opportunities ended and this once-bustling company town closed.

In Baker City, Oregon, I rode another segment of an All-American Road, Hells Canyon Scenic Byway. Few cars travel the Hells Canyon Scenic Byway east of Baker City, and the shoulders provided ample room for vehicles to pass. The road showcases remarkable scenery from the fragrant syringa (the Idaho state flower) and sage-filled volcanic deserts to moisture-laden evergreen mountainsides and fertile valleys. Although segments of the Hells Canyon Scenic Byway are relentlessly devoid of shade and tortuously absent of watering places, they were also amazingly instructive. The Oregon Trail passes through here, and I found myself empathizing with the conditions pioneers endured on their way to the verdant Willamette Valley. I rode on the Trail again through Wyoming where water stops were even further apart. Near



COVERED WAGONS AT VIRTUE FLAT GIVE VISITORS A CHANCE TO SEE A REENACTMENT OF THE OREGON TRAIL JOURNEY. © 2001 BAKER COUNTY VCB.

...I found myself empathizing with the conditions pioneers endured on their way to the verdant Willamette Valley.



MAPBOARDS AND SIGNS, LIKE THIS ONE, PLACED AT KEY INTERVALS ALONG THE THE NORTHWEST PASSAGE SCENIC BYWAY INTERPRETED THE AREA BEST FROM MY CYCLIST PERSPECTIVE. PHOTO © 2005 BY MARY JAHN.

Sweetwater, Wyoming, the water, shade, and restrooms were welcome sights for me just as the nearby Ice Slough must have been for the pioneers.

A SIDE NOTE ABOUT FOOD AND FRIENDLINESS

Cyclists need food to refuel, and many touring cyclists, like me, don't carry cooking gear. We rely on restaurants, cafes, and grocery and convenience stores, all of which contribute to the local economy. One particular café along the journey stands out as exceptionally bicycle-friendly. A man who took my picture at

the Missouri state line encouraged me to go to Cooky's Café in Golden City, Missouri. The staff at Cooky's graciously offered water and ice, a bathroom, and a friendly environment; they know that cyclists share travel information. The cafe also had a cyclist log book that had been signed by thousands of riders.

Cyclists look for bike-friendly communities. I chose accommodations in Dubois, Wyoming, and Granby, Colorado, because their signs said, "Bikers welcome." I stopped in Twin Bridges, Montana, because the community's welcome sign announced the town's bike

friendliness and featured a biker camp. What can your byway offer?

The Northwest Passage Scenic Byway interpreted the area best from my cyclist perspective. I found a large, byway-specific pullout and interpretive sign in Grangeville. Although there were no shoulders or pullouts to appreciate the dramatic visual texture in an area called Camas Prairie, stunning fields of yellow stood out against the abundant hay fields.

Beyond Grangeville and the smaller communities of Stites, Kooskia, and Lowell, the byway travels a remote, unpopulated area where I encountered many cyclists. Partly because of the rugged terrain, most of the historic resources and attractions along the byway remain quite close to the road, such as the historic Lochsa Ranger Station and the DeVoto Cedar Grove.

In Montana, a particular stretch of the Pioneer Mountains Scenic Byway between Wisdom and Jackson was one place where I may have enjoyed byway infrastructure and views more from inside a vehicle with the windows rolled up. This byway travels the Big Hole, a twenty-mile by sixty-mile plateau skirted on the west by the Continental Divide and popularly known as “Land of 10,000 Haystacks.” The Big Hole is flooded annually to irrigate the hayfields and becomes a weltering mosquito breeding ground. Even if there were interpretive signs or pullouts, I would not have paused to read them.

Perhaps more frightening than the vicious mosquito swarms, I unknowingly rode

between a mama red-tailed hawk perched on an electric pole and her fledgling baby on the ground. I soon lamented why no interpretive sign or brochure anywhere explains how to fend off raptor attack! Otherwise, I enjoyed riding slowly through the cattle herds as a two-wheeled cowgirl.

Through Wyoming, I rode the Centennial Scenic Byway from an epic scenic viewpoint of the Teton Range’s Mount Moran, over Togwotee Pass to Dubois. The abundant viewpoints provided space for me to observe bald eagles, elk, and other treasures in this unique environment. Construction over Togwotee Pass limited bicycle travel, and several of us loaded our bikes into pilot-car truck beds on three separate occasions for safe passage through the work zone. Toward Dubois, I stopped at a Centennial Scenic Byway road sign and appreciated the proliferation of blooming wildflowers and grasses.

On the western side of Rocky Mountain National Park in Colorado, the Colorado River Headwaters Scenic Byway clings to craggy terrain where the mighty waters that shape the Grand Canyon originate. Between Granby and Kremmling, this road wedges between the headwaters—straight below—and the sheer cliff walls—straight above. A winding and wild road, byway signs appear in the infrequent places where the road edge widens enough to accommodate power poles. Gravel and grit on the roadway complicate navigation for bicyclists, and auto volumes on the road intensify the risk of their already-close proximity.



