NATIONAL PARK SERVICE
U.S. DEPARTMENT OF THE INTERIOR

REVISED FEASIBILITY AND SUITABILITY STUDY FOR ADDITIONAL ROUTES OF THE OREGON, MORMON PIONEER, CALIFORNIA, AND PONY EXPRESS NATIONAL HISTORIC TRAILS

DECEMBER 2019

Cover: "Mormon Party near Fort Bridger," watercolor, William Henry Jackson, SCBL_40, Scottsbluff National Monument, National Park Service

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EXECUTIVE SUMMARY

INTRODUCTION

This feasibility and suitability study revision describes and analyzes the possible addition of historic routes to the existing Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails (NHTs). Congress directed the Secretary of the Interior to evaluate sixty-four named routes and any other routes the Secretary deemed appropriate in the Omnibus Public Lands Management Act of 2009. The public has driven and supported the addition of eligible routes to the four existing national historic trails through contacts with trail administrators, elected leaders, and participation in public scoping and outreach conducted specifically for the study. The Secretary delegated preparation of the study to the National Park Service, which assigned the study to the National Trails Intermountain Region office in Santa Fe, New Mexico. Ultimately, the National Park Service identified and studied seventy-seven named routes and alternative alignments for possible addition to one or more of the four national historic trails. The routes lie west of the Mississippi River and cross thirteen states: California, Colorado, Idaho, Iowa, Kansas, Missouri, Nebraska, Nevada, Oklahoma, Oregon, Utah, Washington, and Wyoming.

RATIONALE FOR THE STUDY

The purpose of this feasibility and suitability study revision is to evaluate whether certain additional routes contribute to the national significance of the existing Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails (NHTs), and if so, to evaluate the feasibility, suitability, and desirability of designating the routes to one or more of those four parent trails. The reason that the National Park Service conducted the study is to comply with the direction of Congress and the assignment by the Secretary of the Interior. The study has been produced in accordance with section 5(b) of the National Trails System Act, (16 United States Code 1244(b)).

TRAIL DESIGNATION REQUIREMENTS

Under the National Trails System Act, for a trail to be eligible[1] for designation as a national historic trail—or for addition to an existing national historic trail—it must be qualified to be added to the National Trails System by meeting National Trails System Act criteria 11A, 11B, and 11C, and must also meet feasibility, suitability, and desirability standards.

FINDINGS

After careful evaluation, a study team of National Park Service staff has found that twenty-six routes (totaling 7,589 miles) of the seventy-seven study routes (which totaled 17,043 miles) are qualified, feasible, suitable, and desirable (eligible) for addition to one or more of the four national historic trails. This

1. In this study, "eligible" means that a study route is qualified, feasible, suitable, and desirable for addition to the National Trails System. "Qualified" means that a route meets National Trails System Act criteria 11A, 11B, and 11C. "Feasible" means that it is physically possible to develop a trail or route being studied, and whether that development would be financially feasible. "Suitable" means that a route represents a resource type that is not already adequately represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector. "Desirable" means a route whose use is compatible with long-term land uses; that is supported by land owners, agencies, and the public.

includes twenty-eight of the 126 study route/parent trail combinations[2] analyzed. These are not proposals or recommendations, only evaluative findings. Only Congress may designate routes for addition to the existing national historic trails.

If Congress designates additional routes, additional planning and documentation may be necessary to incorporate the new routes into the existing administrative structure and project agenda for the four parent trails. Those planning efforts would comply with all provisions of the National Trails System Act, the National Environmental Policy Act, Section 106 of the National Historic Preservation Act, and all other applicable laws, regulations, and policies.

NEXT STEPS

This study, its findings, and any recommendations by the Secretary of the Interior will be transmitted to Congress for consideration. After Congress receives the study, it will be posted on the National Park Service Planning, Environment, and Public Comment (PEPC) website for informational purposes. The transmittal of a feasibility study to Congress does not imply that lawmakers will designate any of the study routes or that any funding and staffing would be authorized. Congress will decide whether to designate any of the study routes for addition to one or more of the four parent trails. Planning and development of the added routes would depend on future funding and agency priorities.

2. "Study route/parent trail combinations" are analytical constructs used by the study team to work with study routes that were evaluated for addition to more than one existing national historic trail (parent trail). In some cases, a given study route might be eligible for addition to one parent trail but was evaluated as not eligible for addition to a different parent trail. Because of this, the study team could not easily define the eligibility of a study route without specifying the parent trail.

