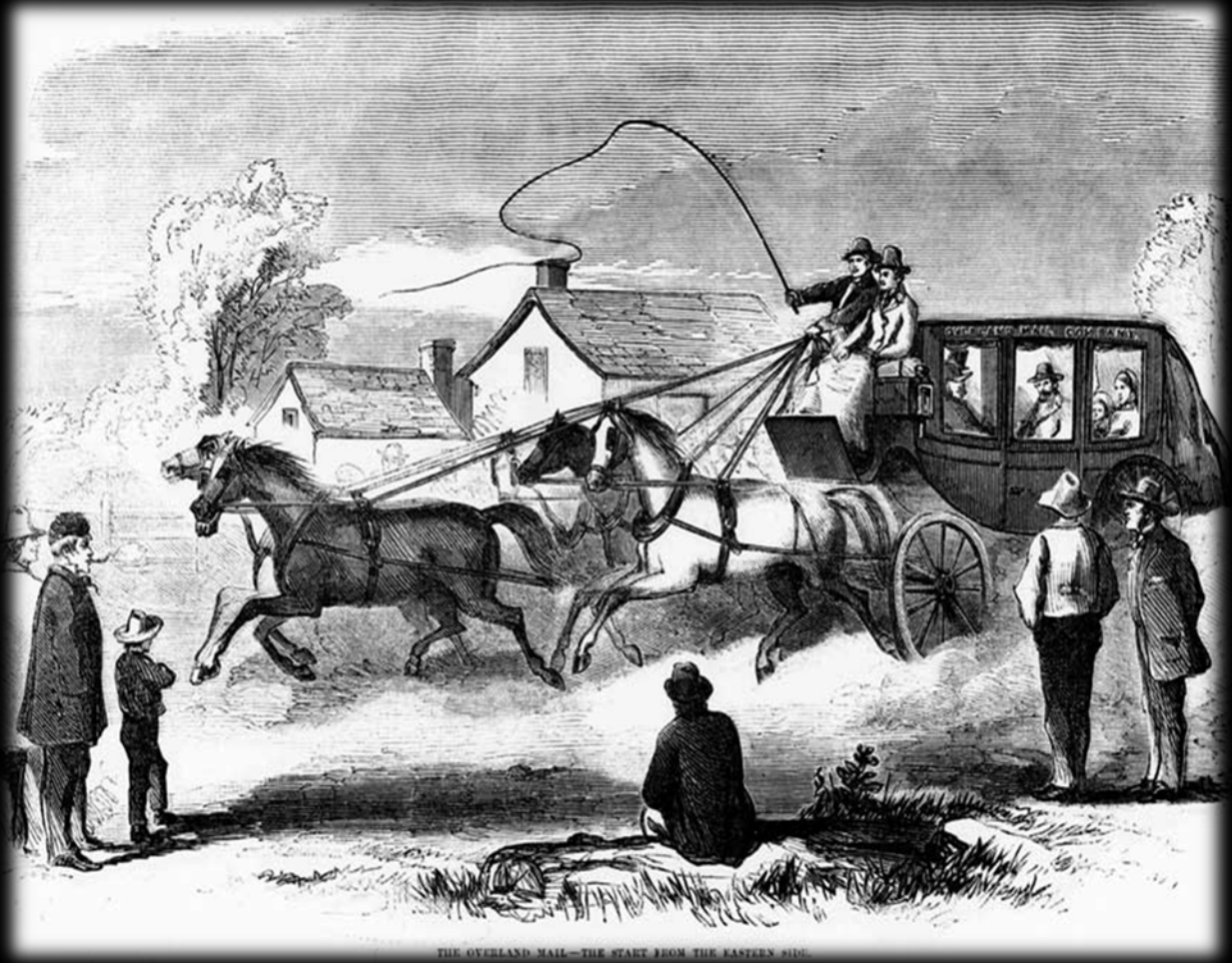


**NATIONAL PARK SERVICE
US DEPARTMENT OF THE INTERIOR**



**Butterfield Overland Trail
National Historical Trail
Special Resource Study**

May 2018

Missouri•Tennessee•Arkansas•Oklahoma•Texas•New Mexico•Arizona•California

COVER ILLUSTRATION: "THE BUTTERFIELD MAIL-THE START FROM THE EASTERN END."
FROM [HTTP://POSTALMUSEUM.SI.EDU/COLLECTIONS/OBJECT-SPOTLIGHT/BUTTERFIELD.HTML](http://postalmuseum.si.edu/collections/object-spotlight/butterfield.html)

Butterfield Overland Trail Special Resource Study: Missouri, Tennessee, Arkansas, Oklahoma, Texas, New Mexico, Arizona, and California

The purpose of the Butterfield Overland Trail Special Resource Study is to evaluate the significance, feasibility, suitability, and desirability¹ of designating the routes associated with the Butterfield Overland Trail as a national historic trail. In section 7209 of the Omnibus Public Land Management Act of 2009 (see appendix A), the Congress asked the Secretary of the Interior to evaluate the “Ox-Bow Route” of the Butterfield Overland Trail in the states of Missouri, Tennessee, Arkansas, Oklahoma, Texas, New Mexico, Arizona, and California. Preparation of the study was delegated by the Secretary of the Interior to the National Park Service (NPS), and completed by the NPS National Trails Intermountain Region (NTIR) office.

Section 5(b) of the National Trails System Act specifies ten study requirements and three eligibility criteria for national historic trail designation. The study presented herein meets the ten study requirements. The three criteria for national historic trails have been applied to the potential designation of the Butterfield Overland Trail as a national historic trail. The NPS has found the trail to be significant, feasible, suitable, and desirable for designation as a national historic trail, if Congress chooses to do so. None of these findings is binding on Congress.

This study is not a management plan. If Congress designates the Butterfield Overland Trail as a national historic trail, the selected administering agency would complete a comprehensive plan with detailed administrative recommendations (National Trails System Act, section 5[f]). The comprehensive plan would be prepared according to the requirements of the National Environmental Policy Act (NEPA) and the policies of the administering agency. NEPA compliance for the current study has been achieved through a categorical exclusion (see Chapter 4 for documentation).

This study document will be submitted to Congress for its consideration.

United States Department of the Interior • National Park Service

¹ “Significance” refers to the national significance of a trail when evaluated in reference to criteria defined for National Historic Landmarks and the NPS Thematic Studies. The feasibility of designating a trail is determined by an evaluation of whether or not it is physically possible to develop a trail along a route being studied, and whether the development of a trail would be financially feasible. Suitability refers to whether or not the resources under study are already adequately represented in the National Park System. Desirability refers to the desire and support of the public for trail designation.

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Figure credits: (all NPS unless noted)

Figure 2.3: <https://commons.wikimedia.org/wiki/File:Butterfield-Overland.gif>

Figure 2.4: http://www.parks.ca.gov/?page_id=25449)

Figure 2.5: http://farmtown3.rssing.com/chan-1793814/all_p339.html;

<https://sites.google.com/site/butterfieldtrailmiddleschool/home/btms---about-us>

<http://thewackytacky.blogspot.com/2015/08/signs-of-times-neon-wonders-of-new.html>;

Figure 2.6: <https://postalmuseum.si.edu/collections/object-spotlight/overland-mail-stamp.html>

Chapter heading illustration credits:

Chapter 1: https://www.parks.ca.gov/?page_id=25444

Chapter 2: <https://about.usps.com/who-we-are/postal-history/overland-mail.htm>

Chapter 3: <https://www.britannica.com/technology/stagecoach-vehicle>

Chapter 4: <http://archive.reporternews.com/news/local/butterfield-trail-lives-on-in-book-restored-stage-station-317c7b8d-7651-1e82-e053-0100007f3eea-377363691.html> (credited to Wells Fargo Museum)

Appendices: <https://myrahmcilvain.com/2013/01/25/butterfield-stage-across-texas/>

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EXECUTIVE SUMMARY

INTRODUCTION

The Butterfield Overland Trail Special Resource Study has been completed in response to congressional direction to study the Butterfield Overland Trail for possible designation as a national historic trail (NHT). The Secretary of the Interior selected the National Park Service (NPS) to conduct the study, which has been completed by a study team in the NPS National Trails Intermountain Region office. The study evaluates the trail's route, historic use, national significance, costs of administration, and potential for public recreational use and historic interest to determine whether it is eligible for designation as an NHT. Although the legislation authorizing this study mandates the Secretary to apply National Trails System Act criteria to the Butterfield Overland Trail, it also calls for a special resource study to be completed. Therefore, the study considers other alternatives for the protection of trail resources.

The purpose of a national historic trail is the identification and protection of a historic route and its historic remnants for public use and enjoyment. National historic trails are extended trails that follow as closely as possible and practicable the original routes of travel that are of national significance.

The Butterfield Overland Mail Company, also known as the Butterfield Stage, held a United States (US) Mail contract to transport mail and passengers over the "ox-bow route" between the eastern termini of St. Louis, Missouri, and Memphis, Tennessee, and the western terminus of San Francisco, California. This postal route and stagecoach service operated from 1858 to 1861. With the advent of the Civil War, this southern mail route was discontinued and moved farther north. Following the Civil War, other stage lines and mail carriers moved mail and passengers until the railroad was completed to the west coast in 1869.

This study is not a comprehensive plan. If Congress designates the Butterfield Overland Trail as a national historic trail, the selected administering agency would complete a comprehensive plan and other, project-specific environmental compliance documents.

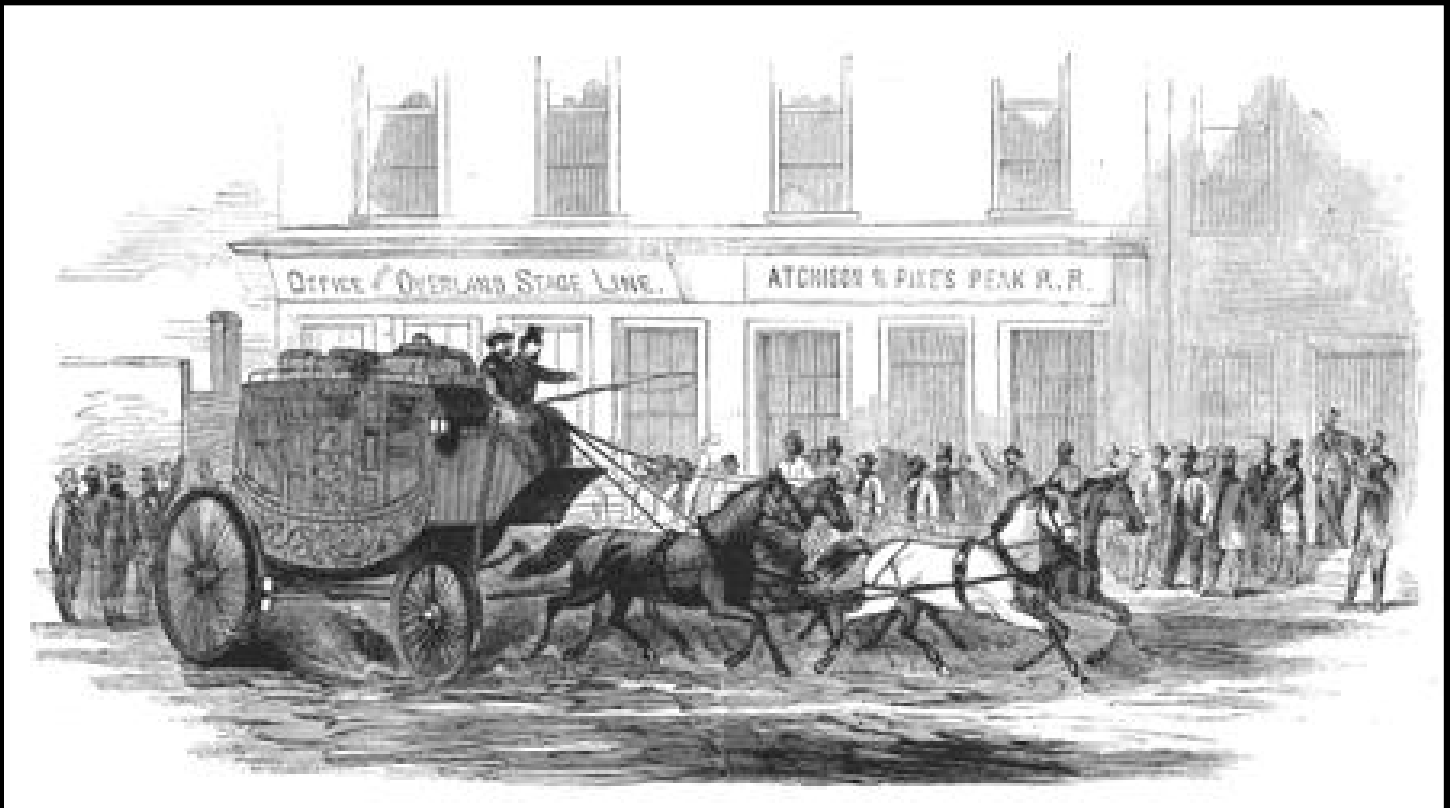
EVALUATION OF NATIONAL SIGNIFICANCE, FEASIBILITY, SUITABILITY, AND DESIRABILITY

The NPS has found that the Butterfield Overland Trail meets the criteria for national significance, and is feasible, suitable, and desirable for designation as a national historic trail. The trail was established by historic use. The route is well known. Butterfield Overland Trail resources have significant potential for recreational development and use. Other alternatives to protect the trail and its resources have had little public support, and offer no advantages to designation as a national historic trail.

NEXT STEPS

The study will be presented to Congress for their consideration. If Congress designates these routes as a national historic trail, the administering agency would prepare a comprehensive plan for the administration of the trail. The comprehensive plan would comply with all provisions of the National Trails System Act, the National Environmental Policy Act, and the National Historic Preservation Act, and all other applicable laws, regulations, and policies that apply to such plans.

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OVERLAND MAIL STAGE, FRANK LESLIE, OCTOBER, 23, 1858

CHAPTER 1: INTRODUCTION

PURPOSE OF THIS STUDY

The Butterfield Overland Trail Special Resource Study has been completed in response to congressional direction expressed through Public Law 111-11 in 2009 to study the Butterfield Overland Trail for possible designation as a national historic trail (NHT). The law states:

SEC. 7209. BUTTERFIELD OVERLAND TRAIL

- (a) **IN GENERAL.**—The Secretary of the Interior (referred to in this section as the “Secretary”) shall conduct a special resource study along the route known as the “Ox-Bow Route” of the Butterfield Overland Trail (referred to in this section as the “route”) in the States of Missouri, Tennessee, Arkansas, Oklahoma, Texas, New Mexico, Arizona, and California to evaluate—
- (1) a range of alternatives for protecting and interpreting the resources of the route, including alternatives for potential addition of the Trail to the National Trails System; and
 - (2) the methods and means for the protection and interpretation of the route by the National Park Service, other Federal, State, or local government entities, or private or nonprofit organizations.
- (b) **STUDY REQUIREMENTS.**—The Secretary shall conduct the study required under subsection (a) in accordance with section 8(c) of Public Law 91-383 (16 U.S.C. 1a-5(c)) or section 5(b) of the National Trails System Act (16 U.S.C. 1244(b)), as appropriate.

- (c) REPORT.—Not later than 3 years after the date on which funds are made available to carry out this section, the Secretary shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report containing—
- (1) the results of the study conducted under subsection (a); and
 - (2) any recommendations of the Secretary with respect to the route.

The Secretary of the Interior selected the National Park Service (NPS) to conduct the study, which has been completed by a study team in the NPS National Trails Intermountain Region office. The study evaluates the trail’s route, historic use, national significance, costs of administration, and potential for public recreational use and historic interest to determine whether it is eligible for designation as an NHT. The study team conducted the study in accordance with section 5(b) of the National Trails System Act; see part (b) above, as reported in Chapter 2 of this document. The study team evaluated a “range of alternatives” in part (a)(1) above, and examined “the methods and means for the protection and interpretation of the route” in part (a)(2) above during the evaluations reported in Chapter 3 of this document. The report mentioned in part (c) of the law is this document, which contains the “results of the study,” part (c)(1) above, and “recommendations with respect to the route,” part (c)(2) above.

This study is not a comprehensive plan. If Congress designates a national historic trail, the federal administering agency would prepare a comprehensive plan to guide the preservation and public use of the trail and to identify education and partnership opportunities. The role of the federal administering agency is:

- to set and maintain standards for trail research, signing, protection, and interpretation;
- to develop trail wide consistency in preservation, education, and public use programs;
- to provide such incentives as technical and limited financial assistance for partners, and;
- to manage the use of the official trail logo for trail marking and other appropriate purposes.

Trail administering agencies work through cooperative partnerships among federal, state, and local agencies, American Indian tribes, nonprofit organizations, and landowners to accomplish their goals. The many interested agencies, organizations, and individuals who have been working on the Butterfield Overland Trail and its resources for many years can enhance and facilitate future trail administration efforts.

NATIONAL HISTORIC TRAILS: BACKGROUND

Description of the National Trails System and National Historic Trails

Congress established the National Trails System in 1968 by passing the National Trails System Act (NTSA). The purpose of the National Trails System is:

...to provide for the ever increasing outdoor recreation needs of an expanding population and to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open air, outdoor areas and historic resources of the Nation.

Initially, the National Trails System consisted solely of national scenic trails and national recreation trails. National scenic trails are intended to be continuously protected corridors, 100 miles or longer, intended for outdoor recreation. These trails allow for uninterrupted travel (typically hiking, horseback riding, and/or boating) from end to end through scenic natural areas. Such trails are designated by Congress; examples include the Appalachian, Continental Divide, and Pacific Crest

national scenic trails. National recreation trails, on the other hand, offer a variety of opportunities for outdoor recreation, including motorized recreation, on trails in or near both urban and rural areas. These regional and local trails are designated by either the Secretary of Agriculture or the Secretary of the Interior. More than 1,000 national recreation trails have been designated thus far on federal, state, local, and privately owned land throughout the country.

On November 10, 1978, Congress amended the NTSA and added national historic trails to the Act. Section 3(a)(3) of the amended act defines national historic trails as “extended trails which follow as closely as possible and practicable the original trails or routes of travel of national historical significance.”

Information about the National Trails System is available from a variety of sources, since trails are administered by agencies such as the United States Forest Service, the NPS, and the Bureau of Land Management. General information about the various national trails and a system-wide map are available online at:

- <http://www.nps.gov/nts> (NPS website on the National Trail System);
- <http://pntrails.org> (website for the Partnership for the National Trails System);
- http://www.blm.gov/wo/st/en/prog/blm_special_areas/NLCS/Trails.htm (Bureau of Land Management website on national trails); and
- <http://www.americantrails.org> (advocacy group for the national trails).

The NTSA provides for a federal agency to administer each national scenic trail and national historic trail in perpetuity, in cooperation with a variety of partners that includes other federal agencies, state and local agencies, American Indian tribes, local communities, and private landowners. Trail administration encompasses a variety of activities, mostly accomplished with the collaboration of partners. Trail administration does not include “management” activities, which are the purview of land managers that manage the lands upon which the trail resources occur. Under the NTSA, trail segments that are in federal ownership (i.e., segments within lands managed by the Bureau of Land Management, NPS, US Forest Service, US Fish and Wildlife Service, and others) are “federal protection components,” and the protection and interpretation of those trail segments becomes subject to those agencies’ ongoing planning processes. Nonfederal segments may be protected and interpreted by alternative, voluntary means such as cooperative and certification agreements, easements, and actions by a range of entities, including nonprofit organizations. All trail management activity on nonfederal land is strictly voluntary. National historic trail designation does not place any federal restrictions or requirements on private landowners.

Purpose of National Historic Trails

The purpose of national historic trails is defined in the NTSA as the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment. National historic trails are extended trails that follow as closely as possible and practicable the original routes of travel that are historically significant. The designation of such trails or routes is to be continuous, but the established or developed trails are not necessarily continuous land areas; they may include portions or sections of land areas, land and water segments, or other specific sites. Together these qualifying entities form a chain or network of areas that may be included as components of a national historic trail. NHT designation would require federal funds for the planning, development, research, and administration of the trail and related trail activities. Existing national historic trails include emigration routes, gold rush trails, routes of exploration, military routes, American Indian routes, trails established for commerce and communications, and a 1960s era civil rights march route.

EVALUATION OF ELIGIBILITY FOR NATIONAL HISTORIC TRAIL DESIGNATION

The NTSA, Section 5(b), establishes ten study requirements—discussed in Chapter 2—and three eligibility criteria—discussed in Chapter 3—for a national historic trail study. The three criteria are:

- A. *It must be a trail or route established by historic use and must be historically significant because of that use.*
- B. *It must be of national significance with respect to any of several broad facets of American history, and its historic use must have had a far reaching effect on broad patterns of American culture.*
- C. *It must have significant potential for public recreational use or historical interest based on historical interpretation and appreciation.*

The Butterfield Overland Mail Company, also known as the Butterfield Stage, held a United States (US) Mail contract to transport mail and passengers over the “ox-bow route” between the eastern termini of St. Louis, Missouri, and Memphis, Tennessee, and the western terminus of San Francisco, California. This postal route and stagecoach service operated from 1858 to 1861. With the advent of the Civil War, this southern mail route was discontinued and moved farther north. Following the Civil War, other stage lines and mail carriers moved mail and passengers until the railroad was completed to the west coast in 1869.

The NPS has determined that the Butterfield Overland Trail meets the criteria for national significance, and is feasible, suitable, and desirable for designation as a national historic trail. The trail was established by historic use. The trail is nationally significant in American history because it represents a great idea or ideal of the American people. Today, “the Butterfield” is a name that is well known to many Americans. Additionally, the trail is associated with events that have made a significant contribution to the broad national patterns of American history because the route fulfilled a critical need to tie disparate parts of the country together and satisfied the need to have an overland route that ran entirely within the continent’s borders. Butterfield Overland Trail resources are unique, and not currently represented in the National Trails System, differing in form, function, and purpose from other national historic trail resources. They offer significant potential for public recreational use, and some of them are already in use for that purpose. The NPS anticipates no land acquisitions, and the expenses associated with administering the trail are in line with what the administrative costs are for other comparable national historic trails. The full evaluation of significance, feasibility, suitability, and desirability of the Butterfield Overland Trail to be designated as a national historic trail may be found in Chapter 2.

NEXT STEPS IF THE TRAIL IS DESIGNATED

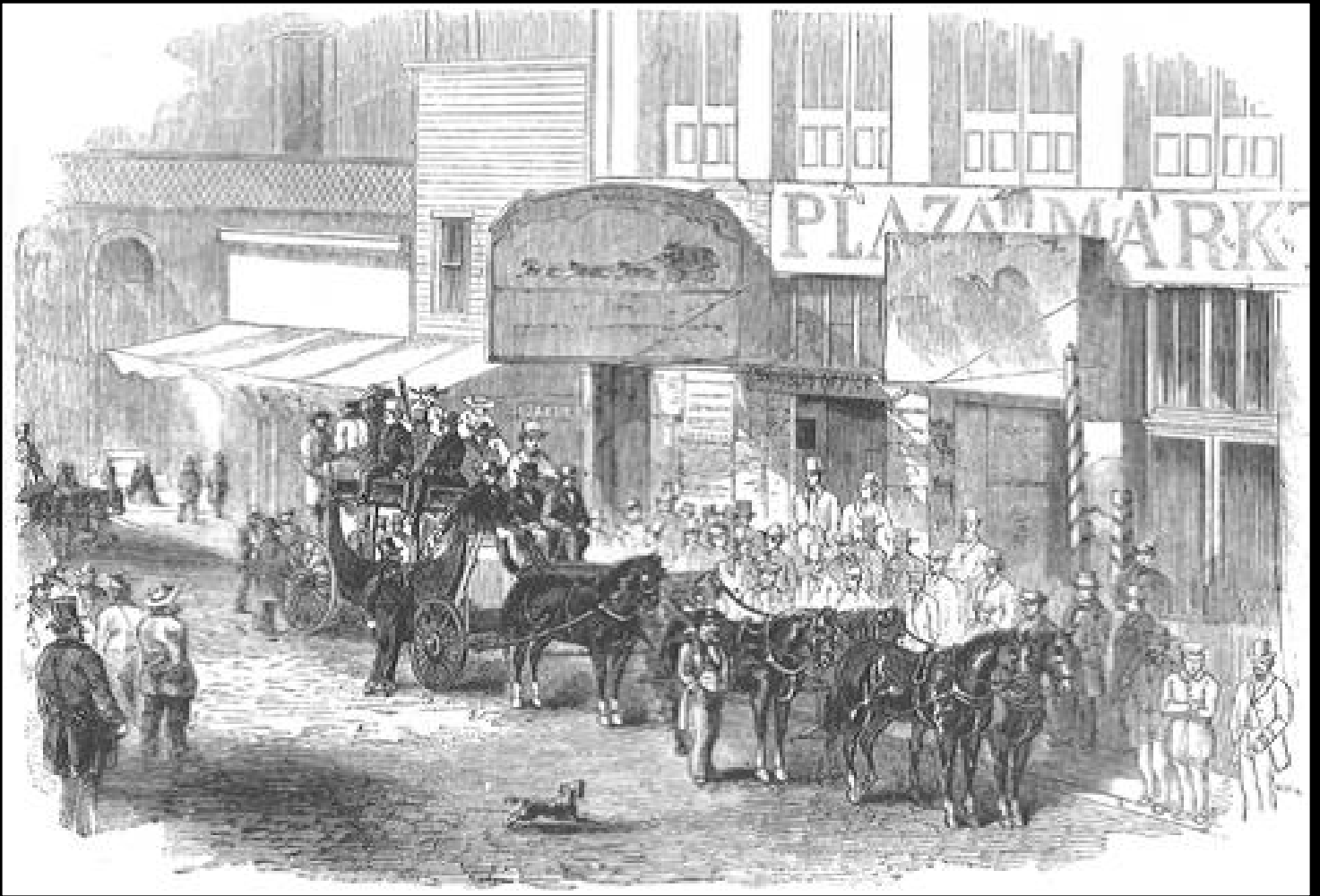
If Congress designates these routes as a national historic trail, the administering agency would prepare a comprehensive plan for the administration of the trail. The plan would be a federal action that would require compliance with a number of federal laws, such as NEPA, NHPA, and the Endangered Species Act. The plan would trigger a process that would involve consultation with federally recognized American Indian tribes, federal, state, and local agencies, landowners, and site managers. The national historic trail would be administered through formal and informal partnerships with private, tribal, and federal landowners, state, and local governments, and others on a strictly voluntary basis. The plan would specify measures to accomplish national historic trail goals, such as:

- New visitor experience opportunities;
- Outdoor education and recreation opportunities;
- Interpretation and education programs emphasizing the history of the Butterfield Overland Trail;

- Building on the nationally significant themes through research related to the contributions of the trail to broad patterns of American history, and its role in developing American economy, transportation, and popular culture, and;
- Developing a program of coordinated interpretation to further public understanding and appreciation of the historic route.

The administering agency would comply with existing federal and state laws and regulations, and consult with trail-associated American Indian tribes and state historic preservation offices for all federal undertakings.

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THE OVERLAND STAGE IN SAN FRANCISCO. HARPER'S WEEKLY, DECEMBER 11, 1858

CHAPTER 2: SPECIAL RESOURCE STUDY REQUIREMENTS

INTRODUCTION

The National Trails System Act (NTSA), section 5(b), specifies the required elements of a special resource study to evaluate aspects of the significance, feasibility, suitability, and desirability of a proposed national historic trail. NTSA lists ten study requirements, conventionally numbered 1-10, and one last item, number 11, a set of three criteria that national historic trails must meet, conventionally numbered 11A, 11B, and 11C. This section addresses the ten requirements. The three eligibility criteria are discussed in Chapter 3.

Study Requirements of the National Trails System Act and National Historic Trail Criteria

NTSA states: "Such studies, when submitted, shall be printed as a House or Senate document, and shall include, but not be limited to:"

Requirement 1—The proposed route of such trail (including maps and illustrations).

The route of the Butterfield Overland is well documented in historic sources, maps, and by field research (see Appendix B for detailed discussion and maps). Figures 2.1 and 2.2 show the general route. Figures B.1 through B.16 show details of the various routes. The total mileage of all of the potential routes that might be nationally significant investigated for this study, as calculated in GIS², is 3,553 miles. About 58 miles of the route dips into Mexico between Yuma, Arizona, and Calexico, California, and so that part of the route cannot be designated as a national historic trail and was eliminated. Another 203 miles of routes on the eastern end of the trail connecting the stage lines to St. Louis, Missouri, and Memphis, Tennessee, have not been proposed for designation either, since these involved a variety of land and water transportation modes (not stage lines) that varied significantly through time and of which little remains. Thus, the mileage of trail routes analyzed for this study considered nationally significant in the US is 3,292. Interestingly, the routes of the Butterfield Overland Trail intersects or runs alongside short sections of three existing national historic trails, including the Trail of Tears NHT, El Camino Real de Tierra Adentro NHT, Old Spanish NHT; and it runs for as much as 400 miles along portions of the Juan Bautista de Anza NHT. The Butterfield Overland Trail terminates at about the same location as the Pony Express NHT. In addition, the Butterfield Overland Trail crosses the Chisholm and Western cattle trails that are currently under consideration for designation as national historic trails (NPS 2016). See Table 2.2 below for summaries by state and landowner/land manager.

Requirement 1 is met.

Requirement 2—The areas adjacent to such trails, to be used for scenic, historic, natural, cultural, or developmental purposes.

Table 2.1 lists some of the sites and areas that are associated with or are relevant to the history and interpretation of the Butterfield Overland Trail. The table lists sites and venues that currently interpret the history of the Butterfield Overland Trail such as museums, visitor centers, and annual events. It also includes venues that have the potential to interpret the trail in the future. If a national historic trail were designated, a comprehensive plan would be prepared and would propose specific areas to be developed adjacent to the trails for the noted purposes. Those sites that have a direct association with the trail and qualify (meet the criteria) would also be included in the high potential sites section of the management plan should the study route be designated as a national historic trail.

Requirement 2 is met.

Requirement 3—The characteristics which, in the judgment of the appropriate secretary, make the proposed trail worthy of designation as a national scenic or national historic trail; and in the case of national historic trails the report shall include the recommendation of the Secretary of the Interior's National Park System Advisory Board as to the national historic significance based on the criteria developed under the Historic Sites Act of 1935 (49 Stat. 666; 16 US Code 461)³.

The National Trails Intermountain Region Office of the NPS prepared a significance statement for the National Park System Advisory Board in April 2013 (see Appendix F). Of the six NHL criteria, numbers 1 and 3 are most likely apply to the Butterfield Overland Trail. Meeting any one of the six criteria meets qualification requirements, thus the finding of the NPS is that the Butterfield Overland Trail is nationally significant under NHL criteria. The statement also suggested that the Butterfield Overland Trail could be considered nationally significant under three historical themes defined in the NPS thematic framework (Appendix E).

² Geographic Information System

³ These are sometimes referred to as National Historic Landmark (NHL) criteria. Also see Appendix D.