DERMOT AND MARY ALSO RODE THE TRANSAM.
PHOTO BY HEIDI BEIERLE.

Out of the mountains, Colorado's Gold Belt Tour explores areas where Spanish, Indian, and Pioneering cultures combined. This territory provides pull outs with shaded interpretive signs among pinon pines, red rock, and sudden, violent afternoon thunderstorms. Between Canon City and Florence where this tour parallels the TransAm, little of the mining and gaming town character exists that typifies other communities on the Gold Belt.

In Kansas, I crossed Flint Hills National Scenic Byway at the byway's southern terminus in Cassoday. At the convenience store in town, I chatted for the first time with Mary and Dermot, two other TransAm riders with whom I rode for a time and reencountered to our mutual delight in Elk Garden, Virginia, Washington, DC, and Eugene, Oregon.

While Cassoday has a scenic byway road sign and numerous "Bikers Welcome" signs, there is no interpretive material in town along the cycling route. Cassoday exemplifies one of the challenges of incorporating bicycle travel into byway planning: bicyclists travel on bicycling routes that also follow segments of

byways; however, byway signage and interpretation is not oriented to where cyclists enter and exit byways. Byway planners may want to consider bicycle-specific byway interpretation, services, or facilities at these cycling gateways in addition to the robust interpretive materials often present at driving gateways.

In Missouri, the TransAm crosses Historic Route 66 at Marshfield. Marshfield has a Route 66 RV Park just off I-44. The auto-centric orientation of roads and services at this major transportation interchange in Marshfield offered little more than this RV Park sign to excite cyclist curiosity about this byway.

In Virginia at the Kentucky state line, I rode a Virginia byway through Breaks, a scenic and water recreation area. Much of the TransAm through this far western portion of the state, which is also a designated U.S. Bicycle Route, follows a connector route to the scenic road.

On the other side of the state, the Colonial Parkway All-American Road takes cyclists from Jamestown through Williamsburg to Yorktown on a fairly heavily used auto route. The Parkway from Williamsburg to Yorktown maintains its 1930s paving materials. Yorktown marks the eastern terminus of the TransAm and U.S. Bicycle Route 76. Surprising to me, staff at the information desk at Colonial National Historical Park did not know about the TransAm or if a register or log book for cyclists existed anywhere at the park or in the community.

I traveled Adventure Cycling's Tidewater-Potomac Route to Washington, DC. At Mount Vernon, I rode the Mount Vernon

Trail, an off-street paved path that parallels the George Washington Memorial Parkway, one of America's Byways. The combination of Parkway and bicycle path presents a unique approach to byway infrastructure that I encountered nowhere else. I saw cyclists riding on the Parkway amid the traffic. I could understand why cyclists might prefer the road since the Mount Vernon Trail had a fair amount of bicycle and pedestrian congestion that essentially limited bicycling to a strolling speed. The narrow path, while scenic and enjoyable to ride, did not allow room for bicycles with panniers, many intersections were poorly signed, and the path itself had a rough asphalt surface. I felt that an absence of interpretive signage along the trail created an opportunity to connect George Washington Memorial Parkway directly to the Mount Vernon Trail.

AN EXPERIENCE UNLIKE ANY OTHER

Pedaling byways offers a markedly different engagement with topography, landscape, and scenery than appreciating it from an automobile. By riding the byways, I connected experientially with history. Not only could I read interpretive signs and stories about past road builders, pioneers, mail carriers, and explorers, but also I could move through landscapes as they did, completely open to the elements. While my transportation choice affected my vulnerability, that same vulnerability enabled me to hear the tapestry of stories that landscape and residents tell, to interact with the intrinsic, powerful qualities of environment, and to discover myself as an integral component of each byway. ★

The Author

Heidi Beierle is a project manager for En Route Transport, a firm that manages project-based community development for a sustainable future.

Notes

¹ An MRI Doublebase Study (GfK Mediamark Research & Intelligence, 2008) summarizes the American Cycling Tourist as:

- 52 percent ages 35-54
- 60 percent women
 - 78 percent annual income is greater than \$60,000
 - 42 percent annual household income is greater than \$100,000
- 70 percent married
- 2.4 domestic trips per year

² David Lowe-Rogstad, "Everything You Ever Thought You Needed to Know About Cycling Tourism...in a Nutshell," presentation at 2011 Oregon Governor's Conference on Tourism, April 12, 2011.



FOUR CYCLISTS PEDDLE THROUGH THE RAIL-BED OF THE TALLAHASSEE-ST. MARKS RAILROAD.
COURTESY OF WAKULLA COUNTY TOURIST DEVELOPMENT COUNCIL.

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