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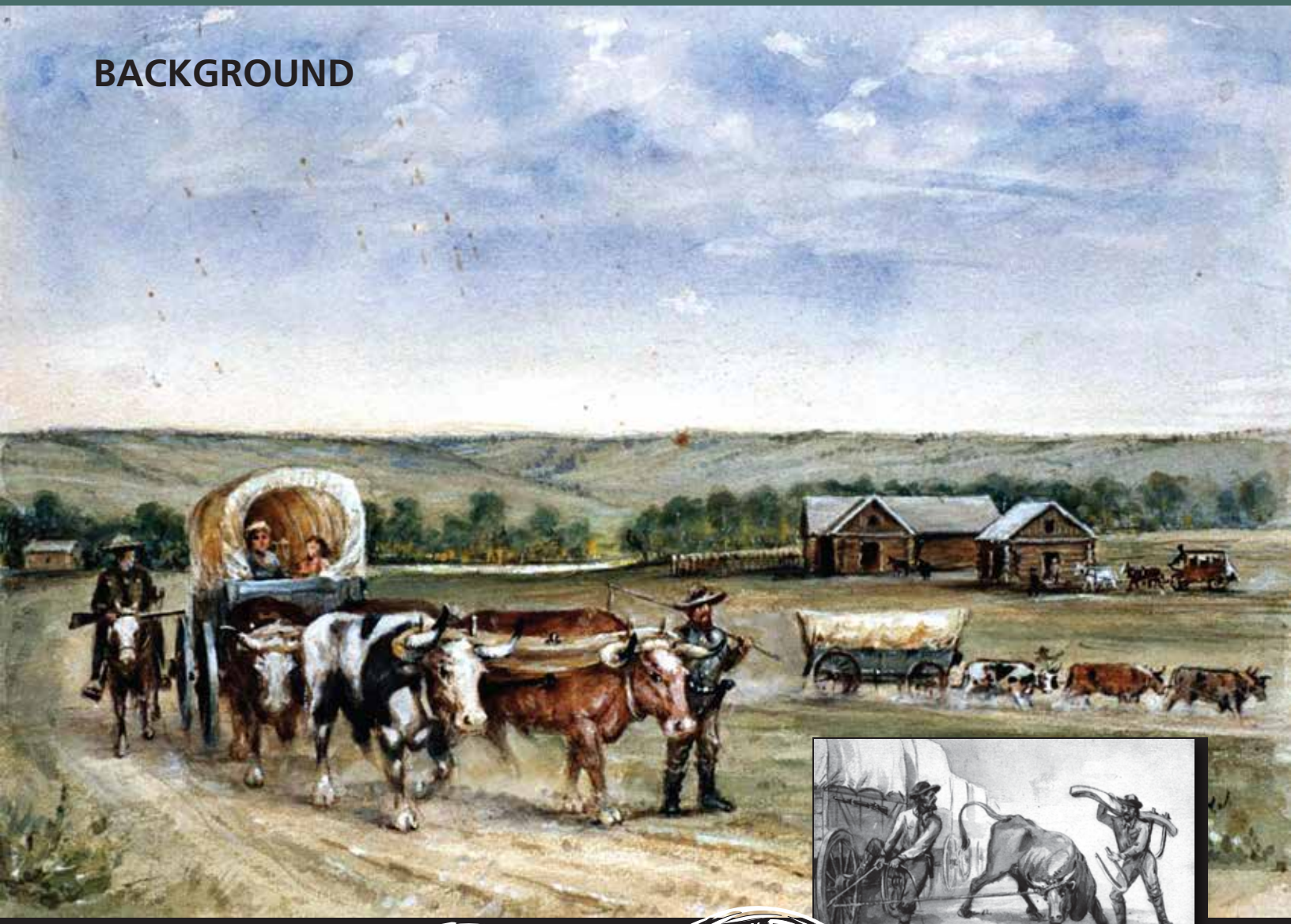
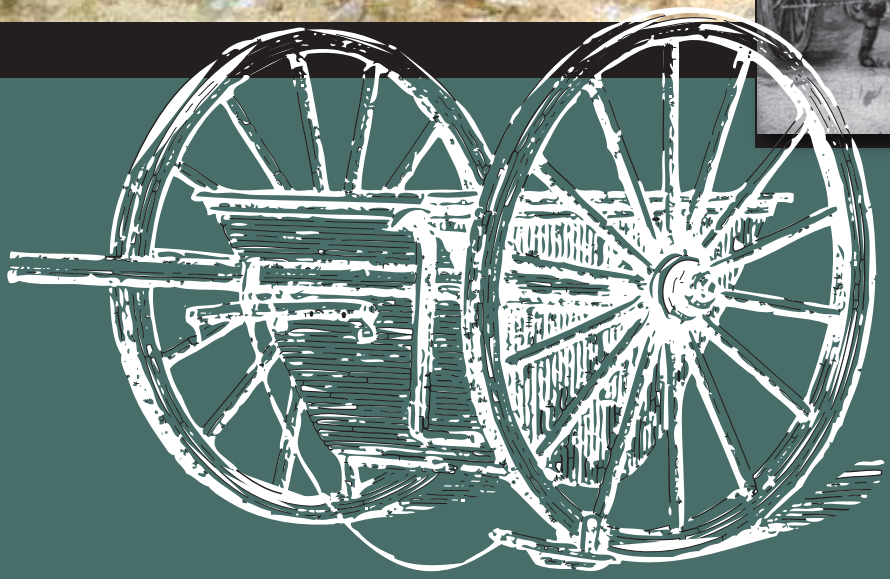
BACKGROUND