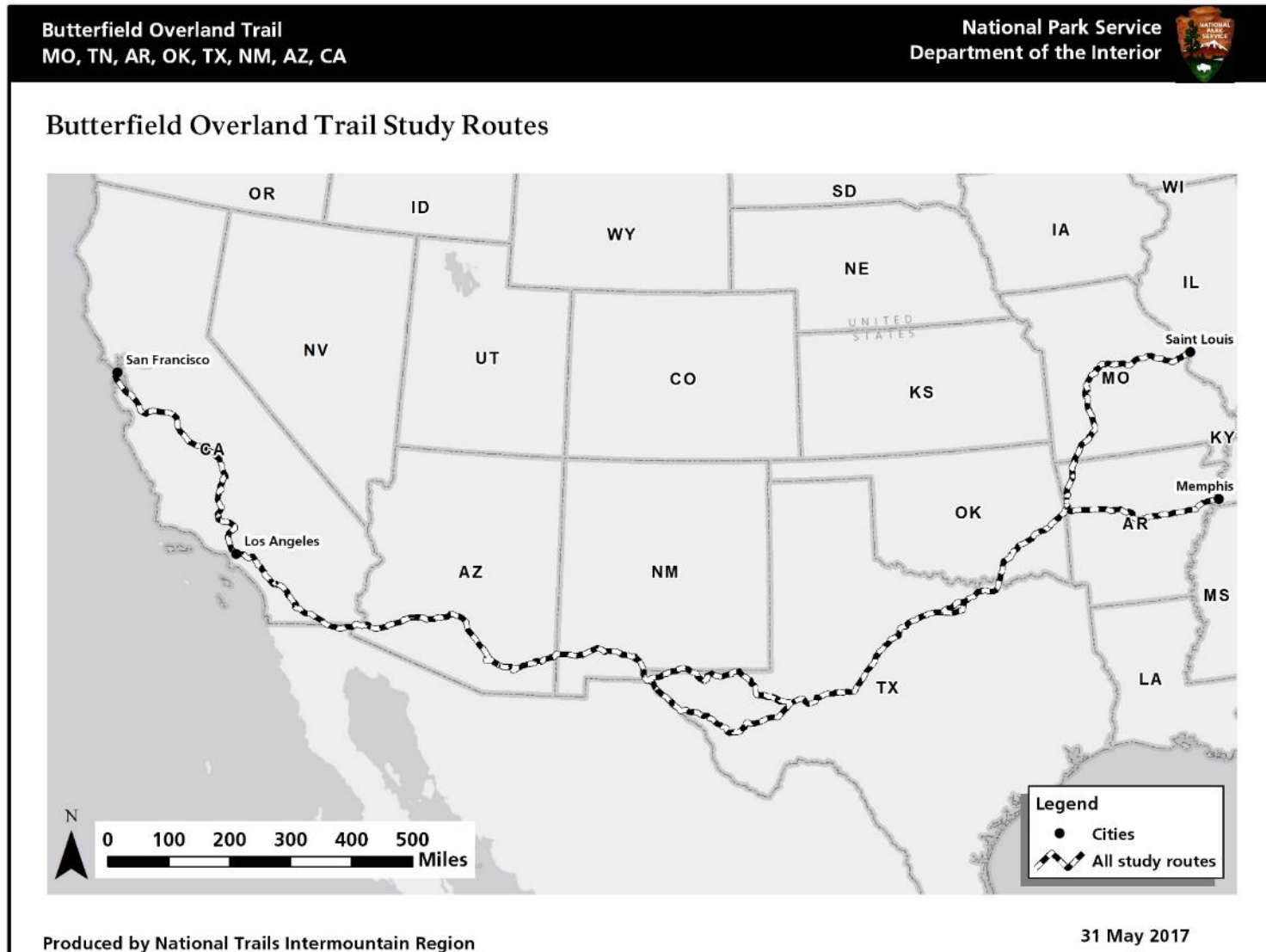


Figure 2.1. Study routes of the Butterfield Overland Trail.

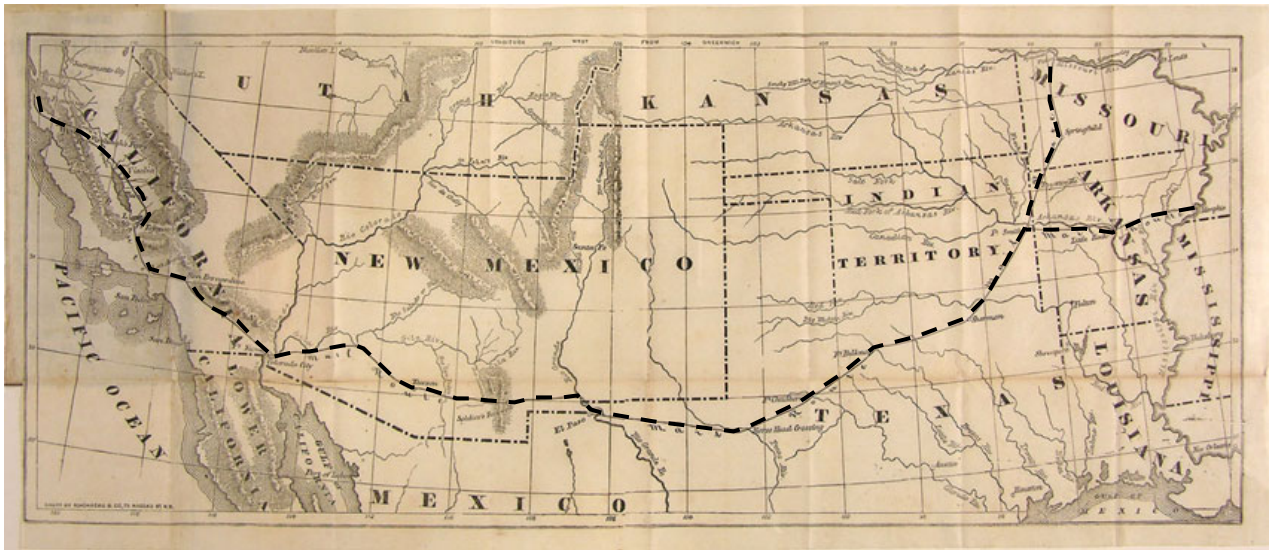


Figure 2.2. Historic map of the Butterfield Overland Trail with route shown in black dashed line.
 Source: <https://commons.wikimedia.org/wiki/File:Butterfield-Overland.gif> (public domain)

Table 2.1. Trail-related tourism opportunities.

Name	City or County	State
Fort Smith National Historic Site	Fort Smith	AR
Pea Ridge National Military Park	Garfield	AR
Ozark National Forest	Russellville	AR
Fort Bowie National Historic Site	Bowie	AZ
Casa Grande National Monument	Coolidge	AZ
Painted Rock Historic Park	Dateland	AZ
Sonoran Desert National Monument	Maricopa	AZ
Wells Fargo History Museum	Phoenix	AZ
Picacho Peak State Park	Picacho	AZ
Coronado National Forest	Tucson	AZ
Mission San Xavier del Bac	Tucson	AZ
Tucson Origins Heritage Park	Tucson	AZ
Wellton Pioneer Museum	Yuma	AZ
Yuma Visitors Information Center	Yuma	AZ
Anza Borrego Desert State Park	Borrego Springs	CA
Vallecito Regional Park	Julian	CA
Fort Tejon State Historic Site	Lebec	CA
Wells Fargo History Museum	Los Angeles	CA
Palomares Park	San Bernardino	CA
Wells Fargo History Museum	San Diego	CA
Wells Fargo History Museum	San Francisco	CA
Jefferson Landing State Historic Site	Jefferson City	MO
Missouri State Museum	Jefferson City	MO

Name	City or County	State
Wilson's Creek National Battlefield	Republic	MO
Barrett's Tunnel/Museum of Transportation	St. Louis	MO
Jefferson National Expansion Memorial	St. Louis	MO
Shakespeare Ghost Town	Lordsburg	NM
Barela-Reynolds-Taylor State Historic Site	Mesilla	NM
Colbert Historical Museum/Colbert's Ferry	Colbert	OK
Fort Griffin State Historical Park	Albany	TX
Wise County Heritage Museum	Decatur	TX
Frontier Village	Denison	TX
El Paso Museum of History	El Paso	TX
Hueco Tanks State Park and Historic Site	El Paso	TX
Socorro Mission	EL Paso	TX
Fort Davis National Historic Site	Fort Davis	TX
Overland Trail Museum	Fort Davis	TX
Fort Richardson State Park & Historic Site	Jacksboro	TX
Fort Belknap State Park	Newcastle	TX
West of The Pecos Museum	Pecos	TX
Guadalupe Mountains National Park	Salt Flat	TX
Fort Concho National Historic Site	San Angelo	TX
San Angelo State Park	San Angelo	TX

Two outside peer reviewers reviewed the Butterfield Overland Trail significance statement, Dr. Glen Ely and Dr. Jerry Thompson. Dr. Ely is the author of the recently published (March 2016) book, *The Texas Frontier and the Butterfield Overland Mail, 1858-1861*, published by the University of Oklahoma Press. Dr. Thompson is a history professor at the Texas A&M International University, in Laredo. His expertise is Texas history during the mid-19th century, particularly related to the military. Both reviewers offered detailed reviews of the content of the significance statement and agreed with its conclusion that the trail was nationally significant and qualified for designation as a national historic trail.

The significance statement was then submitted to the National Park System Advisory Board's National Historic Landmarks Committee, which unanimously voted to forward the statement to the full NPS Advisory Board. The advisory board, in turn, approved the significance statement on January 9, 2014 (see Appendix G).

Requirement 3 is met.

Requirement 4—The current status of landownership and current and potential use along the designated route.

Private and other nonfederal landowners constitute the vast majority of the landownership along the Butterfield Overland Trail corridor. Eighty-three percent of the trail is in private ownership, 8% is owned by the federal government, 7% is state owned, and 2% is tribal land (Table 2.2, below). Hundreds of existing markers and numerous interpretive waysides mark the route or the vicinity of the Butterfield Overland "ox-bow route." The potential to mark and interpret both historic sites

and additional resources also exists. The marking of the proposed Butterfield Overland National Historic Trail could also occur on existing roads and highways. The opportunity for a range of national historic trail experiences could be realized along the designated route. Predictable land use changes related to urban growth in the next decade—for example, at places on the edges of towns and metropolitan areas—could diminish the trail corridor’s scenic values and historic integrity.

Table 2.2. Land ownership along all of the US trail study routes.

State (No. of Counties)	Tribal	Federal	City/County	Regional	State	Private or NGO Conservation	Private	Total Miles of Trail
Arizona (5)	45.74	88.39	0.84	0.00	103.18	9.39	228.27	475.81
Arkansas (16)	0.00	20.36	0.00	0.00	3.58	1.56	311.10	336.60
California (14)	8.19	18.04	6.79	11.90	52.72	2.60	613.39	715.23
Missouri (9)	0.00	12.08	0.00	0.00	0.56	1.31	197.60	211.55
New Mexico (5)	0.00	72.19	0.02	0.00	60.04	0.00	72.78	205.03
Oklahoma (5)	0.00	0.11	0.00	0.00	5.34	0.01	185.34	190.80
Tennessee*(0)	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Texas (26)	0.00	44.61	0.00	0.00	2.63	0.00	1109.72	1156.96
Totals (80)	53.93	255.78	7.65	11.90	228.05	16.47	2718.20	3291.98
% by Land Ownership	1.64%	7.77%	0.23%	0.36%	6.93%	0.50%	82.57%	100.00%

Source: US Geological Survey, Gap Analysis Program (GAP) February 2016. Protected Areas Database of the United States (PADUS), version 1.3 Combined Feature Class.

*No nationally significant Butterfield Overland Trail segments lie in Tennessee; see narrative.

Requirement 4 is met.

Requirement 5—The estimated cost of acquisition of lands or interest in lands, if any.

According to the “willing seller” clause of the NTSA, no lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the federal government for the trail without the consent of the owner. The NPS does not anticipate any federal land acquisition. Much of the trail route is accessible from public rights of way. Many existing major interpretive locations are on state lands or at publicly accessible museums and interpretive centers. Voluntary partner cooperation would be a key aspect in the development of trail interpretation for the proposed Butterfield Overland National Historic Trail.

Requirement 5 is met.

Requirement 6—The plans for developing and maintaining the trail and the cost thereof.

If designated by Congress, a comprehensive plan for administration and management would be prepared for the trail. Table 2.3 provides cost estimates for various trail planning, administrative, and development activities. The preparation of such a plan would cost between \$300,000 and

\$500,000. Plans of this nature typically direct administration of the trail over a 15–20 year period. A yearly budget would be required for a federal agency to administer the trail, within a range of \$350,000 and \$500,000 annually. This potential budget would account for one to two full time equivalents (FTE) staff positions with trail administration duties. The need for these full-time positions is based on current administration for other national historic trails for operations, cultural resource and interpretive specialists, and landscape architects to work on various aspects of trail administration.

Other costs associated with the trail include some of the following. Because of the length of the trail, a preliminary trail inventory to identify and further define high potential sites and segments could cost up to \$1,000,000, or \$200,000 a year for up to five years. The inventory would consist of a literature review, sample on-the-ground inventory, archeological or historic site reports, condition assessments, national register nominations, protection strategies, and preservation and rehabilitation plans at appropriate sites with the collaboration of appropriate partners. The administering agency would develop brochures, trail maps, and rack cards to provide to partners. These costs are typically derived from the annual operating budget for a national historic trail and could be spread out over a number of years.

Trail construction for retracement opportunities, information kiosk construction, wayside exhibits, and signs are examples of other types of expenses that could be incurred if the Butterfield Overland National Historic Trail is designated. If a retracement segment were developed, it would cost between approximately \$50,000 and \$300,000 per mile to construct, depending upon the width, surface, and site conditions. Construction techniques would be designed to be sustainable and would minimize natural, historic, cultural, and aesthetic resource impacts (USDA 2007). These kinds of expenses would be single events for the initial design and development, but would require periodic maintenance and upkeep by the landowner or public land manager where the trail, kiosk, wayside, or sign would be placed. These particular expenses would require the active voluntary participation of trail partners and a commitment to provide maintenance of the structure or trail.

These cost estimates are not binding on Congress should it choose to designate the Butterfield Overland Trail as a national historic trail. Designation of a national historic trail does not guarantee any funding or staffing for the administration of the trail. Those matters are determined by the administering agency as part of their overall planning and budgeting strategy and are dependent on the agency’s priorities and future funding availability.

Table 2.3. Cost estimates (government only).

ITEM DESCRIPTION	ESTIMATED COST – LOW ESTIMATE*	ESTIMATED COST – HIGH ESTIMATE*
Comprehensive Plan (includes environmental assessment, document design, technical editing, printing, binding, and shipping)	\$300,000 (simple environmental assessment)	\$500,000 (complex environmental assessment)
Annual operating costs	\$350,000	\$500,000
Official Map and Guide (up to 100,000 copies)	\$20,000	Dependent on size, format, and number of copies`
Trail Resource Inventory (annually)	\$50,000	\$200,000
Trailhead Development (includes two interpretive exhibits, one kiosk/shelter, restroom, parking area with 10 paved spaces, and a walkway)	\$118,834	\$544,792

ITEM DESCRIPTION	ESTIMATED COST – LOW ESTIMATE*	ESTIMATED COST – HIGH ESTIMATE*
Trail Signing per Mile (includes two directional signs, two site identification signs, two Historic Route signs, two Crossing signs and two Local Tour Signs)	\$3,270 (county or city roads only)	\$15,888 (includes county but also high speed road signs)
Interpretive Wayside	\$1,000 (fabrication and shipping)	\$1,300 (upright panel)
Retracement Trail per Mile (4% 10' wide asphalt trail, which entails vegetation clearing, leveling, and paving)	\$200,000	\$300,000
Retracement Trail Per Mile (95% earthen non-motorized trail, which entails vegetation clearing and leveling)	\$50,000	\$75,000

*The cost estimates supplied in this table reflects amounts indicative of a typical project and development costs incurred when administering national historic trails. As with any cost estimate, the prices vary depending on the resource, materials, and number of publications. These estimates are for costs to government only, not partner funding, which often includes volunteer labor.

Requirement 6 is met.

Requirement 7—The proposed federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the US Department of Agriculture).

If Congress designates the Butterfield Overland Trail as a national historic trail, the Secretary of the Interior would be directed to select a federal agency to administer the trail. The administering agency would work in partnership with federal, state, and local agencies; private landowners; federally recognized American Indian tribes, and others along the Butterfield Overland Trail. Most of the stage route (83%, see Table 2.2 above) is located on private land, with portions being owned by state, federal, and other public entities. The NPS, which administers or co-administers 19 of the 21 designated national historic trails nationwide, would be the best fit as the administering federal agency. The NPS is the federal agency with the most trail administration experience, and with the most familiarity with the routes of the Butterfield Overland Trail. The NPS has a successful history of collaborating with a broad variety of trail partners from many organizations including federal, state, local, and private sources. The law directing the special resource study (Section 7209 of Public Law 111-11) also specifically identifies the role of the NPS in the potential protection and interpretation of the route.

Requirement 7 is met.

Requirement 8—The extent to which a state or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof.

No land acquisition is anticipated (see requirement 5 above) for the potential national historic trail. Therefore, there would be no role for states or other political subdivisions to play in acquiring land. No public or private organizations have shown an interest thus far in acquiring land along the trail corridor.

Requirement 8 is met.

Requirement 9—The relative uses of the lands involved, including: the number of anticipated visitor days for the length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social

benefits which might accrue from alternate land uses, the estimated numbers of employees, and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail.

The lands through which the stage route passes are primarily under private, federal, or state ownership (Table 2.2), and the main use is agricultural. Since the majority of the route passes through property that is not federally owned, it is not feasible to get an accurate estimate of the number of visitors visiting sections or sites along the trail except from those sites that monitor visitation (i.e., museums, visitor centers, etc.) on a daily basis. Visitor use along national historic trails is typically quantified through the acquisition and compilation of these numbers at these specific sites. That is the closest approximation that can be made for anticipated visitor use and visitor days. However, use is relatively light. The use of the trail could span all the months in the year, potentially providing economic benefits from establishment of a national historic trail. Social benefits include educating the public about the history of the Butterfield Overland route in their area. Because the trail corridor is so narrow, and because visitor use of most the actual trail route is not anticipated, it would not be likely to displace any existing land uses.

Annual operating costs for the trail are anticipated to be \$350,000 to \$500,000, for a staff including five full time equivalents (includes both volunteers and paid trail administration staff). Once again, this estimate is not binding on Congress.

Requirement 9 is met.

Requirement 10—The anticipated impact of public outdoor recreation use on the preservation of a proposed national historic trail and its related historic and archeological features and settings, including the measures proposed to ensure evaluation and preservation of the values that contribute to their national historic significance.

Despite the large percentage of land along the trail in private ownership, public outdoor recreation opportunities along and nearby the trail are still available. They primarily exist along public lands and rights of way through which the trail routes run. Trail enthusiasts could be granted access to trail sites and segments on private lands, but only with the voluntary consent and cooperation of the landowner. The impact of such use on the preservation of the proposed Butterfield Overland Trail and its related historic and archeological features and settings would be mitigated through appropriate and consistent literature disseminated to the public. Projects classified as federal undertakings would comply with the National Environmental Protection Act (NEPA) and the National Historic Preservation Act of 1966 (NHPA). If a national historic trail is designated, a comprehensive plan would be prepared to address the issues and necessary actions required to ensure evaluation and preservation of the resources that contribute to the national historic significance of the proposed national historic trail.

Requirement 10 is met.

SUMMARY OF STUDY REQUIREMENTS

All 10 of the study requirements have been addressed and meet the requirements of the NTSA. The study is complete with regard to those requirements, and with the requirements for report standards in PL 111-11 related to the Butterfield Overland Trail.

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CHAPTER 3: EVALUATION OF NATIONAL HISTORIC TRAIL QUALIFICATION CRITERIA

INTRODUCTION

To qualify for designation as a national historic trail, a trail must meet all three of the criteria described in NTSA 5(b) 11A, 11B, and 11C.

Criterion 11A

It must be a trail or route established by historic use and must be historically significant as a result of that use. The route need not exist as a discernible trail to qualify, but its location must be sufficiently known to permit evaluation of the potential for public recreation and historical interest. A designated trail should generally follow the historic route but may deviate somewhat on occasion of necessity to avoid difficult routing or for more pleasurable recreation.

Evaluating significance under this criterion requires study and discussion of the historic context of the trail. The next section provides a discussion of the Butterfield Overland Trail and its times.

Historic Context

Background⁴

The first several decades of the nineteenth century witnessed a dramatic expansion of the United States (US) geographical boundaries, and within those boundaries strong demographic growth occurred. The Louisiana Purchase (1803), which added an area that constituted more than one quarter of the area in the present coterminous United States, was soon followed by smaller territorial acquisitions in the northern Midwest (1818) and Florida (1819). During the next 20 years, the United States added no new territory, but its population almost doubled, from 9.6 million in 1820 to 17.1 million in 1840. Relatively few American citizens during the 1820s and 1830s lived beyond the country's western borders in the Mexican provinces of New Mexico and California or in the British held Oregon Country. In the early 1840s, however, that tenet began to change as Americans—first in a trickle (via the Bidwell Bartleson party of 1841), and later in more substantial numbers—headed west to Oregon (and also California) to establish settlements and carve out new farmlands. Most of the new settlers headed west over all or portions of the Oregon Trail, a 2,000-mile overland route that wound from Independence, Missouri to the Continental Divide at South Pass before reaching the Snake and Columbia River valleys. Perhaps based on the success of this multi year migration and the new reality of Americans living in close proximity to the Pacific Coast, the term “manifest destiny”—that had been coined by a US journalist in 1845—was soon adopted by hawkish American politicians. They envisioned a country whose borders would encompass both the foreign held Oregon Country, New Mexico, and California.

In December 1845, the Republic of Texas joined the United States as its 28th state, and just five months later, growing tensions between the United States and Mexico regarding the border between southern Texas and northern Tamaulipas brought war. US President Polk declared war on May 13, 1845, and Mexican leaders responded 10 days later. US Army forces, under the command of General Stephen W. Kearny, headed west from Fort Leavenworth toward New Mexico, and by mid January 1847, American military units had overtaken Mexican forces in both New Mexico and California. That March, US troops landed at and occupied Veracruz before continuing on to victories over General Antonio López de Santa Anna at Puebla, Mexico City and elsewhere. Major military action wound down in October 1847. The resulting Treaty of Guadalupe Hidalgo, finalized in February 1848, forced Mexico to cede to the United States not only present day New Mexico, Arizona, and California but also Nevada and Utah, and portions of Colorado and Wyoming. Meanwhile, in June 1846, the US and British governments had reached a compromise over the Oregon Country, the result being that present day Oregon, Washington, and Idaho along with western Montana and Wyoming was now part of the United States. By early 1848, therefore, the present day map of the coterminous United States was nearly complete.

The discovery of gold in California by James W. Marshall in January 1848 brought a new impetus to the western settlement. During the months that followed, Marshall's find was replicated up and down the Sierra Nevada foothills, and California was almost instantly transformed to a gold-based economy. However, California's transportation and communication network was so rudimentary that it was not until mid August that a New York newspaper first announced the find. The following year, more than 20,000 “forty-niners” invaded California, and by September 1850, Congress—as part of the Compromise of 1850—admitted California as the 31st state. Tens of thousands of additional emigrants, most driven by “gold fever,” arrived in the decade that followed.

⁴ Please see footnoted references in the significance statement available at <http://parkplanning.nps.gov/ntir> for the sources of this narrative.

Postal Routes to California

Even before California attained statehood, its residents recognized that transportation and communication were two of its foremost problems. Those hoping to travel from the east coast of the United States to California had three basic options. One option—noted as “the best established California connection” but taking five months or more to travel—was a 17,000 to 18,000 mile sailing voyage from one of the east coast ports, south around Cape Horn, and north to California. A second, less popular option—a variant of the Cape Horn route—took passengers by boat from an east coast port to Panama, across the isthmus by mule or on foot via a muddy, dangerous trail to the Pacific Coast, then aboard a northbound vessel to California. This 6,000 mile trip took three months and was thus somewhat less time consuming than the Cape Horn voyage, but it was also more risky (because of rampant cholera and “Chagres fever” in Panama) and unpredictable (because of the relative scarcity of ships sailing up and down the Pacific Coast). A third option was to travel over one of several overland routes. The most popular was the so called California Trail (or “the Platte Humboldt trail”), a variant of the Oregon Trail that split into a multiplicity of routes that surmounted the Sierra Nevada, while other overland routes headed west along the Cherokee Trail, the Gila River Route, and other less well traveled paths.

All of the overland routes, however, were an ordeal that took between four and six months to travel, and often caused death in the form of disease, Indian attacks, and accidents. Of the three options, all were widely decried as being unsatisfactory. The January 1855 completion of the Panama Railroad, which bridged the 48-mile wide isthmus, was a substantial improvement because it reduced the Panama portion of the trip from several days to a few hours. Travelers and mail could now go between New York and San Francisco in 26 to 30 days, and in as few as 22 days under ideal conditions. Despite this improvement, a broad stripe of Americans—and particularly those in California—clamored for transportation and communication that would connect California with the other 30 states safely, reliably, and without needing to pass through foreign territory. As Vernon Brown has noted, “The demand for an overland mail route within our own borders became imperative.”

Having an efficient way to transport mail and express was a key element of the Californians’ demands. As far back as 1845, pressure from Americans living in Oregon had resulted in action by the US Post Office Department for an improved mail service. The huge influx of migrants to California in the late 1840s and early 1850s, not surprisingly, raised the volume of those complaints; and the US Post Office Department itself demanded changes to its existing service because the shipping interests that served the route via Panama constituted a monopoly and thus demanded prices widely decried as usurious. The California press was first responsible for raising the issue, but inasmuch as the new state had two US representatives as well as two senators, its delegation loudly, and continuously, made demands in Congress for postal roads, improved mail service, and a transcontinental railroad. Congress, however, was paralyzed with inaction because of the increasing divisiveness surrounding sectionalism, and jealousy between northern and southern senators prevented any significant actions that might assist one section at the expense of the other. As a result, mail and express to and from California was routinely shipped either around Cape Horn (during the 1840s) or via the Isthmus of Panama (during the 1850s). As early as 1850, the US Post Office Department contracted for a monthly mail service connecting Independence, Missouri with Salt Lake City, and an extension of that line the following year continued the service on to California. That line, however, was subsidized only marginally, and did little to slake California’s demand for mail service, causing most California mail and express to travel by steamer via Panama.

Within California, stages were the primary system of transportation, and a complex stage network soon developed. By early 1854, after a period of hectic competition, most stage lines in the state had been merged into the California Stage Company, which was headed by James Birch, who had had been hauling prospectors to the “diggings” ever since 1849. Also prominent in the state’s transportation structure were two express companies—Adams and Company, founded in 1849, and Wells, Fargo and Company, founded in 1852—both of which had grown wealthy hauling gold, currency, and similar high valued goods. In 1855, however, Adams and Company failed, leaving Wells Fargo with a virtual monopoly on express services in California.

The Pacific Railroad Survey

Prodded by Senator William Gwin of California, Congress made an initial move in March 1853 toward more fully incorporating California into the union when it allotted \$150,000 for railroad survey work, with the specific goal of which was “to ascertain the most practicable and economical route for a railroad from the Mississippi River to the Pacific Ocean.” This act authorized the US Army’s Corps of Topographical Engineers to undertake four scientific and topographic expeditions between the western settlement fringe and the West Coast. Three of these expeditions would head west along the approximate corridors of the 48th parallel (between St. Paul, Minnesota and Puget Sound), the 38th parallel (between St. Louis and San Francisco), and the 35th parallel of latitude (between Little Rock, Arkansas and Los Angeles). In deference to the Gadsden Purchase, which President Pierce’s secretary of state negotiated later that year with Mexican authorities, a fourth survey was eventually undertaken along the 32nd parallel (between northern Texas and San Diego). In accordance with the act, surveys over all four of these routes commenced in 1853 and were completed by late 1854. The following year, reports describing each route and its viability as a railroad right of way were completed and submitted to Congress. These reports provided both Congress and the American public a wealth of information about its vast, newly acquired domain. Because of the increasing strains of sectionalism, however, Congress was unable, for the time being, to move forward and authorize any transcontinental railroad projects.

A primary rationale behind the Pierce administration’s purchase of the southern portions of present day Arizona and New Mexico was the widespread recognition was that this area provided the possibilities for a year round route between Texas and California for wagons and, eventually, a railroad. This reasoning was based on the experiences of both westbound migrants along the so-called Gila River route and the Bartlett-García Conde boundary survey of 1850-1851. The first moves toward providing a long distance mail service in this area had taken place in 1849-1850, with a monthly horseback route between San Antonio and Santa Fe, via present day El Paso. By 1854, a stagecoach driven by a six-mule team was carrying the mail over this route.

Congress Authorizes Long Distance Postal Routes

In 1856, Californians instituted a renewed effort for improved ties with the remainder of the United States. That April, they sent 75,000 petitions to Congress calling for action, and four Congressmen—two California senators and two Missouri representatives—submitted bills that year calling for an overland mail service. That pressure resulted in three major pieces of legislation. On August 18 of that year, Congress enacted a post roads bill that, among other California provisions, established a postal route “from San Diego, via El Paso, to San Antonio [sic], Texas.” Perhaps as a way to ease operations along this proposed line, Congress passed a second act on February 17, 1857, that authorized US Department of the Interior (DOI) contractors to carve out a wagon road over perhaps half of the San Diego-San Antonio route. This route went from El Paso west to Fort Yuma, on the California side of the Colorado River. Congress allotted \$200,000 for this project.

The third, and perhaps most critical piece of legislation that Congress passed in response to the growing need for improved transportation was passed on March 3, 1857, the 34th Congress's last day before adjournment. On that day, the national legislature finally overcame the more tentative steps it had taken during the past seven months regarding the implementation of improved transportation and communication between the western settlement fringe (in the various Midwestern states) and California. It did so not with an authorization for railroad construction—an action that would have to await the raging sectional debate—but with a move to subsidize a far less costly trans-Mississippi stagecoach line. In a move spearheaded by Democratic Senators William Gwin of California and Thomas Rusk of Texas, along with Rep. John Phelps of Missouri, Congress attached an amendment to the annual post office appropriations bill that authorized a stagecoach line that would connect California with the Mississippi River valley. The bill authorized a six-year contract for up to \$300,000 per year for a semi monthly stage service, \$450,000 for a weekly stage, and \$600,000 for a semi weekly stage. Congress recognized that any of three cities—St. Louis, Memphis, and New Orleans—might logically serve as the stage line's eastern terminus, and that there were four potentially viable routes over which the proposed stage line might run. Each of the three Mississippi River communities had vocal partisans who were intent on securing the stage line's headquarters. Congress, however, sidestepped this issue (and the sectionalism inherent to it), and instead asked the US Post Office Department to tackle the issue by tendering a contract for a route “from such point on the Mississippi River, as the contractors may select, to San Francisco, in the State of California.” The bill stated that the victorious bidder needed to guarantee a 25 day trip over this route, and that the system would be up and running within 12 months after the signing of the contract.

The US Post Office Department Issues Postal Route Contracts

At this time, the Postmaster General—an appointee of the recently elected Democratic President James Buchanan—was Aaron V. Brown, a former governor of Tennessee. Brown, who was keenly aware of the sectional aspects of the proposed stage line terminus, oversaw the issuance of a contract prospectus that was issued in April 20, 1857. Key elements of the contract proposals would be the frequency of service, the subsidy requested, the route chosen, and—of particular importance—the route and the city chosen for the eastern terminus. Brown called for all proposals to be submitted by the afternoon of June 1, 1857, and in response, nine proposals were submitted. The bid awards were to be announced a month later, on July 1.

Of these nine proposals, several were highly unrealistic; one called for a \$1,000,000 per year contract heading west from Vicksburg, Mississippi, while another proposed a route via South Pass, Wyoming. Two bidders, however, submitted highly realistic proposals. James W. Birch, the first president of the highly successful and recently consolidated California Stage Company and a confidante of many congressional representatives, submitted a bid for a \$600,000 per year, semi-weekly stagecoach service. Birch, according to one historian, “had plenty of capital to finance such a venture, and no man in the country could match his accomplishments in organizing and operating successful stage and mail lines.” By mid May 1857, moreover, Birch had told a friend that he was “so sure of getting [the contract] that he has ordered the necessary coaches to be built.” The other serious bidder was a consortium headed by John W. Butterfield, of Utica, New York, a friend of President James Buchanan. Butterfield and his associates submitted three bids, all of which proposed semi weekly service over the 35th Parallel route (via Albuquerque). One of Butterfield's bids proposed St. Louis as the eastern terminus, a second proposed an eastern terminus at Memphis, and the third proposal called for a “bifurcated” route that headed west from both St. Louis and Memphis and met “at the most suitable point” before heading west to Albuquerque and on to California. Butterfield's bid packages also stipulated that the consortium would be willing to

run over any variation of its route (along the 35th parallel) which, in Brown's judgment, would be most likely to make the mail safe and expeditious.

Brown, having scrutinized and evaluated each of the nine proposals, knew that both Birch and Butterfield—perhaps because both men were experienced operators of large stage lines—had submitted the highest quality technical proposals. (One historian noted, “Most of the other bidders were hastily organized firms.”) Keenly aware of the need to balance the interests of both northern and southern partisans, but also cognizant of his Tennessee roots, Brown (and other members of the Buchanan cabinet) went beyond the bounds of the proffered contract and made two significant—perhaps extralegal—decisions.

First, Brown approached Birch in late May or early June and told him that he had won an overland mail contract. It was not the prized overland mail contract for which he had submitted a bid. Instead, as historian Wayne Austerman has noted, “Brown awarded Birch a contract that was essentially a consolation prize.” This was a four-year contract for semi monthly mail service between San Antonio, Texas and San Diego, California via El Paso that included an annual subsidy of \$149,800. This was the route that Congress had authorized on August 18, 1856, as noted above, but upon which he had not previously acted. Brown was thus able to implement a route to the Pacific Coast that went entirely through the Deep South and its western extensions. Birch signed the contract on June 12, the contract became effective 10 days later, and on July 9—less than a month after Birch signed on—service was expected to begin between the two far-flung points. With remarkable speed, Birch was able to dispatch agents to Texas, and on the scheduled date of July 9, a large crowd gathered at the plaza in San Antonio and cheered as the line's first stagecoach rolled west. On August 30, after considerable tribulation, the westbound mail (not on a stagecoach, but on horseback) arrived in San Diego. Birch's first eastbound mail, meanwhile, had left San Diego on August 9; that mail was apparently brought into San Antonio in mid September. This contract called for the mail to depart twice per month from each end of the trail. The operators of this mail route tried valiantly to uphold this schedule, but an unexpected catastrophe—Birch's death, in a September 12 steamship sinking off Cape Hatteras, North Carolina—threatened to jeopardize the entire operation.

Brown's other daring decision involved the location of the overland mail route. Brown—perhaps because of the technical factors cited earlier or perhaps because of the friendship between Butterfield and President Buchanan—was leaning toward accepting one of the three bids that Butterfield and his associates had submitted, all of which followed the 35th parallel route. Congressional representatives from Texas and elsewhere in the south, however, declared that they were unhappy that Butterfield's route stayed north of Texas, and demanded that the Tennessean who served as postmaster general adopt a route that ran farther south. On July 2, 1857, Brown issued an order that any winning bid would need to include a route from St. Louis and Memphis, Tennessee, converging at Little Rock, Arkansas. Thence, via Preston, Texas, or as nearly so as may be found advisable, to the best point of crossing the Rio Grande River above El Paso, and not far from Fort Fillmore. Thence along the new road being opened and constructed under the direction of the Secretary of the Interior, to Fort Yuma, California. Thence through the best passes and along the best valleys for safe and expeditious staging to San Francisco.

Northern interests, not surprisingly, howled in protest at the decision. (*The New York Times* complained, “What possible object there can be in selecting this extreme Southern route we are utterly unable to conceive, unless it is that of forcing the future railroad to take an unnatural course, such as neither buffalo, emigrants nor capital would ever select.”) However, Brown, trying to appear objective in his decision, stated in his 1857 report to President Buchanan that the southern route (dubbed the “horseshoe” or “ox-bow route” by New York newspapers) was chosen to avoid

the deep winter snows, and the consequent postal delays, along the Central Route. Even the 35th parallel route was slighted because, in his opinion, weather records gathered from Albuquerque had proven that the climatic conditions along this route were unsatisfactory. Only the 32nd parallel route, according to Brown, could offer a route that was “safe, comfortable, and certain during every season of the year.” Butterfield and his associates, by this time, had been told (informally) that they would win the contract; but they were also aware that Brown, with his overt pandering to southern interests, was playing havoc with the budget that the consortium had submitted in its “bifurcated” 35th parallel route proposal. Northern interests, strident in their objections, were well aware that the establishment of such a long distance, well-subsidized wagon road might well be the precursor to a transcontinental railroad along the same route corridor, and the attendant economic benefits that such a railroad would bring forth.

By July 7, the press announced that Butterfield and his associates apparently had won the contract, which called for semi weekly service and a \$600,000 annual subsidy. This tentative contract, the route of which was in line with Brown’s July 2 order (detailed above), called for two eastern stage lines that would meet in Little Rock, Arkansas. (Brown had evidently suggested this meeting point because Little Rock was the largest town between either St. Louis or Memphis and El Paso.) Once he had tentatively secured the contract, however, Butterfield wisely decided to reconnoiter the St. Louis–Little Rock route and quickly learned that it was impracticable. He also knew that the Pacific Railroad, which had started building west from St. Louis in July 1851, had already laid tracks 125 miles west to Jefferson City and planned to open additional mileage the following year. Butterfield worked with Brown on a revised route that would use the Pacific Railroad west to its end of track. Then the line would use the Bolivar Road, or old Boonville Mail Road (which linked Boonville, on the Missouri River, with Springfield, Fayetteville, and Fort Smith), so that the two stagecoach routes would meet at Fort Smith rather than Little Rock. Brown, on September 11, formally agreed to Butterfield’s recommendation regarding the Arkansas and Missouri portions of the route. On September 16, 1857, Butterfield and his associates signed a six-year contract with the US Post Office Department, which called for the stage line—to be called the Overland Mail Company—to be in operation within one year from the contract date.

Butterfield’s Company Gets Prepared

John Butterfield, the head of the winning consortium, was perhaps ideally suited to cobble together, within just a year’s time, a stage line that would connect the Mississippi River with the Pacific Ocean. Experienced and well capitalized, he was one of the acknowledged transportation titans of his day. Born in 1801 in the state of New York, he had been working in and around stagecoaches since the age of 10; by age 19, he was a stagecoach driver working out of Albany. He moved to Utica in 1830. Soon afterward, he purchased the necessary equipment and started his own stage company. By the mid 1840s, through a series of adroit investments, he controlled most of the important mail and passenger stage lines in northern and western New York. He also became a force in companies that operated packet boats, steamships, and a railroad. In 1850, the firm that he led merged with two others—one led by Henry Wells, the other involving William G. Fargo—to form the American Express



Figure 2.3. John Butterfield.
Source: Library of Congress

Company, which was the pre-eminent express company of its time. Given the embryonic nature of railroads during these pre-Civil War days, both congressional representatives and officials in the US Post Office Department recognized that Butterfield was one of the foremost transportation leaders of his day, a man with both the political wherewithal and technical expertise to construct and manage a far-flung stagecoach line.

John Butterfield, and those that worked for him, recognized that an enormous job awaited them. In order to get the stage line operational, they first needed to study and visit the proposed route. Because of Brown's last minute meddling with the contract, he and his associates needed to gather maps and reports to discern the best routes for wagon travel. Once that decision had been made, he sent representatives west from St. Louis to learn the physical condition of the route and what arrangements might be made regarding the establishment of stations along the way. He dispatched Marcus L. Kinyon to San Francisco to Tucson to oversee the survey and construction of the western end of the route. Kinyon, along with John Butterfield, Jr., laid out the route to the east. The goal was to make an initial survey of the chosen routes, and to provide improvements to those roads where appropriate. A more time intensive task also involved a search for station sites along the route. The March 1857 authorization bill, which provided for a 320-acre pre-emption for station sites on public land, had called for stations "not to be nearer than ten miles from each other." At these relay stations, passengers could embark or disembark, horse or mule teams could be changed on short notice, and animals could be stabled in readiness for the next stage.

This reconnaissance, which probably began in July 1857, if not before, revealed stark contrasts between the eastern, central, and western portions of the proposed route. White settlers, by this time, had established an incipient agricultural economy, and a basic wagon road network, throughout Missouri, Arkansas, and portions of north central Texas. In southeastern Indian Territory, wagon roads had existed since the 1830s because of the forced Choctaw and Chickasaw migrations as well as US Army movements to area forts, and most of the newly established relay stations were homesteads of either Choctaw or Chickasaw residents. Moreover, in the inland valleys and coastal areas of California, the similar rudiments of an economic and transportation system had likewise been established. In the settled areas, therefore, Butterfield personnel contacted selected tavern owners, livery stable owners, storekeepers, and farmers along the route and were able to cobble together a network of relay stations, most of which were spaced 10 to 25 miles from one another.

The biggest challenge, however, lay in the central portion of the route, beyond the settlement fringe. In 1858, white settlement ended west of Fort Belknap, Texas, and the entire, 1,350 mile expanse from there to Warner's Ranch, California, boasted only a handful of forts and villages. In order to traverse Texas, Butterfield's advance crew adopted three different historical routes. Between Sherman and Fort Belknap, they used the route that Captain Randolph Marcy had used while traveling eastbound in 1849, and then two years later by Col. Joseph E. Johnston. From Fort Belknap to Fort Chadbourne, they followed Johnston's cavalry trail of 1851, while west of Fort Chadbourne, they adopted much the same route that Lt. Francis T. Bryan and Lt. Nathaniel A. Michler had traversed while headed west to the El Paso area in 1849. Of the overall condition of the route, historians Roscoe and Margaret Conkling noted, "Marcy and others referred to the Southern route as though the general topography of its course had been designed by Nature's processes to provide a wagon road to the Pacific." According to Ralph Moody, Butterfield did not attempt to build an actual road between Fort Smith and El Paso. He cut roadways into the steep banks of gulches, ravines, creeks, and fordable rivers to get past those obstacles, and built log bridges over the narrower unfordable streams and deep ravines. He also installed ferries at rivers that were too wide for bridging at reasonable cost. He bypassed other obstacles by grading as little as possible to prevent upsets. Stagecoach riders, who endured the condition of the road firsthand,

were forthright with their assessment of the route's condition; one noted that it was "the worst road God ever built."

For the route that reached beyond El Paso, Butterfield's men were doubtless aware that the first 45 miles—north to the village of La Mesilla—lay along a route corridor (called El Camino Real de Tierra Adentro) that Spaniards, Mexicans, and Americans had been traveling since the late 16th century. It was part of a larger route that reached all the way from Mexico City north to Santa Fe and other New Mexico settlements. Between Mesilla and the Colorado River, the 1846–1847 expeditions of Gen. Stephen Watts Kearny's Army of the West and the Lt. Col. Philip St. George Cooke's Mormon Battalion had moved west between these two points, followed soon afterward by some 60,000 California gold rush migrants who had followed the Gila River route. The Mormon Battalion had brought wagons over the route (which touched the later Butterfield route in only a few places), and in so doing proved that wagons could be taken over the southern route. In 1849, a gold rush wagon train led by Col. Jack Hays also took a similar, but more direct route between Fort Fillmore and Tucson.

Of more immediate concern, however, Butterfield and his associates recognized that its entire El Paso Colorado River route—plus an additional 100 miles west almost all the way to Warner Springs—would be over much the same route that Congress, in June 1857, had allotted to James Birch for his San Antonio–San Diego mail route. Birch's semi monthly operation, as noted above, had commenced operations in July 1857. However, Birch's September 1857 drowning death in an Atlantic hurricane had forced route management onto men who had neither Birch's experience nor his reputation. To make the waters even more murky, those that had inherited Birch's contract knew full well that Butterfield's better capitalized, more heavily subsidized stage route would soon be rolling over much of the same right of way that had been Birch's sole domain a few months earlier. Despite these setbacks, however, the line soldiered on. Officials for the line stated that 87 relay stations had been established along the route, spaced 25 to 30 miles apart. The stations located in San Diego, El Paso, and San Antonio were substantial, but as to the other stations, one (perhaps optimistic) historian noted that they "were generally adobe huts with brush corrals." Before long, service between the two endpoints was reduced from 53 days down to less than 27 days (30 days being the congressional maximum). Politicians in northern California derided the San Antonio–San Diego line as going "from no place through nothing to nowhere," and because the line relied on mules rather than horses, one San Francisco editor mockingly dubbed the line as the "Jackass Mail."

A further consideration along the route between El Paso and the Colorado River was that Congress, in February 1857, had allotted \$200,000 for a wagon road connecting these two points. The logistics of providing on site materials for the isolated wagon road meant that work crews were not able to commence field operations until November of that year, when they headed both east and west from the Pima villages, in Arizona. Due to ineptitude and cronyism, the field superintendents for this project proved to be incompetent if not criminal. Despite those drawbacks, however, the crews—led by Jesse B. Leach—completed a rough wagon road by the September 1858. The project engineers claimed that the new route, dubbed the Leach Wagon Road, would save between two and five days' travel compared to any previously available routes. Given the period in which this work was done, Birch's immediate successors were in no position to take advantage of the wagon road improvements, at least for the line's first six to nine months of operation. Butterfield stages, which did not commence operations in the Southwest until the fall of 1858, followed Postmaster General Brown's July 2 directive and traveled over some of these recently improved roads. In other areas, however, the routes diverged; the wagon road crews, for example, improved a route along the Gila and San Pedro rivers, while Butterfield crews east of Sacaton (in central Arizona) opted to go farther south, through Tucson.

Between Fort Yuma and the inland valleys of southern California, the proposed Butterfield stage planned to follow a route that Euroamerican migrants had followed ever since Juan Bautista de Anza's expedition in 1774. For the remainder of the Spanish period, and throughout the Mexican period as well, this route—which circumvented the Algodones Sand Dunes (west of Fort Yuma) by going through Baja California, Mexico for 59 miles—was considered the overland supply line from Sonora to California. This route, similar to the Gila River route east of Fort Yuma, had been traversed by the Army of the West in late 1846, the Mormon Battalion in early 1847, and thousands of California bound gold rush migrants in 1849 and later years. The Mormon Battalion had brought the first wagons over the route.

Given the paucity of established settlements between Fort Belknap and Warner's Ranch, Butterfield's men recognized that they were largely if not solely responsible for constructing and maintaining the massive infrastructure that would be necessary to sustain their operation. As noted above, in July 1857, James Birch and his successors had established a route that included supposed "stations" located every 25 to 30 miles. Available evidence, however, suggests that these stations—if improved at all—were tents, perhaps augmented by a brush corral. (No sources have suggested that Butterfield used Birch's improvements or that Birch's successors cooperated with Butterfield to share station sites.) What Butterfield's men needed to do, therefore, was to construct a long necklace of stations, numbering 45 or more, each of which would need to include sleeping and feeding accommodations, storerooms, corrals, stables, and most critical of all a dependable water supply. The Butterfield crews, therefore, set to work constructing the necessary four room buildings, most of them built out of local materials (either log, stone, sod, or adobe). Given the enormous task, and Congress's dictum to have the line ready within 12 months of the contract signing, some of these stations were incomplete by September 1858—tents were substituted for the time being—but by late 1859, work on all of these relay stations had been completed. For the first time ever, modern nineteenth century technology—in the form of relay stations, corrals, draft animals, wells, equipment, and supplies—now linked the Mississippi River valley and the Pacific Coast.

Constructing and equipping the necessary stations (which apparently numbered approximately 140 when service began and later grew to "nearly 200") was an enormous undertaking. This included the hiring of more than 750 men, of whom about 150 were drivers, most of which came from the Mohawk Valley and other New York venues. A major item for purchase was some 1,800 horses and mules; horses were used on the well-trodden paths east of Fort Belknap, Texas, and west of Fort Yuma, California, while mules were used along the more rough-hewn central portion of the route. The company also purchased perhaps 500 vehicles, which included the following:

1. 100 wooden-roofed Concord or "Southern style" coaches, which were used between Tipton and Springfield (later extended to Fort Smith) as well as between Los Angeles and San Francisco;
2. Canvas topped celerity wagons (also known as a "mud wagons," Figure 2.4) that were used to cover the remaining distance; and
3. An array of freight, utility, and water wagons.



Figure 2.4. Mail and passengers transferring from a Concord stagecoach to a celerity "mud wagon."

Source: Frank Leslie's Illustrated Newspaper, October 23, 1858 (http://www.parks.ca.gov/?page_id=25449).

Added to those costs were the expenses in provisioning the various stations and supplying tack, the construction of wells, water tanks, and water diversion devices in many parts of the arid southwest, plus the continuing costs of providing hay or other fodder. Overall, it was estimated that these preliminary expenditures represented an investment of approximately \$1 million—which was far more than the \$600,000 annual subsidy called for in the US Post Office Department contract.

The overall purpose of Butterfield's massive acquisitions was to have an array of stations each 20 miles, on the average, although some would be separated by just 9 miles, and others would be 60 miles apart. The various "home owned" (contracted) stations would have 2 to 4 employees on staff. At the company owned stations, 5 to 7 employees was the norm, while the larger stations or those located in "Indian country" had 8 to 10 Butterfield men on hand; these included cooks, stock tenders, herders, water haulers, blacksmiths, and guards, all supervised by the station agent. Overseeing the station agents were nine division superintendents, who also supervised the all important drivers and conductors on each stage.

For that portion of the route between Memphis, Tennessee, and Fort Smith, Arkansas, Butterfield decided not to run a point-to-point stage line. Instead, he worked with existing carriers—and the existing transportation infrastructure—to cobble together a workable route. Although historical details of this route are sketchy, the route as originally planned used a Mississippi River ferry between the Memphis waterfront and Hopefield (now West Memphis), Arkansas. Butterfield initially contracted this service with the Chidester and Reeside Stage Company, which had 18 stations between Memphis and Fort Smith.

The Overland Mail Company Begins Service

On Thursday, September 16, 1858—one year to the day after the contract had been signed—all was ready, and the stage line, officially titled the Overland Mail Company, commenced operations. In St. Louis, where no local newspapers announced the event—and thus no crowds were in attendance—Butterfield escorted two small leather pouches from the post office to the nearby train station and then boarded the waiting train, which left promptly at 8 a.m. The train, at a 16 mile per hour pace, chuffed westward. At Tipton, a few villagers gathered for the train’s arrival, and at 6:01 p.m., Butterfield clambered off the baggage car and transferred the mail pouches to the waiting Concord stagecoach, which was pulled by a six-horse team. Nine minutes later, Butterfield and his son (also named John Butterfield) left town and headed south along the Boonville mail road toward Springfield. On board was a full complement of passengers, one of whom was Waterman Ormsby, a 23-year-old reporter for the *New York Herald*, who had agreed to write a series of news articles about the ride and the countryside he encountered. While Butterfield, father and son, would ride the stage as far as Fort Smith, Ormsby would be the only westbound passenger to ride all the way to San Francisco. His lively account was first published in book form in 1942 and is still in print.

The initial stage made good time—four to five miles per hour on the average—as it made its way south toward Fort Smith, where, if all went according to schedule, it would meet the mail stage that was heading west across Arkansas. As it turned out, the stage was more than three hours ahead of time when it arrived in Fort Smith on Sunday, September 19 at 2:05 a.m. The westbound stage, as it turned out, had pulled into town just 15 minutes earlier. Amidst blaring horns and a growing crowd, passengers and mail were consolidated for the trip west, and in less than an hour after its 3:30 a.m. departure, the coach had crossed into Indian Territory. The stage then continued ever westward, moving night and day toward California. Station personnel along the way—warned by a horn blast a mile or so before the coach arrived—were consistently ready for the incoming stage, and the horses or mules were changed quickly and efficiently. No untoward problems were encountered anywhere along the entire 2,700-mile route, and at 7:30 a.m. on October 10, 1858, the first stage, with a weary Waterman Ormsby still aboard, rambled into Portsmouth Square in downtown San Francisco. The stage had arrived in just 23 days and 23 and a half hours—which was three hours ahead of the published schedule and more than a day faster than Congress had stipulated in Section 13 of the US Post Office Department’s March 1857 authorization bill. Two days later, the stage’s arrival “was celebrated in a style never before dreamed of on the Pacific Coast.” One day before the first westbound mail left St. Louis and Tipton, history was also being made on the Pacific Coast as the first eastbound stagecoach left San Francisco. That stage, with postal inspector Goddard Bailey and five other through passengers on board, made even better time than its westbound counterpart; despite occasional celebrations from grateful residents along the way that hampered progress, the all important mail coach arrived in St. Louis on October 9, less than 25 days after it had departed.

Operating the Overland Mail Company

The initial runs were followed by others that operated on a regular, twice per week schedule. Operating according to a published, 24 day, two and a half hour timetable, stages clattered day and night, seven days per week, regardless of weather and road conditions. As noted in special instructions that Butterfield distributed to his employees, saving time was paramount; as he often declared, “Remember boys, nothing on God’s earth must stop the United States mail!” Stages, and passengers, thus rolled along 24 hours a day, seven days per week. The primary interruptions in their journey were at relay stations, where either horse or mule teams were changed. According to historian Gerald Ahnert, “pulling up to a Butterfield stage station was like making a [National Association for Stock Car Auto Racing] NASCAR pit stop,” and passengers were expected to take

care of any personal needs in 10 minutes—or up to 40 minutes if a meal was to be served. Passengers stopped to bolt down meals twice per day, and while one traveler stated that the food “is better than could be expected so far from civilized districts,” another cautioned, “the fare could hardly be compared to that of the Astor House in New York.” Being a Butterfield passenger was not an inexpensive proposition; initial rates were \$200 from St. Louis or Memphis to San Francisco, but just half that for eastbound passengers. Within a few months, however, company officials discovered that the demand for traffic was equally great in both directions, so starting in May 1859; tickets were pegged at \$150 for both eastbound and westbound passengers. Passengers going shorter distances paid 10 cents per mile; thus, a 200-mile ticket cost an even \$20.

As any passenger could attest, comfort was not particularly valued on Butterfield coaches. Because waiting lists often existed for the available seats, the company—hoping to maximize income—thought nothing of packing its Concord coaches with up to nine passengers in the main coach, and it was also known—at least for short periods—to place up to six additional passengers on the roof as well. (The Celerity coaches were packed just as tightly, although, for obvious structural reasons, no one rode on the roof.) Given the rough, unimproved nature of much of the road network, a long distance ride in a Butterfield coach often devolved into an endurance test. In order to keep conditions as civil as possible, passengers were given an extensive list of “do’s and don’ts” and were implored to pay heed to them. Despite those admonitions, however, both privacy and civility often suffered, as Waterman Ormsby (1858) reported as follows:

When the stage is full, the passengers must take turns at sleeping. Perhaps the jolting will be found disagreeable at first, but a few nights without sleeping will obviate that difficulty, and soon the jolting will be as little of a disturbance as the rocking of a cradle to a suckling babe. For my part, I found no difficulty in sleeping over the roughest roads, and I have no doubt that anyone else will learn quite as quickly.

A sure topic of conversation for Butterfield passengers was the potential danger of Indian attack. Along a major portion of the line (as in Missouri, Arkansas, and California), there was no danger. Indians had been moved either to reservations elsewhere, or (as in the case of the Choctaw, in Indian Territory), they were peaceful and living on their own lands. However, between the western settlement limit in Texas and the agricultural valleys of present-day central Arizona, potentially hostile American Indians still roamed freely. Company officials had every reason to be concerned about the safety of both employees and passengers, because Indian attacks (particularly from Comanche and Apache raiding parties) had been all too common occurrences along the San Antonio–San Diego mail route since operations had begun in July 1857. To provide a modicum of safety to both passengers and employees, Butterfield’s employees had located the stage line to take optimum advantage of the existing military facilities. It thus passed through Fort Belknap, Fort Chadbourne, and the recently abandoned Fort Phantom Hill, all in Texas; Fort Fillmore, in present day New Mexico; Fort Bowie, in present day Arizona; and Fort Yuma, California.

In order to avoid potential conflict for the hundreds of employees living in stations located miles away from those forts, Butterfield issued the following strict edict as it pertained to Indians:

A good look out should be kept for Indians. No intercourse should be had with them, but let them alone; by no means annoy or wrong them. At all times an efficient guard should be kept, and such guard should always be ready for any emergency.

Butterfield was hopeful that his policy would work, and while it may have had short-term success, it did not last. As one source noted, “It was found necessary for the protection of the lives of the men and the Company property, to provide arms and ammunition for all the stations in the

dangerous Indian country.” The major annoyance caused by the Indians was the stealing of stock. In addition, “stations were occasionally threatened by predatory bands and demands made for supplies from the Company stores. Some of the stations were actually attacked, but these assaults were successfully repulsed.” Given the danger of simply living in, or traveling along, the trail corridor at that time, one historian noted, “the Butterfield suffered less from Indian depredations than did other western stage lines—only ten of its drivers were killed.” In February 1861, one particularly bloody episode took place along the trail at Apache Pass in Arizona that resulted in several company employees being killed or wounded. An eastbound stage was attacked, but no Butterfield passengers were killed by Indians, either in this incident or, so far as is known, at any other time during the line’s two and a half year history.

Well before the Butterfield line became operational, the presence of the San Antonio–San Diego mail route made it clear to both the private and public sectors that the government would soon be subsidizing two routes over a 600-mile long, thinly populated southwestern corridor. Given the relatively large subsidy that Butterfield and his associates had received, George Giddings (who had held the San Antonio–San Diego mail contract since March 1858) concluded that his company had been tricked. Aaron Brown, perhaps recognizing the situation, had inserted language in the June 1857 contract stating, “The Postmaster reserves the right to curtail or discontinue the route at his own discretion.” On October 23, 1858, Brown invoked that clause to truncate service over Giddings’ mail route between El Paso and Fort Yuma. In return for an enlarged government subsidy—from \$149,800 to \$196,000 per annum—Giddings agreed to provide weekly service between San Antonio and El Paso and between Fort Yuma and San Diego. After that date, the Giddings and Butterfield lines would continue to share some route mileage until mid March 1860, but after that, Giddings’ operations would no longer be interwoven with those of the Butterfield line.

Meanwhile, a decreased amount of competition along the southern route was counterbalanced by greater competition along the central route. As noted above, the government had subsidized mail service between Independence and Sacramento beginning in 1851. Operating as two separate lines—Salt Lake City being the connecting point—the service operated monthly for most of the 1850s. For several years, the route west of Salt Lake City bent southward into southern California. But beginning in May 1858, the US Post Office Department offered—and subsidized—weekly service for the route east of Salt Lake City, and that October it began offering similar service over a direct (trans Sierra) route west to Sacramento. The net effect of these two actions was that beginning in October 1858, both passengers and mail could ride a weekly stage between Independence and Placerville. The ride took 38 days—substantially longer than the Butterfield could offer—and was not as frequent, but central route partisans now had a viable alternative to Butterfield’s “ox-bow route.”

Route Changes

No sooner had service begun than shortcomings in service demanded changes. The stages under Butterfield’s direct control, by all accounts, ran satisfactorily, overall. However, for the segment that Butterfield contracted out, between Memphis and Fort Smith, difficulties ensued shortly after the first westbound run, in mid September 1858. Postal inspector Goddard Bailey, who rode on the first eastbound stage, had hoped to head east from Fort Smith over the route, but according to his report to the postmaster general, he “abandoned the idea on learning . . . that I should probably be subjected to some delay. It is to be regretted that the contractors on this route have exhibited so little energy in meeting the comparatively trifling difficulties they have had to encounter. . . They have been behind time on all their trips from Memphis to Fort Smith.” Although details are sketchy, Butterfield apparently responded to the service difficulties by minimizing the stagecoach

portion of the route. Specifically, he purchased a riverboat—the Jennie Whipple—in order to take passengers and mail along the Arkansas River between Little Rock and Fort Smith. The steamboat was placed in service in mid December 1858, but was unable to operate due to low water levels. Soon afterward, Butterfield personally inspected the route and, according to one report, “assured the people that they would soon have no further grounds for complaint.” As part of his work on this route, he worked with the Little Rock and Memphis Railroad, a line that had been chartered in 1853; by 1858, its tracks extended from Hopefield (West Memphis) west to the St. Francis River, which was located just east of Madison. He also provided additional stock and equipment to Chidester and Reeside, which was now providing stage service over a rough and flood prone route between the Madison area and Fort Smith. Research thus far has identified and located only about ten stage stations along this route that were used during the Butterfield period.

Less than a year after Butterfield service commenced, the first route changes took place. Both occurred during the summer of 1859. One, technologically driven, was the result of the Pacific Railroad extending its tracks west 5.7 miles west from Tipton. At the railroad’s intersection with the old Boonville to Springfield mail route, it opened up a new station—Syracuse—which thereafter served as the transfer point between rail and stage. Then on August 1, 1859, the most significant change during the line’s history took place, in west Texas. Between Horsehead Crossing and El Paso, company officials had learned the hard way during the previous 10 and a half months that this 292 mile northern, or Guadalupe Mountain route (that skirted into New Mexico for a short while) was less than desirable. They abandoned the route and instead adopted a more southerly 314-mile Davis Mountain variant that headed west and southwest from Horsehead Crossing to Fort Davis, Fort Stockton, and the valley of the Rio Grande below El Paso. Various reasons have been posited for the change; more dependable water sources was certainly a factor, but less rugged terrain and the need to service three newly established forts (Stockton, Davis, and Quitman) doubtless played a role as well. This route change resulted in the abandonment of perhaps seven Butterfield relay stations and the establishment of approximately six others.

An additional route alteration took place in the spring of 1860 in north central Texas. One of the difficulties of travel in this area was the crossing of the Trinity River’s West Fork, located between Earhart’s Station and Jacksboro. Because the crossing spot was at grade, stages during the spring flood season often had to wait hours or days or cross, or else risk a high water crossing. In response, an ad hoc committee of Wise County residents recommended to Butterfield in late 1859 that the 55 mile route between Davidson’s (located just west of Gainesville) and Jacksboro be rerouted south to include Decatur, the Wise County seat. As an inducement, the group pledged to build a “traversable road” across the county (which included most of the mileage between Davidson’s and Jacksboro), and also to build secure bridges across both Denton Creek (northeast of Decatur) and the West Fork of the Trinity River (near the site of present day Bridgeport). Both Butterfield officials and the US Post Office Department accepted the new routing, the bridges were built, and the rerouting took place during the spring of 1860. This change, which added 10 miles to the route, resulted in the loss of two relay stations but the establishment of four new ones.

By 1860, Butterfield’s Overland Mail Company was a proven technological and logistical success. Given Butterfield’s insistence on a high quality, well-funded operation—that was undergirded with the secure knowledge that he would have until 1864 to amortize his expenses—Butterfield’s line effectively served as the only regularly scheduled passenger and mail service between the Mississippi River valley and the Pacific Coast. By doing so, California (and the new state of Oregon, which achieved statehood in 1859) was now far less isolated than it had been previously. By all accounts, the Butterfield was well liked by both politicians (the 1858 Postmaster General’s report called it a “conclusive and triumphant success”) and western residents; the lone dissenters were those whom, due to sectional jealousies, continued to advocate for an equivalent service along the

Central Route. As one participant noted, “the Overland is the most popular institution of the Far West. . . So regular is its arrival that the inhabitants know almost the hour and the minute when the welcome sound of the post horn will reach them.”

Financial Challenges Intervene

During this period, the line became increasingly popular for mail service. When service was inaugurated in September 1858, the US Post Office Department decided that the only letters that would accompany the stage would be those marked “per overland mail.” Therefore, only “two diminutive bags of mail” headed west from St. Louis. The regularity and punctuality of the service, however, brought increased volumes of mail on seemingly every stage. Fragmentary evidence suggests that the number of letters more than quintupled between December 1858 and July 1859. The postal volume—most of which went all the way from one terminus to the other—continued to increase to the point that the total postal receipts for the route quadrupled between 1859 and 1860.

The Butterfield was also a key route for passengers. “At first,” noted one historian, “there was a sharp demand for seats at the San Francisco terminus, and one passenger reported that over one hundred persons were on the waiting list when he left in November 1858.” As time went on, the waiting list ebbed and flowed, and both “through passengers” and “way passengers” used the service. Scattered news articles from the St. Louis newspapers suggest that each eastbound stage averaged two passengers who had boarded the stage in either San Francisco or Los Angeles and ridden all the way to Memphis or St. Louis. In addition, the stage was the lifeblood of the communities along the route, so the stages typically had a sprinkling of Army officers, politicians, lobbyists, international travelers, and others.

Despite the apparent appeal that the Butterfield line held to passengers, and the ever-increasing volume of mail that went over the route, the long-term success of the venture was anything but assured. On March 14, 1859—just six months after operations began over the line—Aaron Brown died, and six days later Joseph Holt, from Kentucky, was appointed as the new postmaster general. As one source noted, Holt “apparently entertained no friendly feeling toward the Californians,” so to cut costs, he “set about inaugurating a policy of rigid curtailment of expenditures in every branch of the Pacific mail service.” Inasmuch as the western states and territories, at that time, were being served by six postal routes (Butterfield’s route, the San Antonio to San Diego line, two maritime routes, and two overland lines over the central route), he calculated that the US Post Office Department was spending \$4.14 in support of postal services for each western resident. The Butterfield, successful as it was during 1859, brought in postal receipts of just \$27,229, a figure that was just 4.5% of the government’s subsidy. He, therefore, tried to reduce the Butterfield to a weekly service, but the Buchanan’s attorney general, Jeremiah Black, rebuffed Holt, citing specific contract language.

Although the government was unable to make changes to Butterfield service, officers within Butterfield’s company—recognizing that the president was continuing to spend more on the line’s operations than the government was providing in subsidy—became increasingly restive at the company’s financial situation. This situation became acute because Congress, in 1859, failed to pass its annual US Post Office Department appropriation bill; this action, at least temporarily, held up the company’s \$50,000 monthly subsidy payments. This economic drain necessitated the need for outside loans, which the well-heeled Well Fargo and Company was able to provide, and at some point—probably in 1859—Wells Fargo interests assumed de facto control of the Overland Mail Company.

The financial gloom was exacerbated in early 1860, when veteran freighters William Russell, Alexander Majors, and William Waddell announced plans for the Pony Express, a service over the central route that would be operated by the Central Overland California and Pike's Peak Express Company. Butterfield, perhaps overreacting, perceived that the trio's move was part of a bid to Congress for a daily mail contract over the route. In response, Butterfield—despite the company's ongoing losses—wanted to begin a similar, daily operation over the “ox-bow route.” The Overland Mail Company's directors refused to go along with Butterfield's proposal, and in response, Butterfield was removed from the presidency in mid March 1860.

This left the company under the financial control of Wells Fargo and Company, which had underwritten much of the company's ongoing losses; William B. Dinsmore, one of the Wells Fargo representatives, was voted in as the new company president. The Pony Express, in early April 1860, began operating between St. Joseph, Missouri and Sacramento, California, and the time needed to send letters between the Mississippi River valley and California was drastically reduced from a scheduled 24 days to just 10 days. Ironically, however, the Pony Express's service turned out to be weekly, not daily, the Pony Express did not win a government mail contract, and the inauguration of this service had little or no impact on Overland Mail Company operations.

The spring of 1860 brought more bad news to the Overland Mail Company's directors. Sectionalism, which had been hanging over virtually all congressional decision making ever since the Compromise of 1850, was more powerful than ever, and in late April 1860 it came to a head when Democratic Party leaders met, in Charleston, for their presidential convention. Perhaps because of the convention's location, the party was unable to select any candidate who could win the votes of two thirds of the convention's membership. Northern and southern candidates, along with a third group of border state moderates, split up into separate factions, and each nominated their own presidential candidates at separate venues during May and June. Meanwhile, in mid May, the Republicans met in Chicago in mid May, and on the third ballot they decided upon a “dark horse”—Abraham Lincoln, an ardent anti-slavery advocate—as their presidential candidate. Due to the Democrats' lack of unity, it was widely recognized that Lincoln would be elected president, and many leaders—particularly those in the South—spoke openly about the inevitability of disunion if Lincoln won the White House.

Even more bad news—this more technological in nature—came on June 16, when Congress passed a bill instructing the secretary of the treasury to subsidize the building of a transcontinental telegraph line to connect the Missouri River and the Pacific Coast. Although no moves were made that year to begin constructing the line, the various Overland Mail Company directors knew that the completion of the line would have an immediate, and negative, impact on mail volumes.

On November 6, 1860, Abraham Lincoln, as expected, defeated three other candidates for the United States presidency, even though he won only 40% of the popular vote. Just six weeks later, on December 20, 1860, representatives from South Carolina met and voted to secede from the union. Then during a 10-day period in mid-January 1861, four more of the southern states did the same. On February 1, Texas made a similar move, and just three days later, representatives from the seven seceded states met in Montgomery, Alabama, and formed the Confederate States of America. Texas, in a February 23 statewide referendum, sanctioned the results of its February 1 convention vote.

Before long, the dissolution of the United States began to have impacts on the Overland Mail route—first in Texas, then on a more general scale. Although Cooke County (where Gainesville was located) and Grayson County (where Diamond's Station was located) were two of only 18 Texas counties to vote against secession, these two relay stations were deemed potential trouble spots. In

response, the company rerouted approximately 85 miles of its route, in north central Texas, from Sherman to Decatur. However, unsafe conditions along the route, most likely in north central Texas, forced the company's directors to, at least temporarily, limit its operations to those areas east from Fort Smith and west from Tucson.

The Southern Route is Abandoned

By the closing days of the 36th Congress, many senators and representatives from the southern states had already left Washington in favor of their home states. Perhaps because its voting strength was now top heavy with northerners, on March 2, 1861, Congress voted to order the Overland Mail Company to move the location of its route from the southern or "ox-bow route" to the central route. Although this action legislatively brought the "ox-bow route" to a close, the line soldiered on, at least in the short term. On March 6, the last eastbound stage left Tucson with a large amount of accumulated mail, while the last westbound stage left for San Francisco in early April. Both stages made it through Texas safely.

The Civil War started on April 12, 1861, so the Overland Mail Company, now firmly under the control of Wells Fargo, had no problem moving out of Confederate territory to the south and on to the Central Overland Route. Because Congress had ordered the company to commence service on the central route beginning on July 1, most of April, May, and June witnessed the passage of no overland mail. The company, however, was able to follow its congressional dictum, and on July 1, the first Overland Mail Company stage over the central route left St. Joseph, Missouri. On July 18, it reached San Francisco. This line competed with the Pony Express—that operated along the same route—until the fall of 1861, when the Pony Express officially ceased doing business.

Throughout that year, however, technology—in the form of a transcontinental telegraph line—was quickly closing the gap between the Great Plains and California. The Overland Telegraph Company of California, along with the Pacific Telegraph Company of Nebraska, built its lines toward each other. During this period, the Pony Express operated as usual, with letters and newspapers being carried all the way from St. Joseph to Sacramento. Telegrams, however, were carried only between the rapidly advancing wire ends. On October 24, 1861, the eastern and western lines met in Salt Lake City, and a telegram that day was successfully sent from San Francisco to New York City. On that day, the Pony Express was officially terminated, but it was not until November that the last letters completed their journey over the route.

Not long afterward, in June 1862, Congress passed the first Pacific Railroad Act, after which construction began on the long awaited transcontinental railroad; the Central Pacific began building east from Sacramento in 1863, while the Union Pacific built west from Omaha beginning in 1865. For the remainder of the decade, stagecoaches over the Central Overland Route continued to provide a primary mail link between the Missouri River valley and California. It continued to serve that role until May 10, 1869, when crews for the Central Pacific and the Union Pacific met at Promontory, Utah, connecting the east and west coasts by railroad. For many years thereafter, stages continued to serve communities throughout the west. Never again, however, would they play the central role in serving the nation's transportation and communications needs that it did during the late 1850s and early 1860s, when the Overland Mail Company's coaches rumbled over the "ox-bow route" between either St. Louis or Memphis and San Francisco.

In the wake of the closure of the stations along the "ox-bow route," the route itself was effectively abandoned for long distance travel, although specific sections of it continued to be used for regional or local purposes. Austerman notes (1985: 188) that George H. Giddings kept the San Antonio, Texas, to Mesilla, New Mexico, route running under a new Confederate contract until

February 1862, when Confederate postal authorities curtailed the route west of El Paso. Many of the stations at the eastern and western ends of the line continued to operate as taverns, stores, and farmhouses, much as they had prior to September 1858. However, in the less settled portions of the country, these stations—all too often—began to fade away. In the treeless portions of the route, local residents and travelers were quick to take advantage of the available wood that had been used to construct roofs, doors, and corrals; and once the wood had been removed, the sod, adobe, and other native materials quickly fell away or disintegrated. Even in the more settled areas, short-term needs rather than permanence was the norm as farmers moved on, field invaded once unplowed land, stores were replaced, and taverns were incorporated into larger urban structures. By the end of the 19th century, and certainly by the 1920s or 1930s, the landscape that had once constituted the eastern end of the Butterfield route had been altered to an extreme. The desert portions of the western route of the Butterfield Trail still exhibit some vestiges of those landscapes that the users of the trail must have experienced, and even some extant or restored stations. As archeological sites, of course, even the ruined locations still have great historical significance and important stories to tell about life on the trail.

Mapping the Route

The Overland Mail Company did not forge 3,000 plus miles of new trails and roads to establish their route as of 1858. In mapping the approximate original Butterfield Route, contemporaneous route descriptions were compared to later field research where available—always bearing in mind Postmaster General A.V. Brown’s specific instructions in 1857 as follows: “from St. Louis, Missouri, and from Memphis, Tennessee, converging at Little Rock, Arkansas; thence via Preston, Texas, or as nearly so as may be found advisable, to the best point of crossing the Rio Grande above El Paso and not far from Fort Fillmore (New Mexico); thence, along the new road being opened and constructed under the direction of the Secretary of the Interior, to Fort Yuma, California; thence through the best passes and along the best valleys for safe and expeditious staging, to San Francisco.” For the most part, the Butterfield Route connected several known roads—in keeping with Postmaster General Brown’s instructions.

In Missouri, the Butterfield Route originated by rail on the Pacific Railroad from St. Louis to Tipton, Missouri, and then Syracuse, Missouri, before tracking known local roads southward to Arkansas. Through western Arkansas, the route again tracked known local roads as well as those forged by the military in establishing the boundary with Indian Territory during the 1830s and 1840s as well as portions of the Trail of Tears routes used by the US military during the Indian relocation movements of the 1830s. On the Memphis to Fort Smith leg, the Butterfield Route essentially tracks the military road established to link those two settlements beginning in the late 1820s.

Through Oklahoma and into Texas, The Butterfield Route followed documented Choctaw Nation roads established after the relocation of 1830 into the historic “Texas Road” / Osage Trace that was the main emigrant route and military road from Fort Gibson, Kansas, to Texas predating the Butterfield. As a general reference, much of the Butterfield route roughly traced roads described by Randolph Barnes Marcy from Fort Smith, Arkansas to Doña Ana, New Mexico, in the 1840s (Marcy 1859).

In northeast and north central Texas, the Butterfield route diverged from Marcy’s 1849 expedition route but appears to track roughly other trails identified by Marcy during another expedition through Texas in 1854. Through western New Mexico and Arizona, the Butterfield Route tracks routes identified by John Russell Bartlett (1850–1853) during his survey as Boundary Commissioner to establish the US-Mexico border in conjunction with negotiation of the Gadsden Purchase

(Bartlett 1854). This route also follows sections of the Mormon Battalion route from Kanessville (Council Bluffs), Iowa to San Diego, California (1846–1847).

In western Arizona and into Southern California, the Butterfield Route substantially tracked the early route of the Juan Bautista de Anza expedition (1774), as did Bartlett. Into Central and Northern California, the Butterfield Route roughly tracks the de Anza trail (with some modifications) as well as the Camino Real / Mission Trail (1600s) and several local trails that connected gold camps and settlements established by the “49ers.”

Historical maps are available for each state dating from the early 1850s that help to identify what later became the Butterfield route. Another excellent resource for Texas and New Mexico is the Map of Texas and Parts of New Mexico published in 1857 by the United States War Department Topographical Engineers. Additionally, several maps from the Official Records Atlas of the Union and Confederate Armies (1873) help to identify various Butterfield route segments and locations that were near or relevant to Civil War troop movements and encampments. Ormsby contains some route descriptions and approximated mileages. Lang (1940) has transcribed several other contemporaneous reports that describe and give approximated mileages for a scattering of station locations.

Given that Postal Inspector Goddard Bailey’s report to Postmaster General Brown was the “official word” on the itinerary and mileages in 1858, it is prudent and reliable to compare Ormsby, the Lang transcriptions and modern data to Bailey’s mileage reports in setting a foundation for actual routes. It should be noted that the coaches ridden by Bailey were outfitted with an early version of an odometer (attached to a rear wheel of the coach) so as to render a “true” reading of the mileages for his official report to the postmaster. For this reason, Bailey’s measurements have been considered the most reliable “scientific data” as of 1858.

Where Ormsby and other journalistic chroniclers stated mileages that differed from (or were not measured by) Bailey, said data has been included in the reports—but the journalists generally relied on the word of the drivers that the distance from “Station A” to “Station B” was a given number of miles. Comparison of all of the early maps and reports helps to establish the Butterfield Route when these established earlier routes are aligned to Bailey’s mileages and Ormsby’s narratives. Further, comparing all of the early data to modern terrain maps and the array of modern Township / Range or global positioning system / geocache data and writings establishes reliable approximations of the original Butterfield Route.

Current satellite map overlays, terrain maps and topographic maps were then compared to Bailey’s mileages, the known station locations and the modern field research to discover “the best roads and valleys” through a given area as the early data was overlaid onto modern maps. Given these parameters and resources, the overall Butterfield Overland Mail Route data was plotted “station by station” onto a series of 173 mapped segments. Each identifiable station location, notable topographic location, geological landmark and many relevant state historical markers were plotted on the individual maps—thus creating a series of identifiable “dots” to be connected.

Using that series of “dots,” what was known of the route was plotted point to point given the specific terrain of a given area using Bailey’s measured mileages as a guideline for what “should be” the distance of the route segment. Where specific route descriptions have been offered according to contemporaneous reports, those descriptions have been included in the segment reports.

In other cases, local field research (1930s to present) has detailed the original route through much of the overall trail. Where that data has been discovered, it has been included in the individual

segment reports. On the other hand, there are a few cases where there still appear to be more than one candidate for the optimum “original route.” Those specific cases have been discussed in the individual segment reports.

In some instances where the originating station locations remain obscure, there may be a slight margin of error in the segment mapping. Those cases have been specifically detailed in the individual segment narrative reports. Reliable modern data (1930s to present) has also been collected and published that helps to identify many of the route segments of the Butterfield Overland Trail. State by state, the most reliable modern data and descriptions regarding the original Butterfield Route discovered to date have been recorded by the following:

Trail wide:

- Kirby Sanders—*The Butterfield Overland Mail Oxbow Route, 1858–1861*. Prepared for the NPS, National Trails Intermountain Region (Sanders 2011).

Arizona:

- Gerald Ahnert—*Retracing the Butterfield Overland Trail through Arizona; a Guide to the Route of 1857–1861* (Ahnert 1973), and a new version published in 2011. Mr. Ahnert also supplied a substantial amount of assistance and direction in establishing the segment routes and station sites in correspondence as of 2010.
- Dan Talbot—*Historical Guide to the Mormon Battalion and Butterfield Trail* (Talbot 1992).

California:

- Chris Wray of the Oregon—California Trails Association, supplied a substantial amount of unpublished data and assistance based upon recent mapping and geographic information system data gathered by Orange County Transportation Authority mapping teams in Southern California (Pilot Knob / Andrade, California to Warner Ranch). Said data was also compared to existing information published regarding the NPS de Anza Trail
- Through the Central Valley and into Northern California, the data appears to be more scattered. In that area, however, information establishing the early Camino Real and Mission Trail was used to verify the routes. Where possible, local and regional experts were contacted and interviewed regarding the route through their area.

Missouri and Arkansas:

- Donald Mincke—*Chasing the Butterfield Overland Mail Stage* (Mincke 2005)
- Kirby Sanders, *supra*

New Mexico:

- George Hackler—*The Butterfield Trail in New Mexico* (Hackler 2005). Mr. Hackler also supplied a substantial amount of assistance and direction in establishing the segment routes and station sites in correspondence as of year 2010.

Oklahoma:

- Butterfield Centennial Committee Report—“Butterfield Overland Mail” (Oklahoma Historical Society 1958)

Texas:

- A.C. Greene—*900 Miles on the Butterfield Trail* (Greene 1994)
- Glen Ely—*The Texas Frontier and the Butterfield Overland Mail, 1858–1861* (2016)

Findings Regarding the Route

Because of the results of historic research, the NPS finds that the Butterfield Overland Trail study route—except for the eastern feeder routes and the short section in Mexico—is historically significant and is sufficiently known to permit evaluation of the potential for public recreation and historical interest.

The trail meets criterion 11A for designation as the Butterfield Overland National Historic Trail.

Criterion 11B

It must be of national significance with respect to any of several broad facets of American history, such as trade and commerce, exploration, migration and settlement, or military campaigns. To qualify as nationally significant, historic use of the trail must have had a far-reaching effect on broad patterns of American culture. Trails significant in the history of Native Americans may be included.

Significance under NHL Criteria

Proposed national historic trails—just as proposed historically themed national park units—must qualify under at least one of six criteria⁵ that apply to National Historic Landmarks, in accordance to regulations issued subsequent to the National Historic Sites Act of 1935. An NPS bulletin that pertains to the National Register of Historic Places, titled, “How to Apply the National Register Criteria for Evaluation,” states “The quality of national significance (when considering potential National Historic Landmarks) is ascribed to districts, sites, buildings, structures, and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association, and:

1. *That are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or*
2. *That are associated importantly with the lives of persons nationally significant in the history of the United States; or*
3. *That represent some great idea or ideal of the American people; or*
4. *That embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or*
5. *That are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or*
6. *That have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.”*

⁵ Also see Appendix D.

Of the six NHL criteria, criteria 1 and 3 have been determined as most applicable to properties associated with the Butterfield Overland Trail. Meeting any one of the six criteria meets qualification requirements, thus the finding of the NPS is that the Butterfield Overland Trail is nationally significant under NHL criteria. Evaluating the integrity of trail resources is also part of process of determining significance. The National Register of Historic Places defines seven aspects of integrity: location, design, setting, materials, workmanship, feeling, and association. The Butterfield Overland Trail operated in both urban and rural settings. In many cases, the urban settings have changed drastically in the more than 150 years since the trail was in use. Many of the rural settings have changed little, especially from west Texas to the California deserts. Although archeological and historical research has been done in some areas, few trail related resources have been thoroughly documented or had their condition assessed. Nevertheless, based on Kirby Sanders' work done as part of this study (2011), many known trail resources have a high degree of integrity on most of the aspects of integrity defined by the National Register of Historic Places⁶.

Significance under Thematic Criteria

The NPS also evaluated the national significance of proposed national historic trails by evaluating whether they are part of broad, recognized themes in American history. The NPS has long operated under one of a series of thematic frameworks. Because of a widespread perception that the practice of history had changed dramatically over the years, Congress passed a bill in 1991 (Public Law 101-628) which included a provision (section 1209) directing the NPS to revise its thematic framework for history and prehistory to reflect current scholarship and represent the full diversity of America's past. That law, in turn, brought forth a convocation of historians and other scholars that met at a June 1993 workshop in Washington, DC. That meeting was evenly divided between NPS professionals and the academic community, with participants from the Organization of American Historians, the National Coordinating Committee for the Promotion of History, and the American Historical Association.

Emanating from that workshop was the 1994 publication and distribution of the NPS Revised Thematic Framework, which is still in use today⁷. That document envisions American history as being a complex interrelationship of people, time, and place that are manifested in eight broad themes as follows: (1) Peopling Places, (2) Creating Social Institutions and Movements, (3) Expressing Cultural Values, (4) Shaping the Political Landscape, (5) Developing the American Economy, (6) Expanding Science and Technology, (7) Transforming the Environment, and (8) Changing Role of the United States in the World Community. Within each theme, the document also provides a list of subsidiary topics that further define and describe that theme.

As noted below, this document recommends that the proposed Butterfield (as signified in section 5303 in the 2009 omnibus parks bill) is nationally significant under three separate themes. Each of these themes describes an overall theme, and subsidiary topic as delineated under the NPS's 1994 Revised Thematic Framework. In addition, it describes for each theme, one of 30 Areas of Significance, each of which is also listed in the NPS bulletin titled, "How to Apply the National Register Criteria for Evaluation" (see above). Finally, it describes the NHL criterion associated with each theme.

The NPS has found that the Butterfield Overland Trail is also nationally significant for its association with the following three themes from the NPS's Revised Thematic Framework:

⁶ National Register Bulletin 15, pp. 44ff, NPS, Washington, DC.

⁷ See Appendix E.

1. Theme III (Expressing Cultural Values), topics 3, 4, and 6 (literature, mass media, and popular and traditional culture); NHL criterion 3—A theme that represents some great idea or ideal of the American people.

Although the Overland Mail Company operated along the so-called “southern route” for only two and a half years, the fact that it was the first “transcontinental” stage route that resonated with Americans. Mid-19th century Americans, particularly in the western states and territories, appreciated and depended upon the service, and—perhaps because the Butterfield was a well-known, long-distance stage route—later generations of Americans (thanks to western novels, motion pictures, and television) recognized that the stagecoach was an iconic western symbol and the Butterfield’s stature grew as a result. Today, “the Butterfield” is a name that is well-known to many Americans who may be ignorant of where the line went and when it operated; for this reason, many commercial establishments, both along the trail corridor and elsewhere, bear the names “Butterfield Trail,” “Butterfield Stage,” and similar appellations. Designation of a Butterfield national historic trail would raise Americans’ awareness and understanding of this authentic component of American history.

2. Theme IV (Shaping the Political Landscape), topic 1 (political ideas, cultures, and theories); NHL criterion 1—An association with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of American history.

An overriding contextual theme in the Butterfield’s history—that determined virtually every facet of the line’s route and operation—was sectionalism. During the 11-year period between the Compromise of 1850 and the outbreak of the Civil War (in April 1861), virtually every congressional decision of any consequence was made—or not made—in the context of sectionalism. These decisions included the authorization for Pacific Railroad surveys (1853), the lack of action for the next several years regarding either a long-distance wagon road or railroad; the authorization (though not the funding) for postal routes (1856), the authorization for wagon roads (February 1857), the authorization for the Overland Mail Company route (March 1857), and—perhaps most significantly—the selection of which route, or routes, over which the Overland Mail Company stages would ride (July 1857). This sectionalism would be exacerbated by the establishment of the Pony Express (April 1860) and by subsequent nationally significant political events.

3. Theme V (Developing the American Economy), topic 3 (transportation and communication); NHL criterion 1—An association with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history.

The primary basis for recognizing the Butterfield’s Overland Mail Company as being nationally significant is that it fulfilled a critical need—expressed by a broad range of Americans—to tie California, and various western territories, more closely to the long-established portions of the US east of the Mississippi River. Prior to September 1858, transportation and communication between the Mississippi River valley (or the east coast) and the Pacific Coast—for passengers, mail, express, and other forms of freight—took place on a twice-monthly basis via a sea route that connected to the Pacific Coast via the Isthmus of Panama. The implementation of the Butterfield route brought the disparate parts of the country together by providing twice-weekly stages to and from

California; just as important, it satisfied the long-expressed need to have an overland route that ran entirely within the country's borders.

Period of Significance

Period of significance refers to the span of time during which significant events and activities occurred⁸. The period of significance for the Butterfield Overland Trail is proposed to be between 1858 and 1861 because that is the period during which the Overland Mail Company was in operation on the "ox-bow route." However, while the company operated over the "ox-bow route" beginning in 1858, two key events during 1857 helped set up the operation. These include the following: 1) the congressional authorization, in March 1857, of a highly subsidized postal route between the Mississippi River and San Francisco, and 2) the June 1857 award, and the subsequent beginning of operation of, the San Antonio and San Diego Mail Route. As noted in the background history, Congress had authorized a postal route between San Antonio and San Diego in August 1856, but Postmaster General Aaron Brown did not respond to that authorization until 1857. The fact that Brown informally awarded contracts over these two routes within a month of each other, and the fact that both lines ran over the same route between El Paso, Texas and the Vallecito-San Felipe area in California, suggests that the history of these lines are tied closely together. Any interpretation of the Butterfield operation would be incomplete without a contextual discussion of the San Antonio-to-San Diego Mail Route as well. The end of the period of significance is late 1861. The Overland Mail Company, at this point managed by Wells Fargo, ran on the central overland route to the north after then until the system failed because of the completion of the transcontinental railroad.

Effect on Broad Patterns of American Culture

The trail is nationally significant to American history because it represents a great idea or ideal of the American people. Today "the Butterfield" is a name that is well known to many Americans. The name shows up on trail markers, buildings, and commercial establishments (Figure 2.5). The name and the trail have had a far-reaching effect on the broad patterns of our culture. Additionally, the trail is associated with events that have made a significant contribution to the broad national patterns of American history because the route fulfilled a critical need to tie disparate parts of the country together and satisfied the need to have an overland route that ran entirely within the continent's borders. The US Postal Service issued commemorative stamp in honor of the Overland Mail Company in its centennial year of 1958.

⁸ National Register Bulletin, "Researching a Historic Property," Eleanor O'Donnell, 1991, revised 1998.

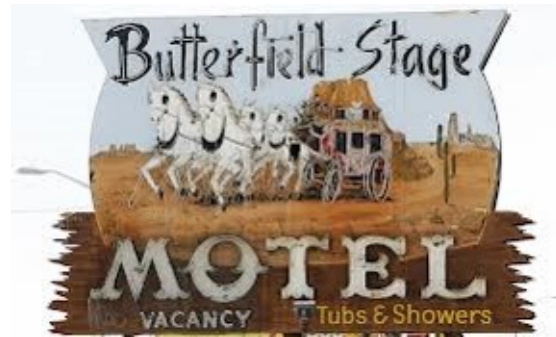


Figure 2.5. A Butterfield Overland Mail marker near El Paso, TX; a sign for the Butterfield Stage Motel in Deming, NM; and the logo for the Butterfield Trail Middle School in Van Buren, AR.



Figure 2.6. Overland Mail commemorative stamp issued in 1958

Findings Regarding National Significance

The NPS makes the following findings regarding national significance.

The Butterfield Overland Trail is nationally significant under NHL criteria 1 and 3.

The Butterfield Overland Trail is also nationally significant for its association with the following three themes from the NPS's Revised Thematic Framework:

1. Theme III (Expressing Cultural Values), topics 3, 4, and 6 (literature, mass media, and popular and traditional culture); NHL criterion 3—A theme that represents some great idea or ideal of the American people.

2. Theme IV (Shaping the Political Landscape), topic 1 (political ideas, cultures, and theories); NHL criterion 1—An association with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of American history.
3. Theme V (Developing the American Economy), topic 3 (transportation and communication); NHL criterion 1—An association with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history.

The period of significance for the trail is 1858-1861.

The trail has had a long-lasting effect on the broad patterns of American culture.

The trail meets criterion 11B for designation as the Butterfield Overland National Historic Trail.

Criterion 11C

It must have significant potential for public recreational use or historical interest based on historic interpretation and appreciation. The potential for such use is generally greater along roadless segments developed as historic trails and at historic sites associated with the trail. The presence of recreation potential not related to historic appreciation is not sufficient justification for designation under the category.

Potential for public recreational use and historic interest derives from several factors. These include the existence of actual trail resources and historic sites tied to the period of significance of the trail including the presence of sections of the trail and sites with good integrity. Research conducted for this study revealed sufficient information about the trail as a whole and about specific historic sites and events found along it, and potential for the development of opportunities for the public to retrace the original route.

The Butterfield Overland Trail as a national historic trail offers potential for historical interest and recreational use related to historic interpretation and appreciation. Historic resources and sites tied to the trail exist primarily in the form of built properties such as stage stations, saloons, hotels, trading posts, historic towns along the route, residences, ranches, and cemeteries; or natural features such as river crossings, waterholes, springs, and natural landmarks. However, a large percentage of structures related to the trail and the trail era were either ephemeral in nature or have been destroyed by time, fire or deliberate demolition, leaving only a small fraction of original structures standing or in viable condition. This also applies to some of the historic sites and trail segments that have been altered due to environmental changes, time, or other practices. It is also important to note that the majority of associated stage line structures were erected using local materials. Where adobe was the primary building material, not much remains of this type of structure. Even as archeological sites, however, such resources offer considerable potential for study and interpretation.

The Butterfield Overland Trail offers opportunities for the public to enjoy and learn about the history and significance of this historic stage route. The majority of these opportunities lie within existing facilities such as museums and visitor centers. Moreover, people can visit and experience

many historic sites tied to the period of significance. A list of existing sites that either interpret or have potential to interpret this trail is located in Table 2.1.

Although a large majority of the trail passes through private property, the potential exists for recreation and retracement opportunities. Developing a multiple-use hiking, biking, or equestrian trail along this study route is physically possible in places where the trail passes through public lands or in cases where landowners are willing to allow full or occasional access to their property. Some individuals who have stage route resources on their property have expressed interest in conserving their land for preservation purposes and allowing visitor access, use, and enjoyment of those resources. Hiking and horseback riding trails could be developed on public land where there are longer continuous stretches of the historic route. Such retracement trails could be enhanced by appropriate interpretation. In addition, portions of the trail follow existing roads, which can provide many opportunities for signing and interpreting along these rights-of-way.

The general location of the Butterfield Overland Stage is well known because of extensive documentation and marking of the route. However, further research is still needed to identify additional sites that are directly tied to the history of this trail. Designation of the trail would allow further research to be conducted.

The establishment of the Butterfield Overland Trail as a national historic trail would foster greater awareness of the events that took place between 1858 and 1861, and it most certainly would generate a greater level of appreciation and ownership among trail partners and the public. More specifically, congressional approval of this route as a national historic trail would increase the public visitation to associated museums and historic sites. It would also stimulate public travel along roads adjacent to the historic trail route and encourage the construction of new Butterfield related interpretive materials. Based on NPS experience with other national historic trails, designation would stimulate public interest in the preservation of stage related historic sites and other structural remnants remaining from the use of the Butterfield Trail as a stage route. The administrative activities to be developed related to the route would be addressed in a comprehensive plan, which—if trail designation were approved by Congress—would be written shortly after the appropriate congressional legislation was signed into law.

Findings Regarding Public Recreation Potential

The NPS finds that the Butterfield Overland Trail has sufficient potential for public recreational use or historical interest to meet criterion 11C of the National Trails System Act for designation as a national historic trail.

The trail meets criterion 11C for designation as the Butterfield Overland National Historic Trail.

SUMMARY OF QUALIFICATION CRITERIA

The NPS has evaluated the national significance of the Butterfield Overland Trail as a national historic trail. The NPS has found that the trail meets the designation criteria, is nationally significant during the period 1858-1861, and that designating the trail routes as a national historic trail is feasible, suitable, and desirable given the known resources associated with the trail, should Congress choose to do so.



A BUTTERFIELD OVERLAND STAGECOACH IN TEXAS, 1859

CHAPTER 4: COMPLIANCE, CONSULTATION, AND COORDINATION

COMPLIANCE WITH PUBLIC LAW 111-11

Public Law 111-11 assigned three tasks to the Secretary of the Interior with regard to the Butterfield Overland Trail Special Resource Study. The first two tasks, stated in part (a) of the law, were to evaluate:

- (a)
- (1) *a range of alternatives for protecting and interpreting the resources of the route, including alternatives for potential addition of the Trail to the National Trails System; and*
 - (2) *the methods and means for the protection and interpretation of the route by the National Park Service, other Federal, State, or local government entities, or private or nonprofit organizations.*

Part (b) of the law specifies the requirements for the study tasks in subsection (a):

(b) STUDY REQUIREMENTS.—The Secretary shall conduct the study required under subsection (a) in accordance with section 8(c) of Public Law 91–383 (16 U.S.C. 1a–5(c)) or section 5(b) of the National Trails System Act (16 U.S.C. 1244(b)), as appropriate.

Part (c) of the law contains the third task, the preparation of a report of the study results:

(c) REPORT.—Not later than 3 years after the date on which funds are made available to carry out this section, the Secretary shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report containing—

- (1) the results of the study conducted under subsection (a); and*
- (2) any recommendations of the Secretary with respect to the route.*

Task 1: Evaluate a Range of Alternatives

The NPS considered four alternatives to meet this task, each of which is described below. The NPS has found that the Butterfield Overland trail as described in alternative 4 meets the criteria for national significance, and is feasible, suitable, and desirable for designation as a national historic trail. The other three alternatives considered to protect the trail and its resources have had little public support, do not meet task objectives of protecting and interpreting the resources of the route, and/or offer no advantages to designation as a national historic trail.

Alternative 1: Designate a National Heritage Corridor

A National Heritage Area or Corridor is a site or route designated by Congress that is intended to encourage historic preservation of the area and an appreciation of the history and heritage of the site. There are currently 49 National Heritage Areas or National Heritage Corridors. National Heritage Areas (NHAs) or Corridors (NHCs) are not NPS units nor are they necessarily federally owned or managed land, although portions of NHA/NHC areas may lie on federally managed land. NHAs/NHCs are administered by state governments, non-profit organizations, or private corporations. The NPS provides an advisory role and limited technical, planning, and financial assistance.

NHAs/NHCs are created by Congress. Each area has its own authorizing legislation and a set of unique resources and goals. Areas considered for designation must have specific elements. First, the landscape must be a nationally unique natural, cultural, historic, or scenic resource. Second, when the related sites are linked, they must tell a unique story about the US.

The designation of a national heritage corridor would likely only be successful if a potential management entity had already organized and identified itself and stepped forward during public scoping. No such entity expressed interest in pursuing a heritage corridor designation. When the public was queried regarding this possibility, they expressed the consensus that some kind of trail designation—not a corridor—was the most desirable and beneficial option to pursue for the Butterfield Overland Trail, and did not express support for designating the trail as an NHA or NHC.

Alternative 2: Continue Current Trail Protection Strategies

The NPS considered an alternative that would not produce any federal involvement, but instead allow current trail protection measures to continue. State and local agencies, **organizations, and individuals have undertaken many worthy protective, educational, and** interpretive activities for the Butterfield Overland Trail over the years. Other such efforts would undoubtedly occur if there were no federal involvement. However, the NPS felt strongly that without federal involvement, trail resources would likely be compromised or lost due to development and natural deterioration. Moreover, the NPS became convinced that educational and interpretive efforts would best be able to express the national significance of the trail in a comprehensive, organized, and unified way if a national historic trail administrator could do so along the entire length of the trail. The NPS believes that this alternative would not meet the objectives of this task.

Alternative 3: Designate a National Historic Trail with All Routes and Extensions

This alternative considered the designation of a national historic trail that would include the main stage route of the Butterfield Overland Trail along with all of the routes and extensions (in Texas, Missouri, and Arkansas—including railway lines and the ferry crossing from Memphis) related to the Butterfield Overland Mail route. This alternative would emphasize the comprehensive story of the movement of mail and passengers between east and west. This alternative would have a broad scope with a focus on the response to the congressional directive to move mail by any means between the west and east in the period immediately prior to the Civil War.

This alternative does not meet task objectives for several reasons. Along the route from St. Louis, Missouri, to Tipton, Missouri, nothing remains of the Butterfield Overland Trail experience. Stage stations were never located along this route, only the route of the Pacific Railroad; and to commemorate this section is not in keeping with the reasons for national significance as outlined in the approved national significance statement. Additionally, the ferry and railroad portions of the route in eastern Arkansas have similar issues.

Alternative 4: Designate a National Historic Trail but only with Nationally Significant Routes and Extensions

This alternative is identical to alternative 3, except that only the nationally significant stage portions of the route that are well-identified and meet all of the elements of NTSA were considered. The NPS determined that trail identification and protection, education, and interpretive efforts would best be accomplished for the public if the nationally significant portions of the trail routes were designated as a national historic trail. Identification and protection, education, and interpretation could then proceed in a comprehensive, organized, and unified fashion by a national historic trail administrator for the entire trail all along its routes. The NPS then determined that this alternative best meets the directives contained in the task.

Task 2: Evaluate Methods and Means for Protection and Interpretation of the Route

Based on the preceding alternatives, the NPS determined that trail identification and protection, education, and interpretive efforts would best be accomplished for the public if the nationally significant portions of the trail routes were designated as a national historic trail. Much good work

has been done at state, local, or individual levels, but those kind of efforts could be enhanced by a federal agency's participation and encouragement. Identification and protection, education, and interpretation could then proceed in a comprehensive, organized, and unified fashion by a national historic trail administrator for the entire trail all along its routes.

Task 3: Prepare a Report

The NPS has prepared this report to meet the requirements of section 5(b) of the NTSA as the law specifies. The report contains the results of the study and the Secretary's findings regarding the national significance of the trail, and its feasibility, suitability, and desirability for addition to the National Trails System.

COMPLIANCE WITH NEPA

Initial internal scoping within the NPS in 2010 concluded that an environmental assessment (EA) was the appropriate NEPA pathway for the study. The planning process proceeded along that pathway. The NPS conducted public scoping, consulted with SHPOs, consulted with tribes and consulted with agencies and other landowners/managers. The NPS developed EA alternatives for the trail study, characterized the potentially affected environment and environmental consequences, and prepared a draft EA.

In late 2015, the NPS determined that the study did not require an EA under NEPA, but could be covered by a categorical exclusion (CE), instead. Therefore, the NPS terminated the EA process with a notice of the termination placed on the NPS Planning, Environment, and Public Comment (PEPC), web site on December 7, 2016. The NPS then proceeded to use the following CE for NEPA compliance: Adoption or approval of surveys, studies, reports, plans, and similar documents that would result in recommendations or proposed actions that would cause no or only minimal environmental impact (NPS NEPA Handbook 3.2 R). Even though this CE is in a group that does not require documentation, the exclusion has been documented on a CE form. A copy of the form may be found in Appendix H.

PUBLIC INVOLVEMENT

During the analysis for this study, the NPS engaged interested and affected individuals, organizations, public agencies, and American Indian tribes. The study team sent out a newsletter, which included a summary of the purpose and scope of the study, in January 2012 during the initial phase of the study. The newsletter also served as a vehicle to solicit comments and feedback about the special resource study.

The scoping comment period was open from January 16, 2012 to May 18, 2012. The study team sent out press releases to various media outlets to inform the public about the study and the public scoping meetings. In February, March, and April of 2012, the NPS held 13 scoping meetings along the proposed routes. The main purpose of the scoping meetings was to solicit input and information pertaining to sites and route location, as well as opinions about the proposed designation.

The scoping meetings were held in the following locations in 2012:

- February 6—El Paso, Texas
- February 7—Las Cruces, New Mexico
- February 8—Tucson, Arizona

- February 9—Yuma, Arizona
- February 27—Los Angeles, California
- February 28—Bakersfield, California
- March 12—San Jose, California
- March 13—Sacramento, California
- April 10—Springfield, Missouri
- April 11—Fayetteville, Arkansas
- April 11—Fort Smith, Arkansas
- April 12—Atoka, Oklahoma
- April 13—Abilene, Texas

Additional information about the public scoping meetings, the attendees, and the comments received may be found at: <https://parkplanning.nps.gov/BUOVpubscopingrep>.

CONSULTATION WITH AMERICAN INDIAN TRIBES

During the scoping period in 2012, the NPS contacted 37 federally recognized tribes in Arizona, California, New Mexico, Missouri, Oklahoma, and Texas that currently reside or traditionally resided along or near the proposed routes. Each tribe was informed about the study and environmental assessment. The NPS also sent out newsletters to tribes in January 2012.

The American Indian tribes contacted included:

Arizona

- Ak-Chin Indian Community, Maricopa, Arizona
- Cocopah Indian Tribe, Somerton, Arizona
- Fort McDowell Yavapai Nation, Fountain Hills, Arizona
- Fort Yuma -Quechan Reservation, Yuma, Arizona
- Gila River Indian Reservation, Sacaton, Arizona
- Maricopa Indian Reservation, Maricopa, Arizona
- Pascua Yaqui Tribe, Tucson, Arizona
- Salt River Pima - Maricopa Indian Community, Scottsdale, Arizona
- San Carlos Apache Tribe, San Carlos, Arizona
- San Xavier Indian Reservation, Arizona
- Tohono O'odham Nation, Sells, Arizona
- Tonto Apache Tribe, Payson, Arizona
- White Mountain Apache Tribe, White River, Arizona

California

- Cahuilla Band of Mission Indians, Anza, California
- Campo Band of Kumeyaay Indians, Campo, California
- Cuyapaipe Band of Mission Indians, Alpine, California (now the Ewiiapaayp Band of Kumeyaay Indians)
- La Jolla Band of Luiseño Mission Indians, Pauma Valley, California
- La Posta Band of Mission Indians, Boulevard, California
- Lipay Nation of Santa Ysabel, Santa Ysabel, California
- Los Coyotes Band of Cahuilla & Cuperno Indians, Warner Springs, California
- Manzanita Band of Mission Indians, Boulevard, California
- Mesa Grande Band of Mission Indians, Santa Ysabel, California
- Pala Band of Mission Indians, Pala, California
- Pauma/Yuima Band of Mission Indians, Pauma Valley, California
- Pechanga Band of Luiseno Indians, Temecula, California
- Ramona Band, Anza, California
- Santa Ysabel Indian Reservation, Santa Ysabel, California
- Table Mountain Rancheria of California, Friant, California

- Tule River Indian Tribe, Porterville, California

Missouri

- Eastern Shawnee Tribe of Oklahoma, Seneca, Missouri

New Mexico

- Mescalero Apache, Mescalero, New Mexico

Oklahoma

- Caddo Tribe of Oklahoma, Binger, Oklahoma
- Chickasaw Nation of Oklahoma, Ada, Oklahoma
- Choctaw Nation of Oklahoma, Durant, Oklahoma
- Comanche Nation of Oklahoma, Lawton, Oklahoma
- Osage Nation of Oklahoma, Pawhuska, Oklahoma

Texas

- Ysleta Del Sur Pueblo, El Paso, Texas

Tribal comments provided during the scoping were documented in the scoping report, and incorporated into the document where appropriate.

Following the preparation of a draft special resource study and environmental assessment, policy changes resulted in the termination of the environmental assessment process and use of a categorical exclusion to achieve compliance with NEPA.

The NPS NEPA handbook of 2015 that documents some of these policy changes also contains the following guidance.

Consultation with Tribal Governments

If an NPS proposal would have substantial effects on one or more Indian tribes, on the relationship between the federal government and Indian tribes, or the distribution of power and responsibilities between the federal government and Indian tribes, the NPS is required by Executive Order 13175 to initiate government-to-government consultation with affected tribes. In the NPS, government-to-government consultation typically takes place between the park unit's superintendent and tribal leader. Although Executive Order 13175 requires consultation under limited circumstances, the NPS should, in general, consult with potentially affected tribal governments to the greatest extent practicable any time a proposal could affect those tribes.

As previously described, the NPS had contacted 37 federally recognized tribes in the trail states regarding this study during the scoping process for the EA. Following the termination of the EA process, the NPS contacted 49 tribes to consult with them about the agency's decision. NPS decided to contact all tribes within 25 miles of the proposed trail on this issue. This process resulted in written letters to the 37 tribes contacted during scoping, and 12 additional tribes⁹. The

⁹ The 12 additional tribes include: Agua Caliente Band of Cahuilla Indians of the Agua Caliente Indian Reservation, California; Capitan Grande Band of Diegueno Mission Indians of California (Barona Group of Capitan Grande Band of Mission Indians of the Barona Reservation, California); Cherokee Nation; The Chickasaw Nation; Fort Sill Apache Tribe of Oklahoma; Inaja Band of Diegueno Mission Indians of the Inaja and Cosmit Reservation, California; Mesa Grande Band of Diegueno Mission Indians of the Mesa Grande Reservation, California; Pala Band of Mission Indians; Pauma Band of Luiseno Mission Indians of the Pauma & Yuima Reservation, California; Pechanga Band of Luiseno Mission Indians of the Pechanga Reservation, California; Rincon Band of Luiseno Mission Indians of the Rincon Reservation, California; and the San Pasqual Band of Diegueno Mission Indians of California.

tribal concerns expressed during this phase of consultations have also been incorporated in the study document, and are summarized in Table 4.1 below.

Table 4.1. Summary of tribal response letters to EA termination consultation request.

TRIBE	INDIVIDUAL	DATE SENT	SUMMARY	NTIR REPLY
Agua Caliente Band of Cahuilla Indians	Pattie Garcia-Plotkin	3/27/2017	"Please provide our office with updates or a status report of the project as it progresses."	yes
Chickasaw Nation	Lisa John	5/9/2017	"Should Congress designate the trail, we would like to consult with your agency...The trail is significant to us as it is connected to our history and culture."	yes
Choctaw Nation of Oklahoma	Daniel Ragle	4/19/2017	"The Choctaw Nation of Oklahoma would agree that the Butterfield Overland Trail should be made a national historic trail. We don't have any concerns with this project."	yes
Comanche Nation	Theodore E. Villicana	4/27/2017	"In response to your request, the above reference project has been reviewed by staff of this office...where an indication of "No Properties" have been identified."	yes
Fort Sill Apache Tribe	Jeff Haozous	3/27/2017	"We will be very interested in participating in consultations if the trail becomes designated." Also asked that we include tribal parcels in NM and AZ in our mapping data, which we did.	yes
Iipay Nation of Santa Ysabel	Clint Linton	4/9/2017	"As all are aware, this trail has an ancient history that far exceeds the minor and temporary uses during American history. We are against any nomination that honors American history first and overlooks the 1st Nations history of over 10,000 year of use by Native American Nations. Should the trail be properly named to honor Native heritage, then we withdraw our protest and concern."	yes
Osage Nation	John Fox	6/6/2017	"We understand that the study will not cause any significant environmental impacts. However, if Congress approves the trail, we wish to continue consulting on this project. Additionally, we would like to request the shapefiles for the trail in Missouri, Arkansas, and Oklahoma."	yes
San Carlos Apache Tribe	Vernelda Grant and Terry Rambler	4/19/2017	"Thank you for the update regarding the status of this project."	yes
San Pasqual Band of Mission Indians	David Toler	4/11/2017	"The designating of the Butterfield Overland Trail as a national historic trail is going to be a great achievement and will be much appreciated by the San Pasqual Band of Indians...as the comprehensive plan is developed we need to participate along with other Kumeyaay Bands"	yes
Tule River Tribe	Kerri Vera	3/28/2017	"Overall, I do not foresee any strong concerns with the proposal." Also requested better maps, which we sent.	yes

TRIBE	INDIVIDUAL	DATE SENT	SUMMARY	NTIR REPLY
White Mountain Apache Tribe	Mark Altaha	3/24/2017	"...we've determined the proposed project plans will not have an impact on the White Mountain Apache tribe's historic properties and/or traditional cultural properties, and do not have any issues or concerns it being designated as a National Historic Trail."	yes
Ysleta del Sur Pueblo	Javier Loera	3/30/2017	"The Ysleta del Sur Pueblo does not have any comments nor does it request consultation on the designation of the trail."	no, did not request consultation

As part of the documentation of the categorical exclusion, the NPS determined that the findings of this study have no potential to affect (substantially or not) any tribe, tribal resource, or property that is important to any tribe. The NPS will nonetheless continue to consult with tribes regarding the progress of the study, even though no additional consultation is required as per current NPS policy. This decision is in keeping with the spirit of the policy. If Congress designates the Butterfield Overland Trail as a national historic trail, the administering agency would prepare a comprehensive plan and consult formally and informally with federally recognized tribes in the trail states.

ENDANGERED SPECIES ACT SECTION 7 CONSULTATION

Section 7 of the Endangered Species Act (ESA) requires federal agencies to consult with the US Fish and Wildlife Service (USFWS) or the National Marine Fisheries Service when taking an action that may affect federally listed or threatened or endangered species or designated critical habitat. The study is a type of activity that does not have the potential to affect federally listed threatened or endangered species or critical habitat. The study does not designate the trail; only Congress can do that. The study does not propose any on-the-ground activities, or permit or fund any activities. Thus, the agency official has no further obligations under section 7 of the Endangered Species Act at this time. If Congress designates the Butterfield Overland Trail as a national historic trail, the administering agency would prepare a comprehensive plan and would consult with the US Fish and Wildlife Service at that time in compliance with section 7 of the Endangered Species Act.

SECTION 106 CONSULTATION

Upon initiation of the study preparation process, and while the NEPA pathway was thought to include an EA, the NPS initiated consultation with the State Historic Preservation Offices (SHPO) in Missouri, Arkansas, Oklahoma, Texas, New Mexico, Arizona, and California. NPS contacted the state historic preservation offices in early 2012 via email and letters to inform them about the initiation of the study. These communications included the study newsletter. NPS staff met with SHPO staff in person in Jefferson City, Missouri on April 10, 2012. Representatives from the state historic preservation offices attended meetings in El Paso, Texas; Fayetteville, Arkansas; Springfield, Missouri; and Atoka, Oklahoma. Staff from the National Trails Intermountain Region followed up the initial letters sent to state historic preservation offices with phone calls prior to the public meetings.

Upon further evaluation of the requirements of the provisions of Section 106 of the National Historic Preservation Act and its implementing regulations at 36 CFR 800, the NPS has determined that no further consultations are required. The study is an undertaking under the definitions in 36

CFR 800: The NPS has funded this study, which is an activity under its direct supervision. For reference see 36 CFR 800, part of which is quoted below:

[§ 800.16] (y) Undertaking means a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency; those carried out with Federal financial assistance; and those requiring a Federal permit, license or approval.

However, the study is *a type of activity that does not have the potential to cause effects on historic properties, assuming such historic properties were present*, thus, *the agency official has no further obligations under section 106*. The study does not designate the trail, only Congress can do that. The study does not propose any on-the-ground activities, or permit or fund any activities. For reference see 36 CFR 800, part of which is quoted below:

Subpart B-The section 106 Process

§ 800.3 Initiation of the section 106 process.

(a) Establish undertaking. The agency official shall determine whether the proposed Federal action is an undertaking as defined in § 800.16(y) and, if so, whether it is a type of activity that has the potential to cause effects on historic properties.

(1) No potential to cause effects. If the undertaking is a type of activity that does not have the potential to cause effects on historic properties, assuming such historic properties were present, the agency official has no further obligations under section 106 or this part.

If Congress designates the Butterfield Overland Trail as a national historic trail, the administering agency would prepare a comprehensive plan for administration and management of the trail and its resources and consult with SHPOs in the trail states.

NATIONAL HISTORIC LANDMARKS COMMITTEE

The National Trails Intermountain Region (NTIR) presented the significance statement (available at <https://parkplanning.nps.gov/BUOVsigstate>) for the Butterfield Overland Trail (via webinar) to the National Historic Landmarks Committee of the National Park System Advisory Board at its semi-annual meeting in Washington, D.C, on April 9, 2013. On January 9, 2014, Tony Knowles, Chairman of the National Park System Advisory Board, notified NTIR by letter (also in Appendix G) that the Board concurred with the finding that the Butterfield Overland Trail was nationally significant.

LIST OF AGENCIES, ORGANIZATIONS, AND INDIVIDUALS NOTIFIED OF THIS SPECIAL RESOURCE STUDY

Federal Government

- Federal Highway Administration
- US Army Corps of Engineers
- Bureau of Reclamation
- National Park Service
 - Intermountain Region, Colorado
 - Pea Ridge National Military Park, Garfield, Arkansas
 - Fort Smith National Historic Site, Fort Smith, Arkansas
 - Fort Bowie National Historic Site, Bowie, Arizona
 - Saguaro National Park, Tucson, Arizona

- Golden Gate National Recreation Area, San Francisco, California
- Santa Monica Mountains National Recreation, Thousand Oaks, California
- Juan Bautista de Anza NHT, San Francisco, California
- Wilson's Creek National Battlefield, Republic, Missouri
- Fort Davis National Historic Site, Fort Davis, Texas
- Chamizal National Memorial, El Paso, Texas
- Guadalupe Mountains National Park, Salt Flat, Texas
- Bureau of Land Management
 - San Pedro Riparian National Conservation Area, Sierra Vista, Arizona
 - California State Office, Sacramento, California
 - New Mexico State Office, Santa Fe, New Mexico
 - Las Cruces District Office, Las Cruces, New Mexico
 - Arizona State Office, Phoenix, Arizona
 - Safford Field Office, Safford, Arizona
 - Tucson Field Office, Tucson, Arizona
 - Phoenix District Office, Phoenix, Arizona
 - Hassayampa Field Office, Phoenix, Arizona
 - Lower Sonoran Field Office, Phoenix, Arizona
 - Sonoran Desert National Monument, Phoenix, Arizona
 - Yuma Field Office, Yuma, Arizona
 - Central California District, Sacramento, California
 - California Desert District, Moreno Valley, California
 - Barstow Field Office, Barstow, California
 - El Centro Field Office, El Centro, California
 - Palm Springs South Coast Field Office, Palm Springs, California
 - Hollister Field Office, Hollister, California
 - Bakersfield Field Office, Bakersfield, California
- US Fish and Wildlife Service
 - San Francisco Bay National Wildlife Refuge, Newark, California
 - Big Muddy National Fish and Wildlife Refuge, Columbia, Missouri
 - Hagerman National Wildlife Refuge, Sherman, Texas
 - Grasslands Wildlife Management Area, Los Baños, California
 - Midwest Region, Bloomington, Minnesota
 - Southeast Region, Atlanta, Georgia
 - Southwest Region, Albuquerque, New Mexico
 - Pacific Southwest Region, Sacramento, California
- USDA Forest Service
 - Ozark-St. Francis National Forests, Russellville, Arkansas
 - Coronado National Forest, Tucson, Arizona
 - Los Padres National Forest, Goleta, California
 - Angeles National Forest, Arcadia, California
 - Cleveland National Forest, San Diego, California
 - Trabuco Ranger District/San Mateo Canyon Wilderness, Corona, California
 - Palomar Ranger District/Agua Tibia Wilderness Study Area, Ramona, California
 - Mark Twain National Forest, Rolla, Missouri
 - Lyndon B. Johnson National Grassland, Decatur, Texas
 - Southern Region, Atlanta, Georgia
 - Eastern Region, Milwaukee, Wisconsin
 - Southwestern Region, Albuquerque, New Mexico
 - Pacific Southwest Region, Vallejo, California

State Agencies

- Kansas Department of Transportation
- Kansas Department of Wildlife and Parks
- Nebraska Department of Roads
- Nebraska Game and Parks Commission
- Oklahoma Department of Transportation
- Oklahoma Parks, Resorts, and Golf
- Texas Department of Transportation

- Texas State Historical Association
- Texas Wildlife and Parks Department
- Kansas State Historical Society
- Nebraska State Historical Society
- Texas Historical Commission
- Oklahoma State Historic Preservation Office
- Arizona State Parks, Phoenix, Arizona
- Arkansas State Parks, Little Rock, Arkansas
- California State Parks, Sacramento, California
- City of San Francisco Park and Recreation Department
- City of San Francisco Park and Recreation Department
- City of San Jose Park and Recreation Department
- Henry W. Coe State Park, Morgan Hill, California
- Missouri State Parks, Jefferson City, Missouri
- New Mexico State Parks, Santa Fe, New Mexico
- Oklahoma Tourism and Recreation Department, Oklahoma City, Oklahoma
- Pacheco State Park, Hollister, California
- San Bruno Mountain State Park, California
- Tennessee State Parks, Nashville, Tennessee
- Texas Parks and Wildlife Department, Austin, Texas

Trail Associations and Advocacy Groups

- Amigos de Anza
- El Camino Real de los Tejas NHT Association
- El Camino Real de Tierra Adentro Association
- Frontier Texas! Museum, Abilene, Texas
- Heritage Trail Partners, Fayetteville, Arkansas
- Lewis and Clark Heritage Foundation
- Mormon Trail Association
- Old Spanish Trail Association
- Oregon-California Trails Association
- Pony Express Trail Association
- Santa Fe Trail Association
- Santa Fe Trail Association
- Smoky Hill Trail Association
- Texas Heritage Trails, Forest Trail Region
- Texas Heritage Trails, Mountain Trail Region
- Trail of Tears Association

A copy of the newsletter was also sent out to city governments, chambers of commerce, historical societies, and museums situated on or near the route. Media outlets along the trail were also notified via a press release. A number of these organizations attended scoping meetings or submitted comments.

SENATORS AND CONGRESSIONAL REPRESENTATIVES CONTACTED

NPS contacted US Senators and US Congressional Representatives in the trail states at the beginning of the study process (2012) and each received a newsletter and notification of the scoping meetings:

US Senators

- US Senator John Boozman, Fort Smith, Arkansas
- US Senator Mark Pryor, Little Rock, Arkansas

- US Senator Jon Kyl , Tucson, Arizona
- US Senator John McCain, Tucson, Arizona
- US Senator Barbara Boxer, Fresno, California
- US Senator Dianne Feinstein, Fresno, California
- US Senator Roy Blunt, Jefferson City, Missouri
- US Senator Claire McCaskill, St. Louis, Missouri
- US Senator Jeff Bingaman, Las Cruces, New Mexico
- US Senator Tom Udall, Las Cruces, New Mexico
- US Senator James Inhofe, McAlester, Oklahoma
- US Senator Tom Coburn, Tulsa, Oklahoma
- US Senator Lamar Alexander, Memphis, Tennessee
- US Senator Bob Corker, Memphis, Tennessee
- US Senator John Cornyn, Dallas, Texas
- US Senator Kay Bailey Hutchison, Abilene, Texas

US Congressional Representatives

- US Congressman Mike Ross, Pine Bluff, Arkansas
- US Congressman Tim Griffin, Little Rock, Arkansas
- US Congressman Eric A. “Rick” Crawford, Cabot, Arkansas
- US Congressman Steve Womack, Fort Smith, Arkansas
- US Congresswoman Gabrielle Giffords, Tucson, Arizona
- US Congressman Raul M. Grijalva, Tucson, Arizona
- US Congressman Paul A. Gosar, Casa Grande, Arizona
- US Congressman Duncan Hunter, El Cajon, California
- US Congressman Bob Filner, Chula Vista, California
- US Congressman Darrell E. Issa, Vista, California
- US Congressman Ken Calvert, Riverside, California
- US Congressman Gary G. Miller, Mission Viejo, California
- US Congresswoman Lucille Roybal-Allard, Los Angeles, California
- US Congresswoman Mary Bono Mack, Hemet, California
- US Congresswoman Grace F. Napolitano, Santa Fe Springs, California
- US Congresswoman Karen Bass, Los Angeles, California
- US Congressman Xavier Becerra, Los Angeles, California
- US Congresswoman Judy Chu, El Monte, California
- US Congressman Adam B. Schiff, Pasadena, California
- US Congressman Henry Waxman, Los Angeles, California
- US Congressman Howard Berman, Van Nuys, California
- US Congressman Brad Sherman, Sherman Oaks, California
- US Congressman David Dreier, San Dimas, California
- US Congressman Kevin McCarthy, Bakersfield, California
- US Congressman Jim Costa, Bakersfield, California
- US Congressman Sam Farr, Salinas, California
- US Congresswoman Zoe Lofgren, San Jose, California
- US Congressman Michael M. Honda, Campbell, California
- US Congressman Devin Nunes, Visalia, California
- US Congresswoman Anna G. Eshoo, Palo Alto, California
- US Congresswoman Jackie Speier, San Mateo, California
- US Congresswoman Nancy Pelosi, San Francisco, California
- US Congressman Dennis A. Cardoza, Stockton, California
- US Congressman Jerry McNerney, Pleasanton, California
- US Congressman Jeff Denham, Fresno, California
- US Congressman Howard P. “Buck” McKeon, Santa Clarita, California
- US Congressman Billy Long, Springfield, Missouri
- US Congressman Russ Carnahan, St. Louis, Missouri
- US Congressman Wm. Lacy Clay, St. Louis, Missouri

- US Congressman W. Todd Akin, Ballwin, Missouri
- US Congresswoman Vicky Hartzler, Jefferson City, Missouri
- US Congressman Blaine Luetkemeyer, Hannibal, Missouri
- US Congressman Steve Pearce, Las Cruces, New Mexico
- US Congressman Dan Boren, Durant, Oklahoma
- US Congressman Steve Cohen, Memphis, Tennessee
- US Congressman Silvestre Reyes, El Paso, Texas
- US Congressman Francisco “Quico” Canseco, Fort Stockton, Texas
- US Congressman K. Michael Conaway, San Angelo, Texas
- US Congressman Kay Granger, Fort Worth, Texas
- US Congressman Michael C. Burgess, Fort Worth, Texas
- US Congressman Ralph M. Hall, McKinney, Texas
- US Congressman Randy Neugebauer, Abilene, Texas
- US Congressman Mac Thornberry, Amarillo, Texas

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APPENDIX A: BUTTERFIELD OVERLAND TRAIL SPECIAL RESOURCE STUDY LEGISLATION

[For a full copy of the National Trails System Act (P.L. 90-543, as amended through P.L. 111-11, March 30, 2009)(also found in United States Code, Volume 16, Sections 1241-1251), visit: <https://www.nps.gov/nts/legislation.html>]

TITLE VII—NATIONAL PARK SERVICE AUTHORIZATIONS

Subtitle C—Special Resource Studies

SEC. 7209. BUTTERFIELD OVERLAND TRAIL

(a) **IN GENERAL.**—The Secretary of the Interior (referred to in this section as the “Secretary”) shall conduct a special resource study along the route known as the “Ox-Bow Route” of the Butterfield Overland Trail (referred to in this section as the “route”) in the States of Missouri, Tennessee, Arkansas, Oklahoma, Texas, New Mexico, Arizona, and California to evaluate—

- (1) a range of alternatives for protecting and interpreting the resources of the route, including alternatives for potential addition of the Trail to the National Trails System; and
- (2) the methods and means for the protection and interpretation of the route by the National Park Service, other Federal, State, or local government entities, or private or nonprofit organizations.

(b) **STUDY REQUIREMENTS.**—The Secretary shall conduct the study required under subsection (a) in accordance with section 8(c) of Public Law 91–383 (16 U.S.C. 1a–5(c)) or section 5(b) of the National Trails System Act (16 U.S.C. 1244(b)), as appropriate.

(c) **REPORT.**—Not later than 3 years after the date on which funds are made available to carry out this section, the Secretary shall submit to the Committee on Natural Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a report containing—

- (1) the results of the study conducted under subsection (a); and
- (2) any recommendations of the Secretary with respect to the route.

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APPENDIX B: BUTTERFIELD OVERLAND TRAIL ROUTES: DISCUSSION, MAPS, AND STOPS AND STATIONS

PART 1: DISCUSSION OF ROUTE AND STUDY ROUTE MAPS

Discussion

On July 2, 1857, Postmaster General Aaron Brown issued an order describing the mandated route for the winning bidder for a mail delivery contract the US Post Office had released. The route had to run from St. Louis, Missouri, and from Memphis, Tennessee, converging at Little Rock, Arkansas. Then the route proceeded west, “via Preston, Texas or as nearly so as may be found advisable, to the best point of crossing the Rio Grande above El Paso, and not far from Fort Fillmore.” From there, the route progressed along a new road being opened and constructed under the direction of the Secretary of the Interior, to Fort Yuma, California. Finally, the route was to proceed through the most accessible mountain passes and through the best valleys to San Francisco.

John Butterfield, who knew by this time that he would win the postal contract, immediately sent out survey parties to test the viability of Brown’s recommended route. He quickly found that Little Rock would be a poor “converging” point, and he therefore convinced Brown that the St. Louis and Memphis routes should meet at Fort Smith instead. His advance parties also decided that Colbert’s Ferry would be a better Red River crossing than at Preston, and they likewise decided that the route would not follow many portions of the “new road” between El Paso and Fort Yuma.

The main route, therefore, headed west from St. Louis. The first 160 miles of the route was the right of way of the Pacific Railroad. From Tipton, Missouri, the route went south-southwest along the Boonville mail route to Springfield, Missouri; Fayetteville, Arkansas; and on to Fort Smith. (Between Memphis and Fort Smith, Butterfield experimented with a number of routes and transportation modes, none of which were particularly successful.) Southwest from Fort Smith, the route went along routes used primarily by the Choctaw and Chickasaw to Colbert’s Ferry (eight miles downstream from Preston). Once in Texas, the route headed almost due west, linking together a series of military facilities, both active and abandoned: Fort Belknap, Fort Phantom Hill, Fort Chadbourne, Camp Johnston, and Camp Charlotte. Continuing west to Horsehead Crossing, one of the few places to safely cross the Pecos River, the route paralleled the river almost to the New Mexico border, then skirted the Guadalupe Mountains, moved into New Mexico for more than 50 miles, and then headed southwest into El Paso.

As it left Texas, the route paralleled the Rio Grande to Mesilla before striking west across the desert to Tucson. It then angled northwest to the Gila River villages and Maricopa Wells before heading west to Gila Ranch, after which the route paralleled the Gila River all the way to Fort Yuma, located on the western bank of the Colorado River. The route then swept south into Baja California, Mexico in order to circumvent the Algodones Sand Dunes, after which it headed west-northwest to a point near the present day border crossing between Mexicali, British Columbia, and Calexico, California. Continuing in the same direction, the route followed a series of springs and waterholes until it left the desert at Warner Ranch (present day Warner Springs). The route then wound northwest to Temecula, Chino, El Monte, and on to Los Angeles. After going through Cahuenga Pass and stopping at the old San Fernando Mission, it surmounted the San Gabriel Mountains via San Francisquito Canyon to the San Andreas rift zone, which it followed northwest to Fort Tejon.

The route then descended Grapevine Canyon, continued north to the Kern River (at Gordon's Ferry); then wound through the lower Sierra Nevada foothills before re emerging in the southern San Joaquin valley and continuing northwest to Visalia and the Kings River (Whitmore's Ferry). Just west of present day Los Baños, it climbed Pacheco Pass before descending into a coastal valley near Gilroy. The route—here called El Camino Real, as it had been since the late 18th century, continued northwest to San Jose, Mountain View, San Mateo, and on to Portsmouth Square in San Francisco.

This route remained static for almost a year, but during the summer of 1859, two changes took place. The Pacific Railroad, in Missouri, extended its tracks westward from Tipton to Syracuse, after which all Butterfield traffic bypassed Tipton and the train stage transfer point was moved to Syracuse. A larger change took place in west Texas where, because of a lack of consistent water availability, combined with other factors, caused officials to move the line between Horsehead Crossing and El Paso to a more southerly right of way. The new "lower route" went through Camp Stockton (later called Fort Stockton), Fort Davis, and Fort Quitman; it then followed the Rio Grande upstream to El Paso.

Small changes were made in 1860 and early 1861. During the spring of 1860, officials—who were frustrated at the all too common delays that ensued at the crossing of the Trinity River's West Fork—moved the trail in a southerly direction between Davidson's Station (west of Gainesville) and Jacksboro. (Wise County officials promised a bridge over the new route, and the community of Bridgeport grew nearby as a result.) A further route change took place in early 1861 in the same general area, but for an entirely different reason: citizens in Texas, which had voted to secede from the Union in early February, were appropriating equipment at Gainesville and otherwise endangering the route. In response, Butterfield officials moved the route between Sherman and Decatur to the south. This new route, as it turned out, operated for only a month (possibly two) before the line closed down.

Given the geographical changes that took place along the line during its two and a half year history, it can be seen that by far the largest change (which was in west Texas) was implemented approximately at the halfway point of the line's operation along the southern route. It therefore appears that both routes are equally significant. In north central Texas, additional routes were made over relatively short routes in 1860 and 1861; taken together, however, the number of route changes was so small that there is little purpose to be gained in singling out one route as being of greater significance than any other.



Study Route Maps

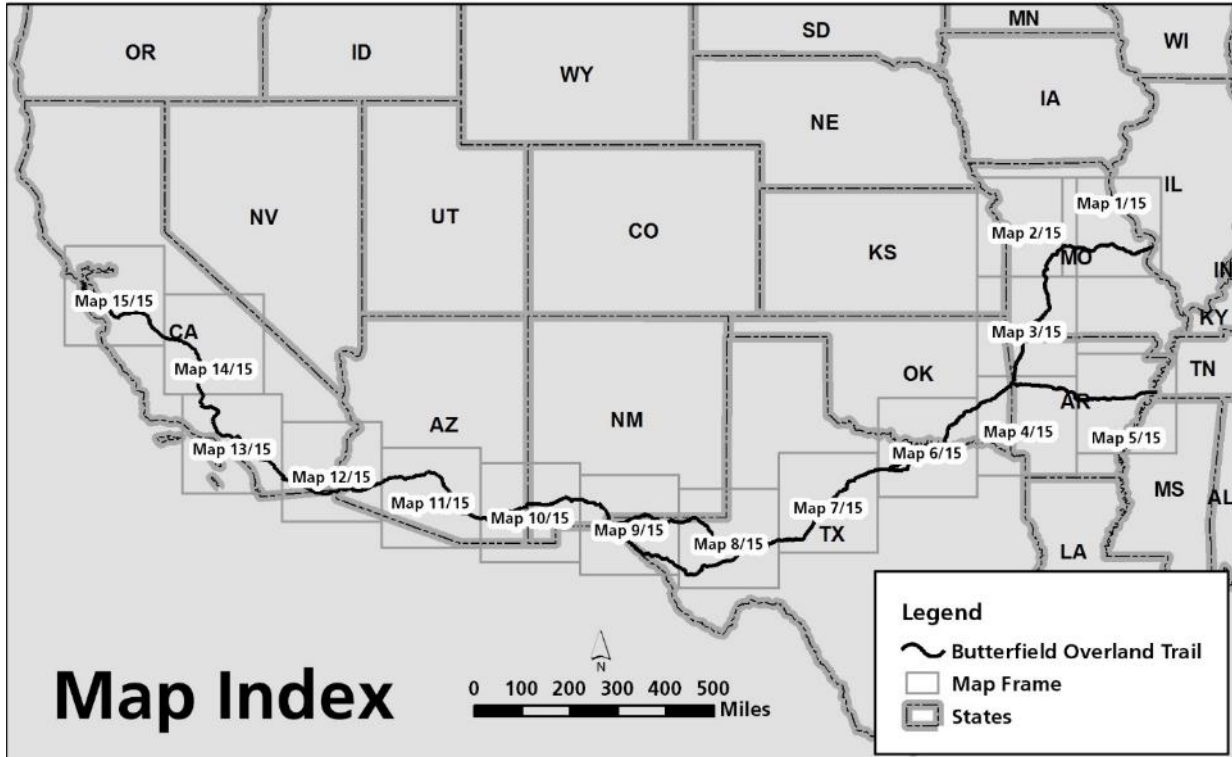


Figure B.Index. Study Route Detail Map Index.

Study Route Maps

Butterfield Overland Trail Special Resource Study National Park Service U.S. Department of the Interior

Study Route Maps

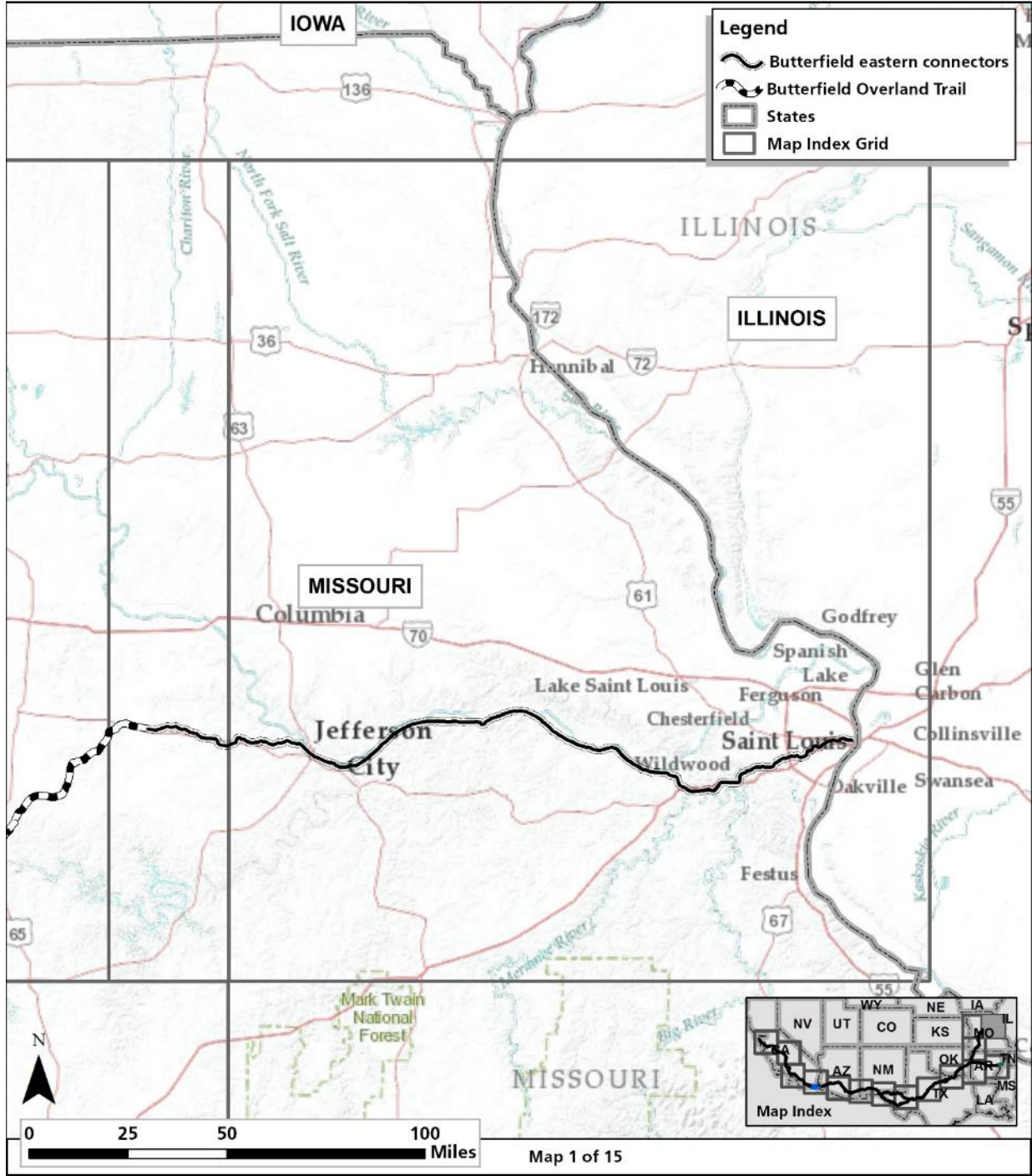


Figure B.1. Study Route Detail Map 1/15.



Study Route Maps

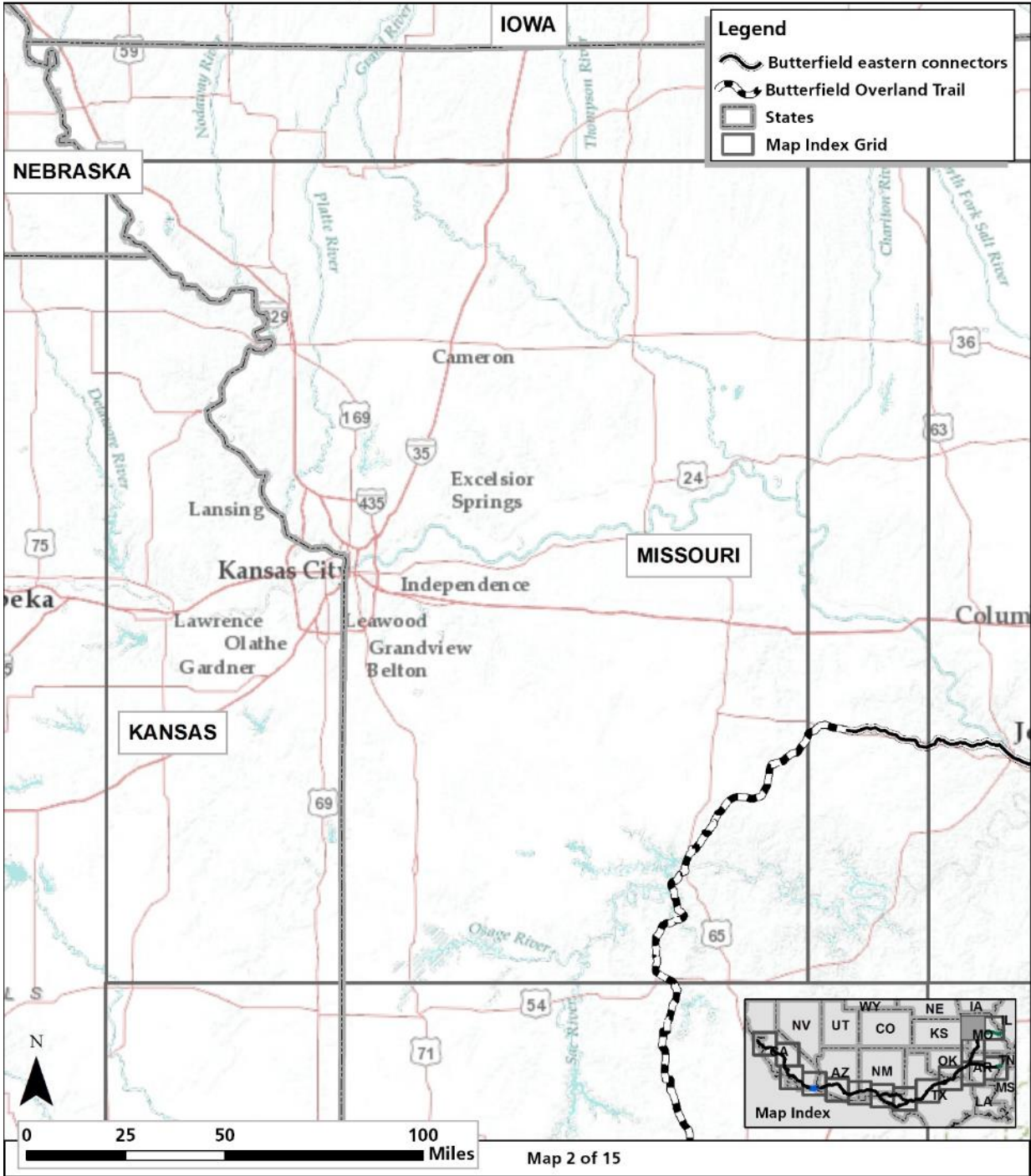


Figure B.2. Study Route Detail Map 2/15.



Study Route Maps

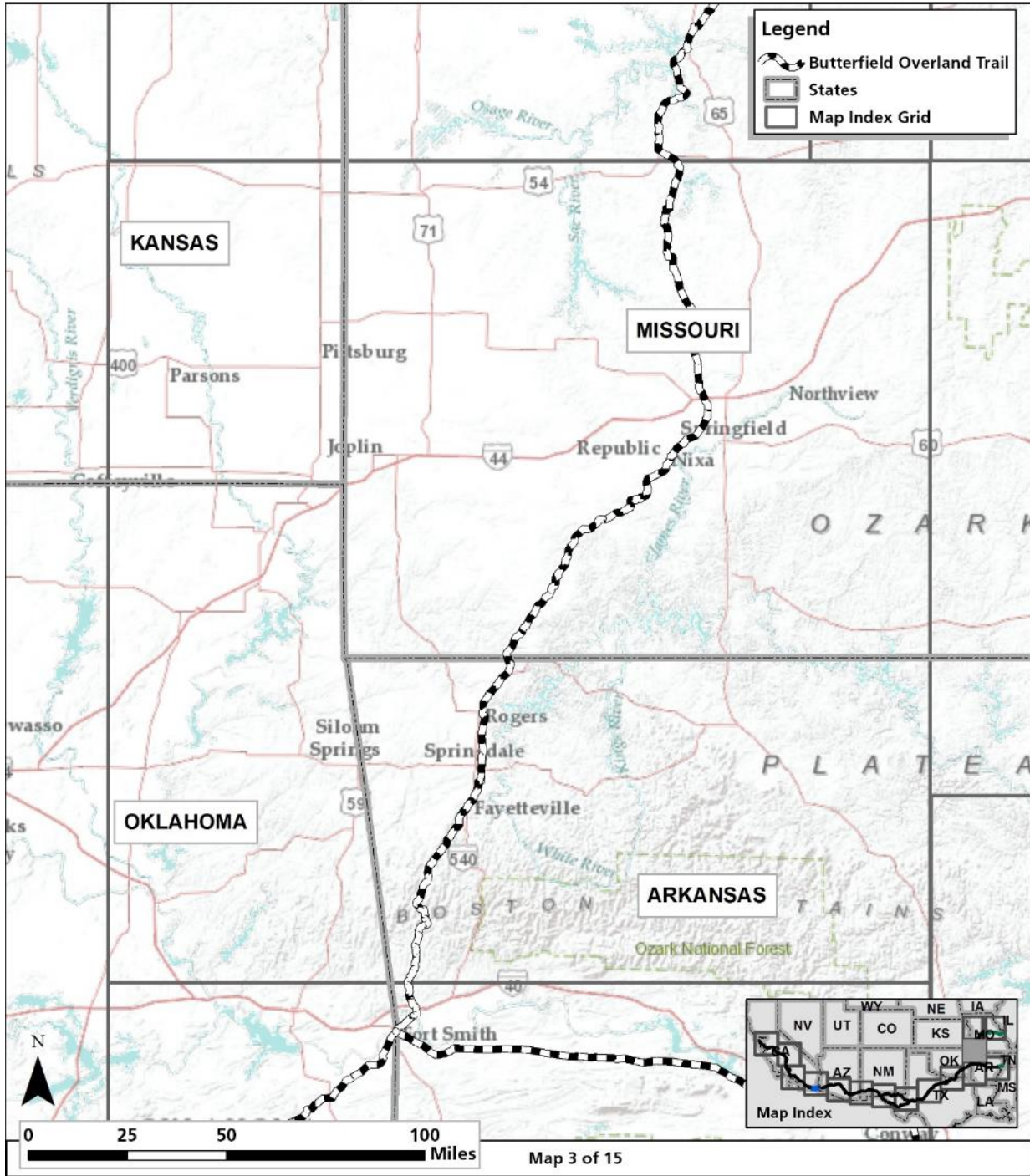


Figure B.3. Study Route Detail Map 3/15.



Study Route Maps

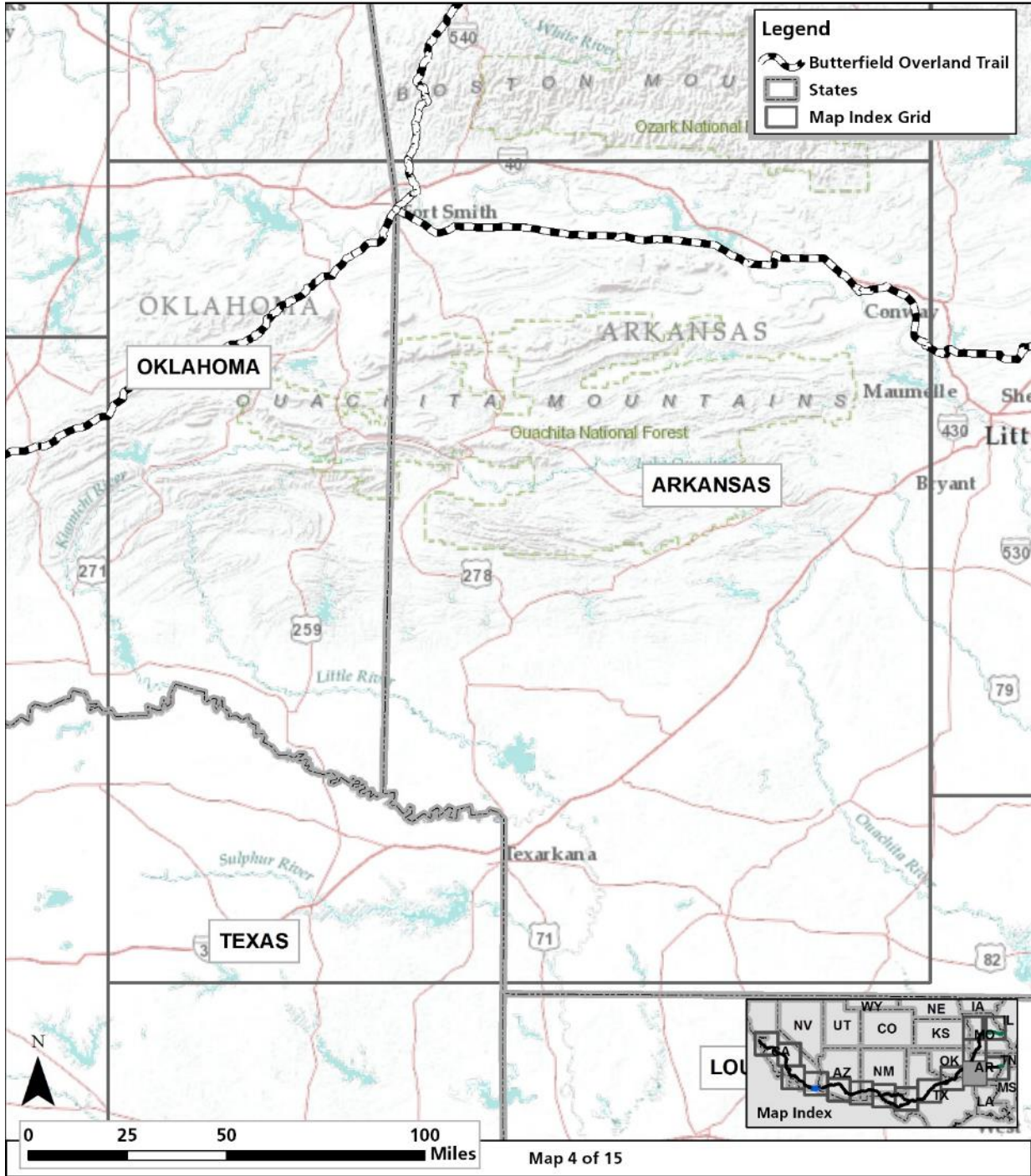


Figure B.4. Study Route Detail Map 4/15.



Study Route Maps

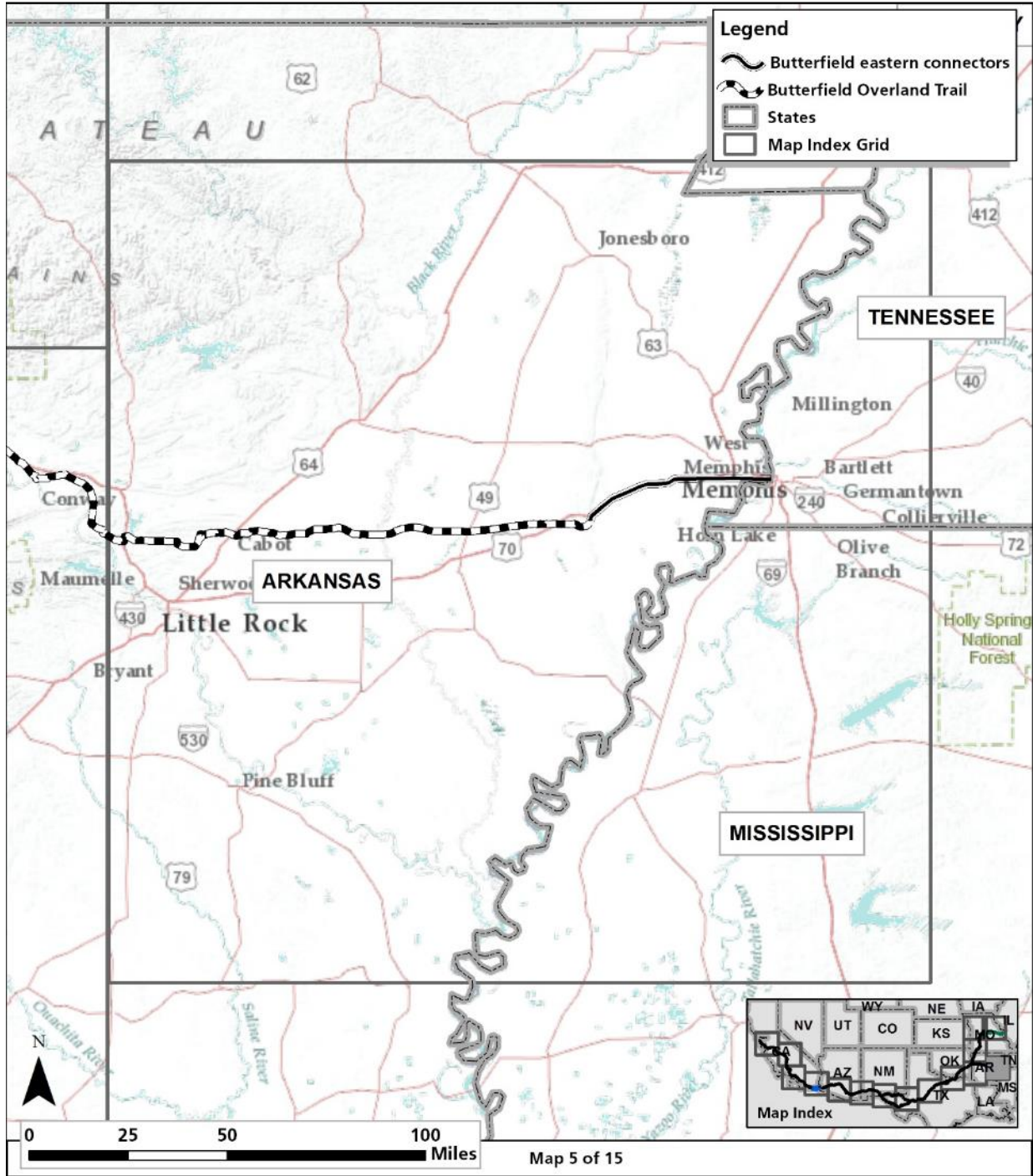


Figure B.5. Study Route Detail Map 5/15.



Study Route Maps

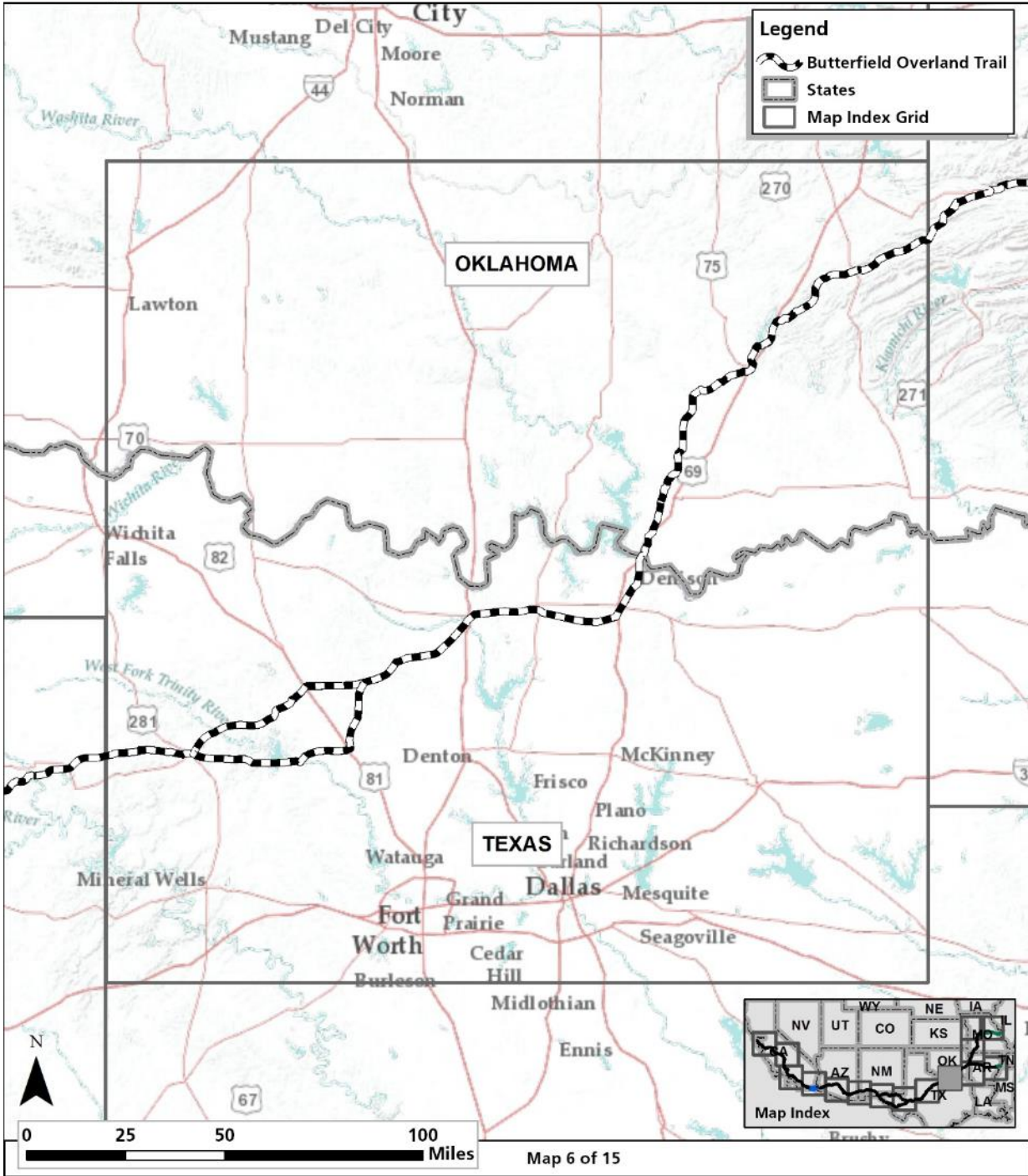


Figure B.6. Study Route Detail Map 6/15.



Study Route Maps

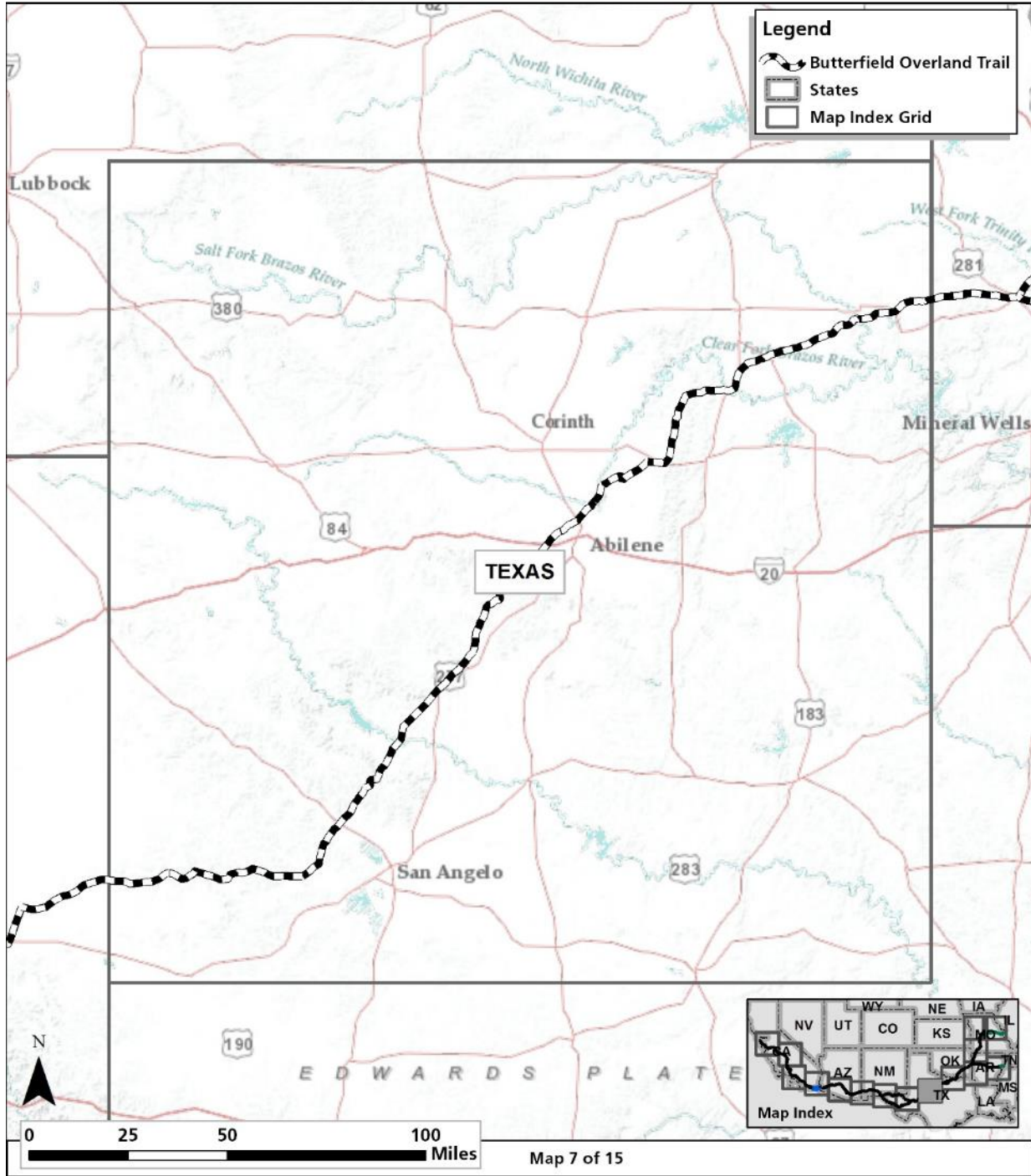


Figure B.7. Study Route Detail Map 7/15.

Study Route Maps

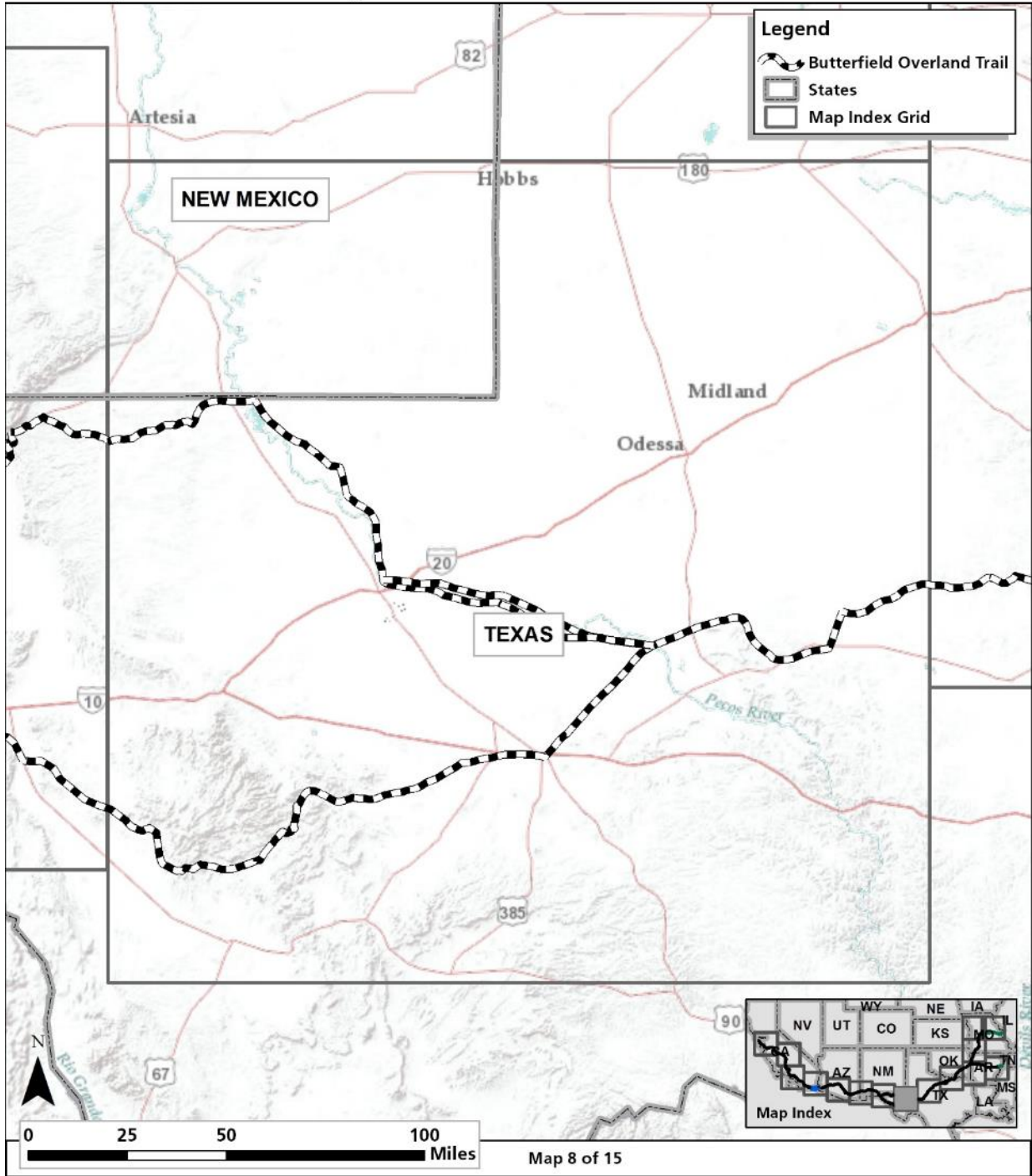


Figure B.8. Study Route Detail Map 8/15.



Study Route Maps

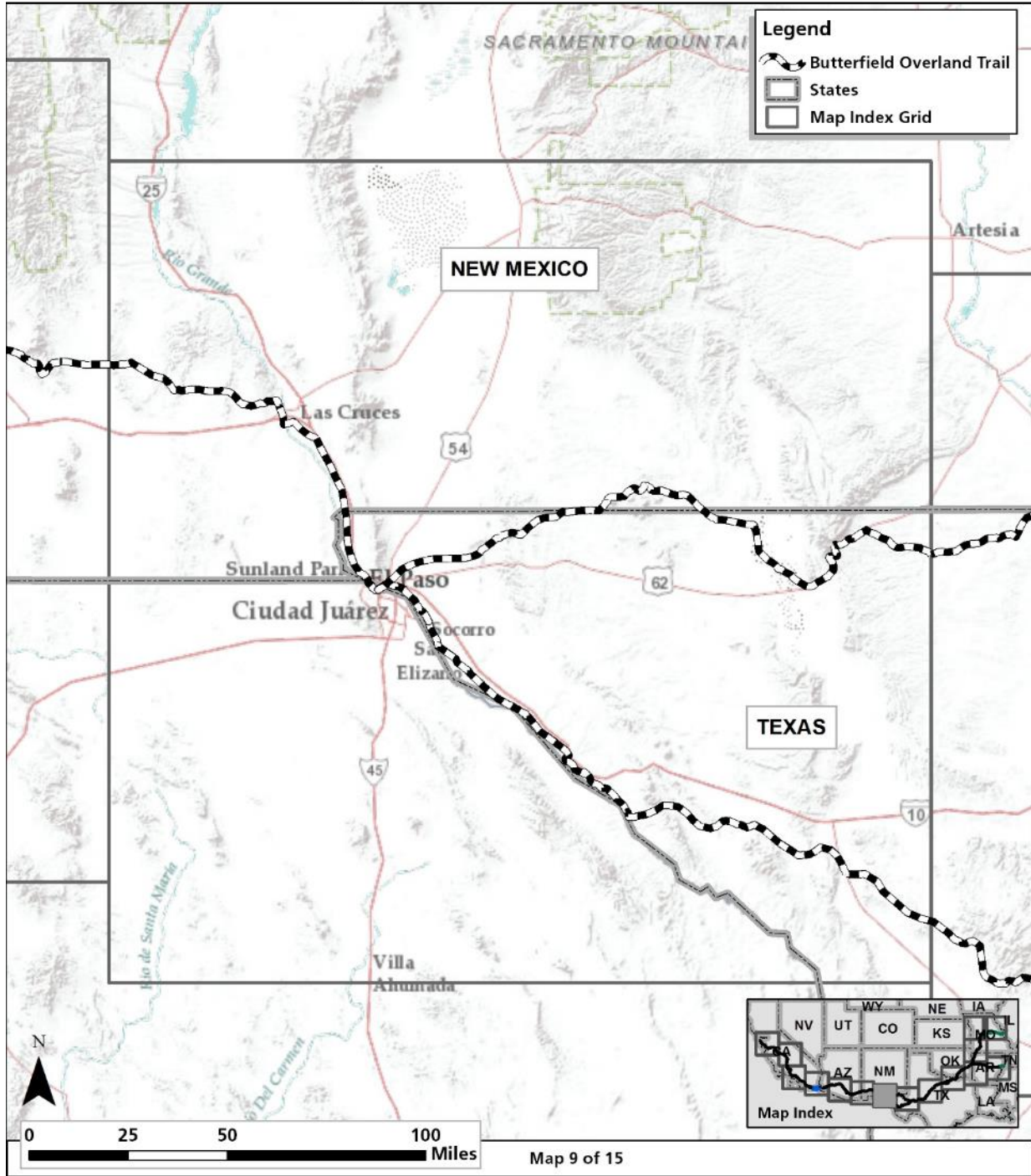


Figure B.9. Study Route Detail Map 9/15.



Study Route Maps

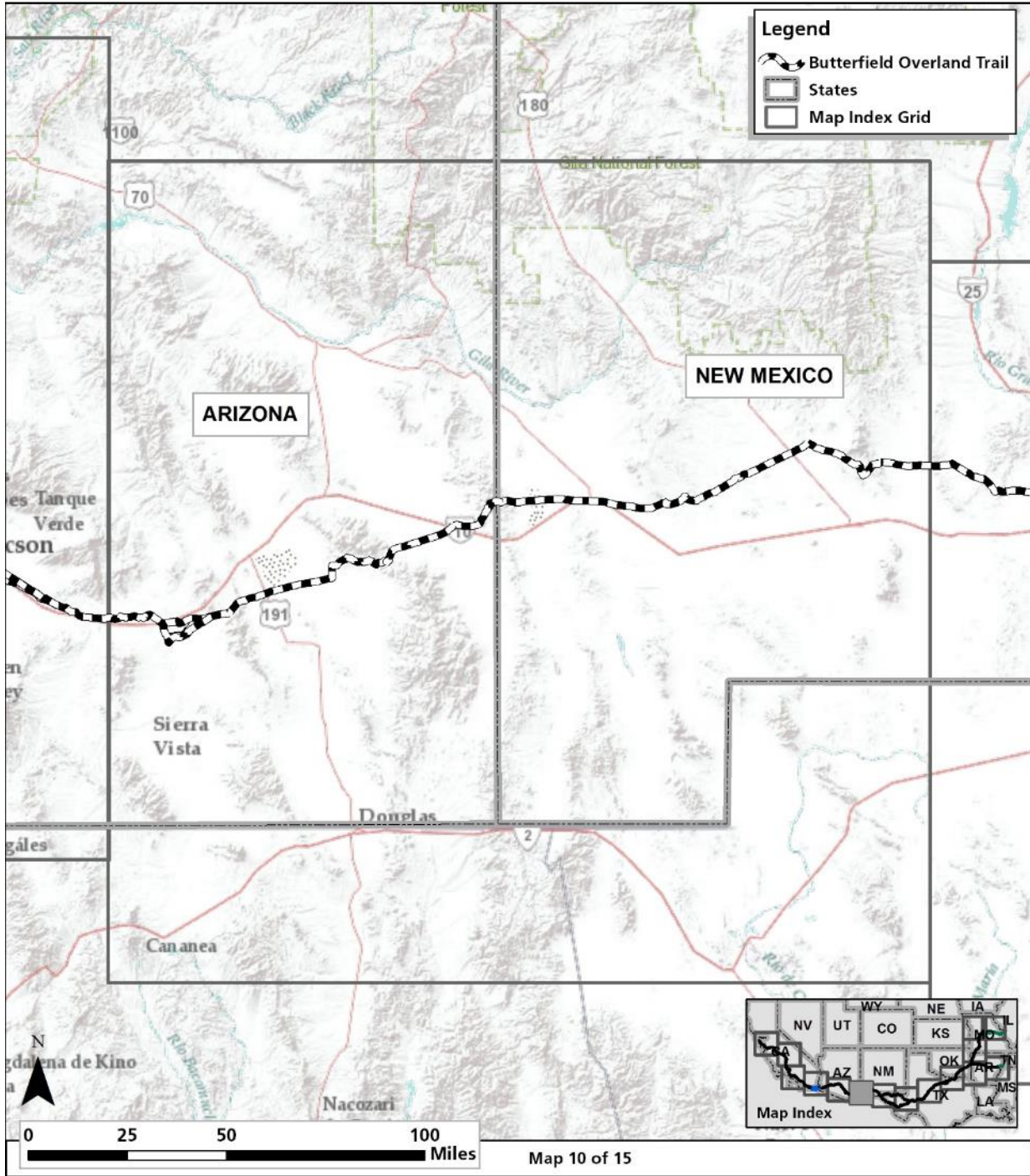


Figure B.10. Study Route Detail Map 10/15.



Study Route Maps

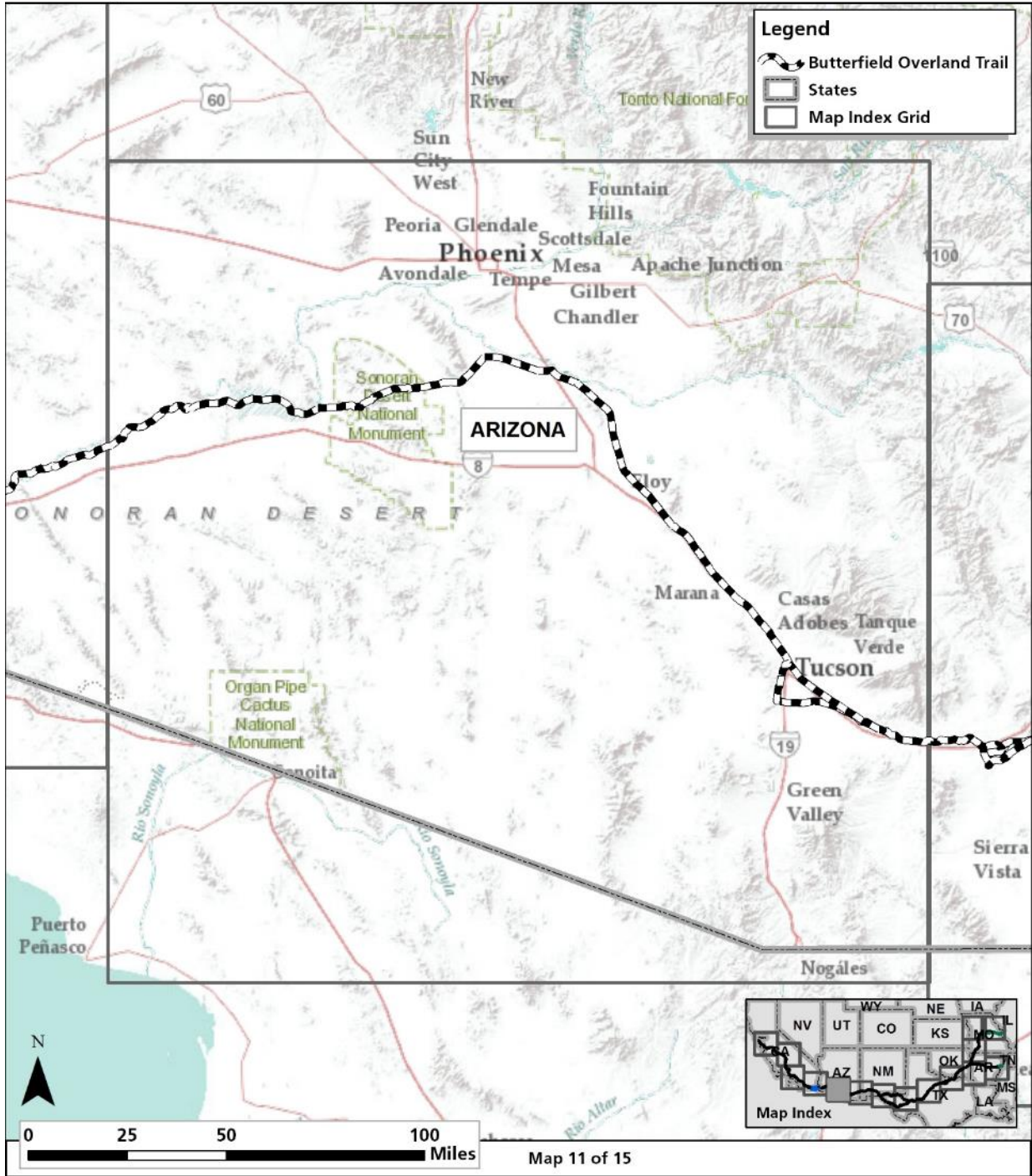


Figure B.11. Study Route Detail Map 11/15.



Study Route Maps

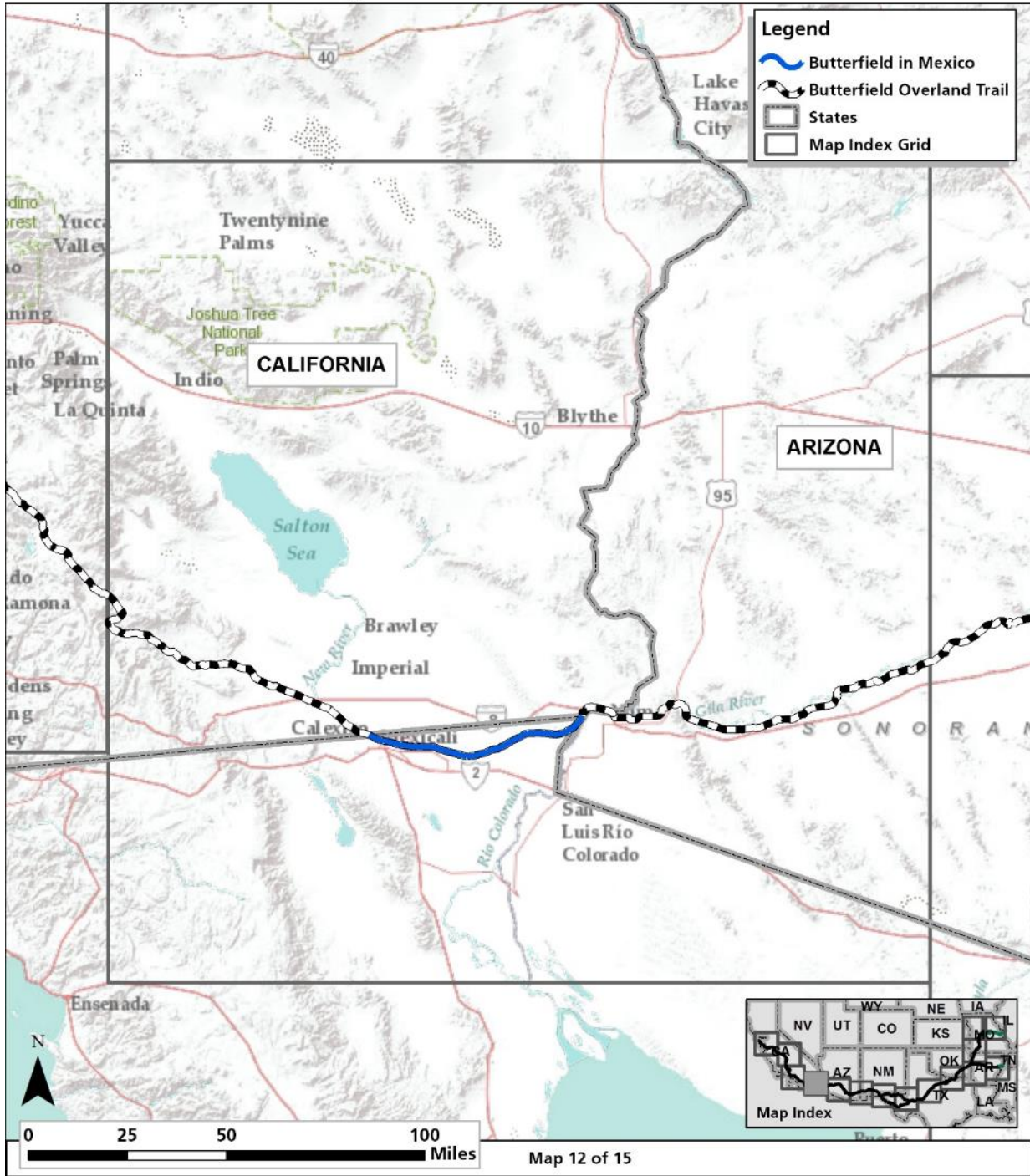


Figure B.12. Study Route Detail Map 12/15.



Study Route Maps



Figure B.13. Study Route Detail Map 13/15.



Study Route Maps

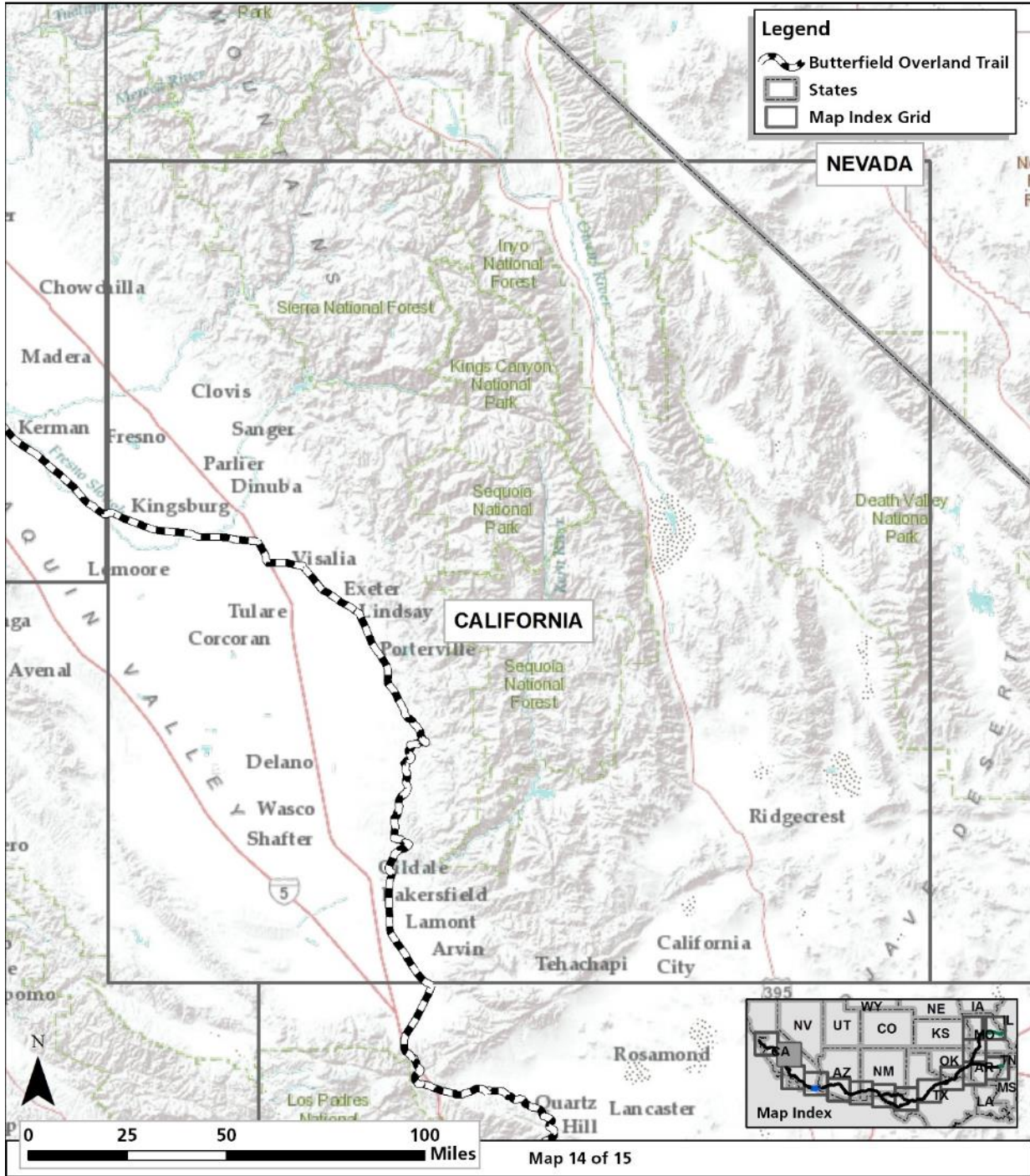


Figure B.14. Study Route Detail Map 14/15.



Study Route Maps

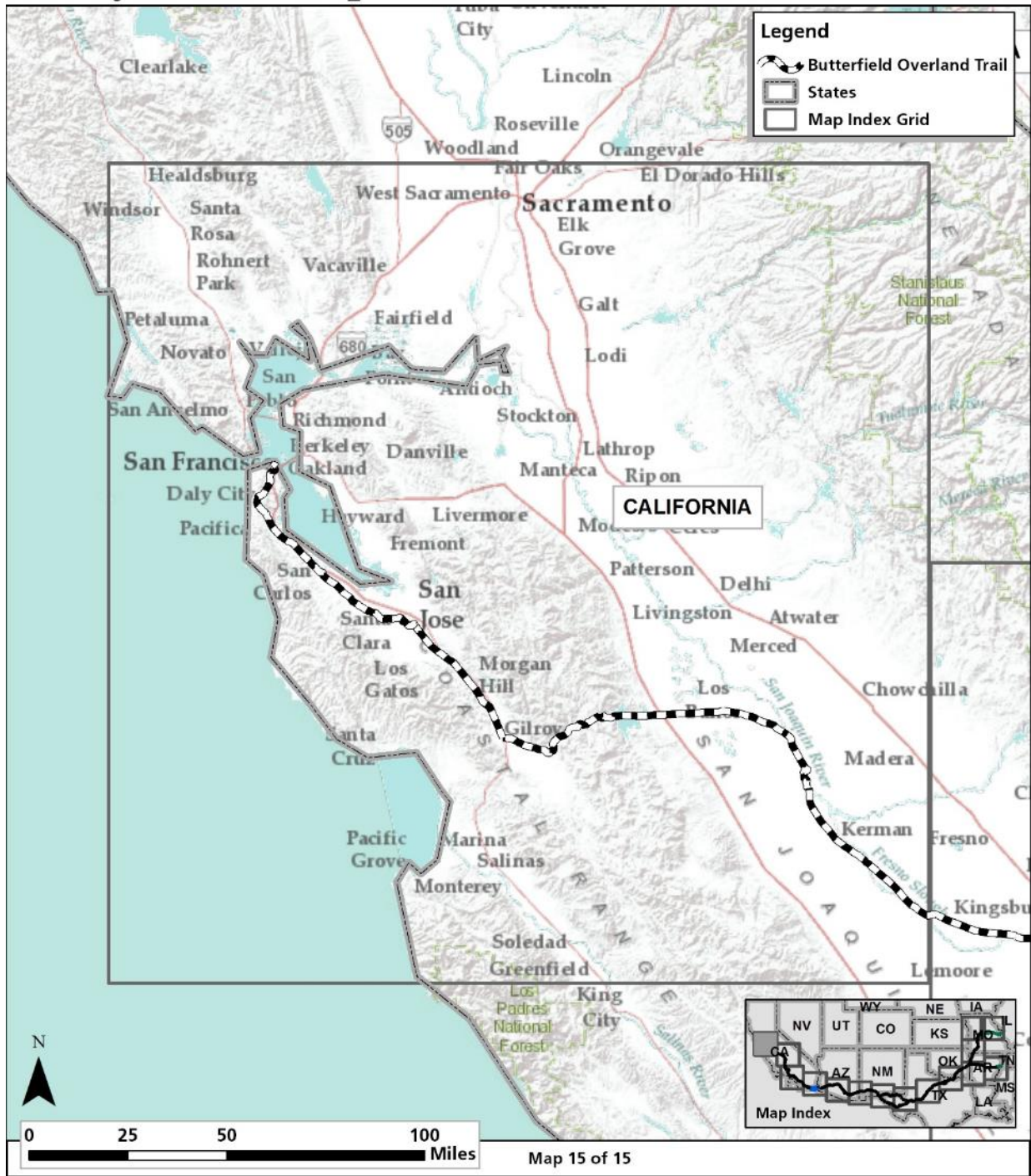


Figure B.15. Study Route Detail Map 15/15.

Part 2: Butterfield Overland Trail Route Stops and Stations

This part of the appendix is incorporated by reference. It may be found on the PEPC site at:
<https://parkplanning.nps.gov/APPBSanders>.

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APPENDIX C: VISITOR AND INTERPRETIVE OPPORTUNITIES

The following table is not comprehensive; it only identifies a sample of resources and different types of interpretive and recreational opportunities available to trail visitors. Some of the sites are already associated with existing designated trails. Sites are selected from information found in the Sanders report (2011) and web searches for visitor sites near the Butterfield Overland Trail.

Table C.1. Visitor and Interpretive Opportunities.

Site or Segment Name	State	County	Museums and Visitor Centers	Interpretive Sites	Historical Markers	Historical Structures (and Replicas)	Historical Landscapes	Regional or Local Parks	Short Hikes to Trail Remnants or Historic Sites
Barrett's Tunnel / Museum of Transportation	MO	St. Louis	X	-	-	X	-	-	X
Moniteau County Historical Society, California	MO	Moniteau	X	-	-	-	-	-	-
Cole Camp Historic District	MO	Benton	-	-	X	X	X	-	-
Benton County Museum, Warsaw	MO	Benton	X	-	-	-	-	-	-
Harry S Truman Visitors Center	MO	Benton	X	-	-	-	-	X	-
Hickory County Museum and Historical Society (John Siddle Williams House)	MO	Hickory	X	-	-	X	-	-	-
Jefferson National Expansion Memorial, St. Louis	MO	St. Louis	X	-	-	X	-	-	-
Gasconade County Historical Society Building, Hermann	MO	Gasconade	X	-	X	X	-	-	-
Bonnot's Mill Historic District	MO	Osage	-	-	X	X	X	-	-
Jefferson Landing State Historic Site	MO	Cole	X	-	-	X	-	-	-
Missouri State Museum	MO	Cole	X	-	-	-	-	-	-
Cole County Historical Society Museum	MO	Cole	X	-	-	-	-	-	-
The History Museum for Springfield-Greene County	MO	Greene	X	-	-	-	-	-	-
Wilson's Creek National Battlefield (Wire Road/Butterfield Road, Ray House)	MO	Greene	X	X	-	X	X	-	X
Cadron Settlement Park (Cadron Station / Cadron Ferry)	AR	Faulkner	X	X	-	X	X	X	X
Potts Inn Museum / Historic Stagecoach Station, Pottsville	AR	Pope	X	-	X	X	-	-	-
Military Road Museum	AR	Benton	X	-	-	-	-	-	-
Pea Ridge National Military Park (Elkhorn Tavern)	AR	Benton	X	X	-	X	X	X	X
Rogers Historical Museum	AR	Benton	X	-	-	-	-	-	-
Fitzgerald's Station and Farmstead site	AR	Washington	-	-	X	X	-	-	-

Site or Segment Name	State	County	Museums and Visitor Centers	Interpretive Sites	Historical Markers	Historical Structures (and Replicas)	Historical Landscapes	Regional or Local Parks	Short Hikes to Trail Remnants or Historic Sites
Lake Fayetteville Park route segments	AR	Washington	-	X	-	-	X	-	-
Shiloh sites (Shiloh Museum, Lovelady Inn/Gladden Hotel, Lynch's Prairie post office site, Fayetteville Station and Hotel site)	AR	Washington	X	X	X	X	X	-	-
Ozark National Forest (Strickler Station/Farmstead site, Butterfield Overland Trail segments)	AR	Washington, Crawford	-	X	X	-	X	-	X
Van Buren Historic District (with courthouse and ferry site)	AR	Crawford	-	X	X	X	X	-	-
Fort Smith National Historic Site	AR	Sebastian	X	X	-	X	X	X	-
Tandy C. Walker's Station / Choctaw Agency House, Skullyville	OK	Le Flore	-	-	X	X	-	-	-
Edwards Store	OK	Latimer	-	-	-	X	-	-	-
Holloway's Station Site	OK	Latimer	-	-	X	-	X	-	-
Boggy Depot State Park	OK	Atoka	-	-	-	-	X	X	-
Colbert Historical Museum/Colbert's Ferry	OK	Bryan	X	X	-	-	X	-	-
Frontier Village, Denison	TX	Grayson	X	X	-	-	-	-	-
The Sherman Museum, Sherman	TX	Grayson	X	-	-	X	-	-	-
Mill Stone Monument, Sherman	TX	Grayson	-	-	X	-	-	-	-
Diamonds' Ranch historical marker, Whitesboro	TX	Grayson	-	-	X	-	-	-	-
Morton Museum of Cooke County, Gainesville	TX	Cooke	X	-	-	-	-	-	-
Jack County Museum, Jacksboro	TX	Jack	X	X	-	-	-	-	-
Fort Richardson State Park & Historic Site	TX	Jack	X	X	-	X	-	X	-
Caddo-LBJ National Grasslands	TX	Wise	-	-	-	-	X	X	-
Wise County Courthouse, Decatur	TX	Wise	X	-	-	X	-	-	-
Wise County Heritage Museum, Decatur	TX	Wise	X	X	-	-	-	-	-
Courthouse-on-the-Square Museum, Denton	TX	Denton	X	X	-	X	-	-	-
Fort Belknap State Park	TX	Young	X	X	-	X	-	X	-
Fort Griffin State Historical Park	TX	Shackelford	X	X	-	X	-	X	-
Smith's Station site	TX	Shackelford	-	-	X	-	-	-	X
Fort Phantom Hill historic site	TX	Jones	-	X	-	X	X	X	-
Castle Peak/Mountain Pass	TX	Taylor	-	-	X	-	X	-	-
Fort Chadbourne	TX	Coke	-	X	X	X	-	X	-

Site or Segment Name	State	County	Museums and Visitor Centers	Interpretive Sites	Historical Markers	Historical Structures (and Replicas)	Historical Landscapes	Regional or Local Parks	Short Hikes to Trail Remnants or Historic Sites
San Angelo State Park	TX	Tom Green	-	-	-	-	-	X	-
Fort Concho National Historic Site, San Angelo	TX	Tom Green	X	X	-	X	-	X	-
Castle Gap Park; Castle Gap and Castle Mountain sites	TX	Upton	-	X	X	-	X	X	-
West of The Pecos Museum	TX	Pecos	X	-	X	-	-	-	-
Guadalupe Mountains National Park (Guadalupe Peak, Pine Spring/the Pinery)	TX	Culberson	X	X	X	X	X	X	-
Stiles (ghost town)	TX	Reagan	-	-	X	X	X	-	-
Concordia Cemetery	TX	El Paso	-	X	-	-	X	X	-
Hueco Tanks State Park and Historic Site	TX	El Paso	X	X	X	X	X	X	-
Magoffin Home State Historic Site	TX	El Paso	X	X	X	X	-	-	-
El Paso Museum of History	TX	El Paso	X	-	-	-	-	-	-
James Rooney Memorial Park (Comanche Springs site)	TX	Pecos	-	-	X	-	-	X	-
Camp Stockton / Fort Stockton	TX	Pecos	-	X	X	X	X	X	-
Fort Davis National Historic Site / Davis Mountains State Park	TX	Jeff Davis	-	X	X	X	X	X	-
Overland Trail Museum	TX	Jeff Davis	X	-	-	-	-	-	-
Fort Quitman site	TX	Hudspeth	-	X	X	-	-	-	-
Presidio San Elizario	TX	El Paso	-	X	X	X	-	-	-
Socorro Mission	TX	El Paso	X	X	-	X	-	-	-
Camino Real Historical Markers	TX	El Paso	-	-	X	-	X	-	-
Ysleta Mission	TX	El Paso	-	X	X	X	X	-	-
Picacho (Village, Station, Pass, and Peak)	NM	Doña Ana	-	-	X	X	X	-	-
Mesilla	NM	Doña Ana	-	X	X	X	-	-	-
Cooke's Spring/Fort Cummings site	NM	Doña Ana	-	-	X	-	X	-	-
Cow Spring (Ojo de Vaca), Old Town	NM	Luna	-	-	-	-	-	-	-
Soldiers' Farewell Hill/Station	NM	Grant	-	-	-	X	X	-	-
Shakespeare Ghost Town/Mexican Springs	NM	Hidalgo	-	-	-	X	X	-	-
Steins Ghost Town/Steins Pass	AZ	Cochise	-	-	X	X	X	-	-
Fort Bowie National Historic Site / Apache Pass Station	AZ	Cochise	X	X	X	X	X	X	X
Coronado National Forest	AZ	Cochise	-	X	-	-	X	X	-
Colossal Cave Mountain Park	AZ	Pima	-	X	-	-	X	X	-

Site or Segment Name	State	County	Museums and Visitor centers	Interpretive Sites	Historical Markers	Historical Structures (and Replicas)	Historical Landscapes	Regional or Local Parks	Short Hikes to Trail Remnants or Historic Sites
Presidio San Augustin, Tucson	AZ	Pima	-	X	X	X	-	-	-
Mission San Xavier del Bac	AZ	Pima	X	X	-	X	X	-	-
Tucson Origins Heritage Park, Tucson	AZ	Pima	X	X		X	X	X	-
Picacho Peak State Park (Picacho Pass/Station)	AZ	Pinal	-	X	X	-	X	X	X
Casa Grande National Monument / Oneida Station site	AZ	Pinal	X	-	X	-	X	X	-
Wells Fargo History Museum Phoenix	AZ	Maricopa	X	-		-			-
Sonoran Desert National Monument	AZ	Maricopa	X	X	X	-	X	X	-
Painted Rocks Historic Park / Painted Rocks Petroglyph Site	AZ	Maricopa	-	X	X	-	X	X	-
Wellton Pioneer Museum	AZ	Yuma	X	-	-	-	-	-	-
Yuma Quartermaster Depot State Historic Park / Yuma Visitors Information Center	AZ	Yuma	X	-	-	X	-	X	-
Yuma Crossing National Heritage Area resources	AZ, CA	Yuma / Imperial	X	X	X	X	X	X	-
Fort Yuma / Quechan Indian Museum	CA	Imperial	X			X			-
Anza Borrego Desert State Park	CA	Imperial	X	X	X		X	X	X
Vallecito Regional Park	CA	San Diego		X		X	-	X	-
Wells Fargo History Museum San Diego	CA	San Diego	X	-	-	X	-	-	-
Warner Ranch station	CA	San Diego	-	-	X	X	-	-	-
Oak Grove Butterfield Station	CA	San Diego	-	-	X	X			-
Yorba-Slaughter Adobe	CA	San Bernardino	-	X	-	X		X	-
Adobe Palomares / Ygnacio Palomares Adobe / Palomares Park	CA	San Bernardino	X	-	-	X	X	X	-
El Monte Historical Museum	CA	Los Angeles	X	X	-	-	-	-	-
Campo de Cahuenga Historic site	CA	Los Angeles	X	-	-	X	X	X	-
Wells Fargo History Museum Los Angeles	CA	Los Angeles	X	-	-	-	-	-	-
Mission San Fernando Rey de España / Mission Convento	CA	Los Angeles	X	X	-	X	-	-	-
Angeles National Forest	CA	Los Angeles	X	X	X	-	X	-	-
Wells Fargo History Museum San Francisco	CA	San Francisco	X	-	-	-	-	-	-
Porterville Historical Museum	CA	Tulare	X	-	-	-	-	-	-
Fort Tejon State Historic Site	CA	Kern	X	-	-	X	X	X	X
Plaza de Cesar Chavez Park, San Jose	CA	Santa Clara		-	X	-	X	-	-

APPENDIX D: NATIONAL HISTORIC LANDMARKS CRITERIA

INTRODUCTION

A trail route being considered for designation as a national historic trail must be considered nationally significant under one or more National Historic Landmark criteria (found in the *US Code of Federal Regulations*, Title 36, Part 65).

NATIONAL HISTORIC LANDMARKS CRITERIA

The quality of national significance is ascribed to districts, sites, buildings, structures, and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- That are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or
- That are associated importantly with the lives of persons nationally significant in the history of the United States; or
- That represent some great idea or ideal of the American people; or
- That embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for a study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or
- That are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or
- That have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.

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APPENDIX E: HISTORY IN THE NATIONAL PARK SERVICE—THEMES AND CONCEPTS

THE REVISED THEMATIC FRAMEWORK

The NPS’s Revised Thematic Framework for history and prehistory is a conceptual tool for evaluating the significance of cultural resources within or outside the NPS. The current framework was last revised in 1993. It includes eight concepts that encompass the multi-faceted and interrelated nature of human experience. It is designed to be interdisciplinary as it evaluates historic properties while providing a means for gaining a better understanding of the Nation’s past.

The eight concepts that make up the framework include: Peopling Places, Creating Social Institutions and Movements, Expressing Cultural Values, Shaping the Political Landscape, Developing the American Economy, Expanding Science and Technology, Transforming the Environment, and Changing Role of the United States in the World Community.

I. Peopling Places

This theme examines human population movement and change through prehistoric and historic times. It also looks at family formation, at different concepts of gender, family, and sexual division of labor, and at how they have been expressed in the American past. While patterns of daily life—birth, marriage, childrearing—are often taken for granted, they have a profound influence on public life.

Life in America began with migrations many thousands of years ago. Centuries of migrations and encounters have resulted in diverse forms of individual and group interaction, from peaceful accommodation to warfare and extermination through exposure to new diseases. Communities, too, have evolved according to cultural norms, historical circumstances, and environmental contingencies. The nature of communities is varied, dynamic, and complex. Ethnic homelands are a special type of community that existed before incorporation into the political entity known as the United States. For example, many Indian sites, such as Canyon de Chelly National Monument in Arizona, are on tribal lands occupied by Indians for centuries. Similarly, Hispanic communities, such as those represented by San Antonio Missions National Historical Park, had their origins in Spanish and Mexican history. Distinctive and important regional patterns join together to create microcosms of America’s history and to form the “national experience.”

Topics that help define this theme include:

- family and the life cycle
- health, nutrition, and disease
- migration from outside and within
- community and neighborhood
- ethnic homelands
- encounters, conflicts, and colonization

II. Creating Social Institutions and Movements

This theme focuses upon the diverse formal and informal structures such as schools or voluntary associations through which people express values and live their lives. Americans generate temporary movements and create enduring institutions in order to define, sustain, or reform these values. Why

people organize to transform their institutions is as important to understand as how they choose to do so. Thus, both the diverse motivations people act on and the strategies they employ are critical concerns of social history.

Sites such as Women's Rights National Historical Park in Seneca Falls, New York, and the Eugene V. Debs National Historic Landmark in Indiana illustrate the diversity and changeable nature of social institutions. Hancock Shaker Village, a National Historic Landmark, and Touro Synagogue, a National Historic Site, reflect religious diversity. This category will also encompass temporary movements that influenced American history but did not produce permanent institutions.

Topics that help define this theme include:

- clubs and organizations
- reform movements
- religious institutions
- recreational activities

III. Expressing Cultural Values

This theme covers expressions of culture—people's beliefs about themselves and the world they inhabit. For example, Boston African American Historic Site reflects the role of ordinary Americans and the diversity of the American cultural landscape. Ivy Green, the birthplace of Helen Keller in Alabama, and the rural Kentucky Pine Mountain Settlement School illustrate educational currents. Walnut Street Theater in Pennsylvania, Louis Armstrong's house in New York City, the Chautauqua Historic District in New York, and the Cincinnati Music Hall—all National Historic Landmarks—reflect diverse aspects of the performing arts.

This theme also encompasses the ways that people communicate their moral and aesthetic values. The gardens and studio in New Hampshire of Augustus Saint-Gaudens, one of America's most eminent sculptors, and Connemara, the farm in North Carolina of the noted poet Carl Sandburg, both National Historic Sites, illustrate this theme.

Topics that help define this theme include:

- educational and intellectual currents
- visual and performing arts
- literature
- mass media
- architecture, landscape architecture, and urban design
- popular and traditional culture

IV. Shaping the Political Landscape

This theme encompasses tribal, local, state, and federal political and governmental institutions that create public policy and those groups that seek to shape both policies and institutions. Sites associated with political leaders, theorists, organizations, movements, campaigns, and grassroots political activities all illustrate aspects of the political environment. Independence Hall is an example of democratic aspirations and reflects political ideas.

Places associated with this theme include battlefields and forts, such as Saratoga National Historical Park in New York and Fort Sumter National Monument in South Carolina, as well as sites such as Appomattox Court House National Historical Park in Virginia that commemorate watershed events in the life of the nation.

The political landscape has been shaped by military events and decisions, by transitory movements and protests, as well as by political parties. Places associated with leaders in the development of the American constitutional system such as Abraham Lincoln's home in Illinois and the birthplace of Martin Luther King, Jr., in Atlanta—both National Historic Sites—embody key aspects of the political landscape.

Topics that help define this theme include:

- parties, protests, and movements
- governmental institutions
- military institutions and activities
- political ideas, cultures, and theories

V. Developing the American Economy

This theme reflects the ways Americans have worked, including slavery, servitude, and nonwage as well as paid labor. It also reflects the ways they have materially sustained themselves by the processes of extraction, agriculture, production, distribution, and consumption of goods and services. Vital aspects of economic history are frequently manifested in regional centers, for example, ranching on the Great Plains illustrated by Grant-Kohrs Ranch National Historic Site in Montana. Individual economic sites, such as Lowell National Historical Park in Massachusetts, may be distinctive in representing both the lives of workers and technological innovations.

In examining the diverse working experiences of the American people, this theme encompasses the activities of farmers, workers, entrepreneurs, and managers, as well as the technology around them. It also takes into account the historical “layering” of economic society, including class formation and changing standards of living in diverse sectors of the nation. Knowledge of both the Irish laborer and the banker, for example, are important in understanding the economy of the 1840s.

Topics that help define this theme include:

- extraction and production
- distribution and consumption
- transportation and communication
- workers and work culture
- labor organizations and protests
- exchange and trade
- governmental policies and practices
- economic theory

VI. Expanding Science and Technology

This theme focuses on science, which is modern civilization's way of organizing and conceptualizing knowledge about the world and the universe beyond. This is done through the physical sciences, the social sciences, and medicine. Technology is the application of human ingenuity to modification of the environment in both modern and traditional cultures. Alibates Flint Quarries National Monument in Texas reflects pre-Columbian innovations while Edison National Historic Site in New Jersey reflects technological advancement in historic times. Technologies can be particular to certain regions and cultures.

Topics that help define this theme include:

- experimentation and invention
- technological applications
- scientific thought and theory
- effects on lifestyle and health

VII. Transforming the Environment

This theme examines the variable and changing relationships between people and their environment, which continuously interact. The environment is where people live, the place that supports and sustains life. The American environment today is largely a human artifact, so thoroughly has human occupation affected all its features. Cuyahoga Valley National Recreation Area, which includes portions of the Ohio and Erie Canal, for example, is a cultural landscape that links natural and human systems, including cities, suburbs, towns, countryside, forest, wilderness, and water bodies.

This theme acknowledges that the use and development of the physical setting is rooted in evolving perceptions and attitudes. Sites such as John Muir National Historic Site in California and Sagamore Hill National Historic Site in New York, the home of President Theodore Roosevelt, reflect the contributions of leading conservationists. While conservation represents a portion of this theme, the focus here is on recognizing the interplay between human activity and the environment as reflected in particular places, such as Hoover Dam, a National Historic Landmark.

Topics that help define this theme include:

- manipulating the environment and its resources
- adverse consequences and stresses on the environment
- protecting and preserving the environment

VIII. Changing Role of the United States in the World Community

This theme explores diplomacy, trade, cultural exchange, security and defense, expansionism—and, at times, imperialism. The interactions among indigenous peoples, between this nation and native peoples, and this nation and the world have all contributed to American history. Additionally, this theme addresses regional variations, since, for example, in the eighteenth century, the Spanish southwest, French and Canadian middle west, and British eastern seaboard had different diplomatic histories.

America has never existed in isolation. While the United States, especially in the 19th and 20th centuries, has left an imprint on the world community, other nations and immigrants to the United States have had a profound influence on the course of American history.

The emphasis in this category is on people and institutions—from the principals who define and formulate diplomatic policy, such as presidents, secretaries of state, and labor and immigrant leaders, to the private institutions, such as the Carnegie Endowment for International Peace, that influence America's diplomatic, cultural, social, and economic affairs. Monticello, the Virginia home of Thomas Jefferson, a National Historic Landmark, reflects the diplomatic aspirations of the early nation.

Topics that help define this theme include:

- international relations
- commerce
- expansionism and imperialism
- immigration and emigration policies

APPENDIX F: SIGNIFICANCE STATEMENT FOR THE BUTTERFIELD OVERLAND TRAIL

This appendix is incorporated by reference. It may be found on the PEPC site at: <https://parkplanning.nps.gov/BUOVsigstate>. The significance statement is summarized in Chapter 2, pp. 17-44.

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APPENDIX G: LETTER FROM TONY KNOWLES, CHAIRMAN OF THE NATIONAL PARK SYSTEM ADVISORY BOARD



Citizen advisors chartered by Congress to help the National Park Service care for special places saved by the American people so that all may experience our heritage.

Tony Knowles
Anchorage, Alaska
CHAIRMAN

Paul Bardacke
Santa Fe, New Mexico

January 9, 2014

Linda J. Bilmes
Cambridge, Massachusetts

CERTIFICATION OF ACTIONS BY THE NATIONAL PARK SYSTEM ADVISORY BOARD

■ Recommendations Regarding Proposed National Historic Trail Significance

Leonore Blitz
New York, New York

The National Park System Advisory Board at its meeting in Washington, D.C., on January 9, 2014, considered the proposed national historic trail listed below.

Judy Burke
Grand Lake, Colorado

- Proposed Butterfield Overland National Historic Trail, MO, TN, AK, OK, TX, NM, AZ, CA

Milton Chen
Nicasio, California

In accordance with Section 5(b)(3) of the National Trails System Act, as amended, the Board reviewed the significance statement in the draft feasibility study prepared in compliance with Section 7209 of Public Law 111-11 and evaluated the recommendations of its National Historic Landmarks Committee on whether the proposed trail meets the criteria for national significance developed under the Historic Sites Act of 1935.

Rita Colwell
College Park, Maryland

The Board recommended that the proposed trail meets the criteria for national significance.

Belinda Faustinos
Azusa, California

Carolyn Finney
Berkeley, California

Tony Knowles
Chair, National Park System Advisory Board

Gretchen Long
Wilson, Wyoming

Stephen Pitti
New Haven, Connecticut

Margaret Wheatley
Provo, Utah

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APPENDIX H: CATEGORICAL EXCLUSION FORM FOR THE STUDY



National Park Service
U.S. Department of the Interior

National Trails Intermountain Region
Date: 5/31/2017

Categorical Exclusion Form

Project: Butterfield Overland Trail Special Resource Study

PEPC Project Number: 33568

Description of Action (Project Description):

Prepare a Special Resource Study to evaluate the eligibility, feasibility, suitability, and desirability of the Butterfield Overland Trail for consideration for inclusion within the national trail system.

Project Locations:

Location 1

Counties: 80*

States: 7: AZ, AR, CA, MO, NM, OK, TX

State	# Counties
Arizona	5
Arkansas	16
California	14
Missouri	9
New Mexico	5
Oklahoma	5
Texas	26
Grand Total	80

*AZ (5): Cochise, Maricopa, Pima, Pinal, Yuma; AR (16): Benton, Conway, Crawford, Faulkner, Franklin, Logan, Lonoke, Monroe, Pope, Prairie, Pulaski, Sebastian, St. Francis, Washington, Woodruff, Yell; CA (14): Fresno, Imperial, Kern, Kings, Los Angeles, Merced, Riverside, San Benito, San Bernardino, San Diego, San Francisco, San Mateo, Santa Clara, Tulare; MO (9): Barry, Benton, Christian, Greene, Hickory, Moniteau, Morgan, Polk, Stone; New Mexico (5): Dona Ana, Grant, Hidalgo, Luna, Otero; Oklahoma (5): Atoka, Bryan, Latimer, Le Flore, Pittsburg; TX (26): Coke, Cooke, Crane, Culberson, El Paso, Grayson, Hudspeth, Irion, Jack, Jeff Davis, Jones, Loving, Montague, Nolan, Pecos, Reagan, Reeves, Runnels, Shackelford, Taylor, Throckmorton, Tom Green, Upton, Ward, Wise, Young (no nationally significant Butterfield Overland Trail segments lie in Tennessee).

Mitigation(s):

- No mitigations identified.

CE Citation: CEs for Which No Formal Documentation is Necessary

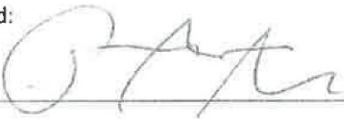
Section 3.2, code = R, Adoption or approval of surveys, studies, reports, plans and similar documents which will result in recommendations or proposed actions which would cause no or only minimal environmental impact.

Explanation: CE3.2R is the appropriate NEPA pathway for the Butterfield Overland Trail Special Resource Study because the study would result in no environmental impact. The study is intended to provide Congress with information about the resource qualities of the trail study area and alternatives for protection. Although the study has implications for potential future NPS actions, it would not result in environmental impacts. If Congress designates the Butterfield Overland Trail as a

national historic trail, the administering agency would prepare a comprehensive plan subject to further NEPA compliance considerations.

Decision: I find that the action fits within the categorical exclusion above. Therefore, I am categorically excluding the described project from further NEPA analysis. No extraordinary circumstances apply.

Recommended:

Signed  _____ May 31, 2017
Aaron Mahr Date
Superintendent, National Trails Intermountain Region, National Park Service

Decision: I find that the action fits within the categorical exclusion above. Therefore, I am categorically excluding the described project from further NEPA analysis. No extraordinary circumstances apply.

Approved:

Signed  _____ 7/5/ 2017
Sue E. Masica Date
Regional Director, Intermountain Region, National Park Service

EXTRAORDINARY CIRCUMSTANCES:

EXTRAORDINARY CIRCUMSTANCES: IF IMPLEMENTED, WOULD THE PROPOSAL...	YES/NO	NOTES
A. Have significant impacts on public health or safety?	No	-
B. Have significant impacts on such natural resources and unique geographic characteristics as historic or cultural resources; park, recreation, or refuge lands; wilderness areas; wild or scenic rivers; national natural landmarks; sole or principal drinking water aquifers; prime farmlands; wetlands (Executive Order 11990); floodplains (Executive Order 11988); national monuments; migratory birds; and other ecologically significant or critical areas?	No	-
C. Have highly controversial environmental effects or involve unresolved conflicts concerning alternative uses of available resources (NEPA section 102(2)(E))?	No	-
D. Have highly uncertain and potentially significant environmental effects or involve unique or unknown environmental risks?	No	-
E. Establish a precedent for future action or represent a decision in principle about future actions with potentially significant environmental effects?	No	-
F. Have a direct relationship to other actions with individually insignificant, but cumulatively significant, environmental effects?	No	-
G. Have significant impacts on properties listed or eligible for listing on the National Register of Historic Places, as determined by either the bureau or office?	No	-
H. Have significant impacts on species listed or proposed to be listed on the List of Endangered or Threatened Species, or have significant impacts on designated Critical Habitat for these species?	No	-
I. Violate a federal, state, local, or tribal law or requirement imposed for the protection of the environment?	No	-
J. Have a disproportionately high and adverse effect on low income or minority populations (EO 12898)?	No	-
K. Limit access to and ceremonial use of Indian sacred sites on federal lands by Indian religious practitioners or adversely affect the physical integrity of such sacred sites (EO 13007)?	No	-
L. Contribute to the introduction, continued existence, or spread of noxious weeds or non-native invasive species known to occur in the area or actions that may promote the introduction, growth, or expansion of the range of such species (Federal Noxious Weed Control Act and Executive Order 13112)?	No	-

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APPENDIX I: STUDY TEAM AND PREPARERS

NPS National Trails Intermountain Region Office Staff

Aaron Mahr	Superintendent
John Cannella	Deputy Superintendent and Former GIS Specialist
Frank Norris	Historian
Michael Elliott	Chief of Planning; Archeology, GIS
Derek Nelson	GIS Specialist
Sharon Brown	Former Chief of Trail Operations
Gretchen Ward	Former Chief of Planning
Brooke Safford	Former Planning Specialist
Otis Halfmoon	Former Tribal Liaison
Brian Deaton	Former GIS Specialist

AECOM

Roger Courtenay	Principal in Charge
Adriane Truluck	Project Manager and Cultural Resources Lead
Dr. Heather Gibson	Historian/Archeologist
Mark Carper	Ethnographer

Logan Simpson Design

Tom Keith	Project Director
Bruce Meighen	Senior Editor and QA/QC
Tanya Copeland	Senior Environmental Planner and Natural Resources Lead
Buck Swaney	Environmental Planner
Casey Smith	GIS

RED, Inc.

Brad Hudson	Editing and Graphics Support on First Draft
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NATIONAL PARK SERVICE
US DEPARTMENT OF THE INTERIOR