Preceding page: "Rock Creek," watercolor, William Henry Jackson, SCBL_21, Scotts Bluff National Monument, National Park Service

Inset: "Yoking a Wild Bull," pencil drawing, William Henry Jackson, SCBL_48, Scotts Bluff National Monument, National Park Service

CHAPTER 1: BACKGROUND

RATIONALE FOR THE STUDY

This feasibility study update was prepared in response to the requirements of Section 5302 of Public Law 111-11, the Omnibus Public Land Management Act of 2009, and in accordance with the National Trails System Act, Public Law 90-543 (16 United States Code 1244). The purpose of the study is to evaluate whether the additional routes specified in the law are eligible for addition (see footnote 1) to the existing Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails (NHTs).

HISTORY AND PURPOSE OF THE NATIONAL TRAILS SYSTEM

With passage of the National Trails System Act in 1968, and the amended version creating national historic trails in 1978, Congress established the National Trails System . . .*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 [emphasis added].

Initially, the National Trails System consisted only of national scenic trails and national recreation trails. In 1978, Congress amended the National Trails System Act to add a new type of trail, national historic trails, which are "extended trails which follow as closely as possible and practicable the original trails or routes of travel of national historical significance." Extended trails are defined as those over one hundred miles long. The purpose of national historic trails is "the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment." They can include both land and water areas and routes that do "not currently exist as a discernible trail" (section 5(b) (11) (A)), although the historic route of travel must be known well enough to permit identification of trail-related places of historical and recreational interest. Today's national historic trails include overland wagon routes, gold rush trails, routes of exploration, military routes, American Indian routes, trails established for commerce and communications, and even a 1960s-era civil rights march route.[3]

National historic trails are intended primarily for physical use and enjoyment by the visiting public. This is why the National Trails System Act requires feasibility studies to identify places of recreational and historic interest along study route alignments ("high potential" sites and trail segments). Unlike national scenic trails and national recreation trails, though, national historic trails are not necessarily on-the-ground paths with continuous public access from end to end, managed and administered by a single agency. Instead, these designated historic alignments cross many public and private jurisdictions that retain full control and authority over their portions of the trail. Visitors can access historic trail remnants only on public lands and where explicitly permitted by private landowners.

The National Trails System Act provides for a lead federal agency to administer and coordinate development of a national historic trail in cooperation with a variety of willing partners, including other federal agencies, state and local governments, American Indian tribes, trails organizations, and private landowners. The Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails are administered by the National Park

3. There are currently nineteen designated national historic trails with a total length of over 33,000 miles, all administered and managed for public purposes.

Service through its National Trails Intermountain Region office in Santa Fe, New Mexico. Administrative responsibilities include development of comprehensive management and interpretive plans, protection/preservation strategies, national historic trail logos, road and site signage, driving and retracement routes, public interpretation, and more.

DESIGNATION OF THE OREGON, CALIFORNIA, PONY EXPRESS, AND MORMON PIONEER NATIONAL HISTORIC TRAILS

Around the time that Congress amended the National Trails System Act in 1978 to include national historic trails, the Department of Interior prepared studies for the Oregon (1977) and Mormon (1978) (later, Mormon Pioneer) trails. In recognition of the trails' significance in the nation's history, Congress designated them as two of the first few national historic trails in 1978. Later, the National Park Service prepared a feasibility study for the California and Pony Express National Historic Trails (1987). Congress designated these two trails as national historic trails in 1992. The National Park Service prepared a single comprehensive management and use plan for all four trails in 1999. A summary of each trail and the findings of the comprehensive plan are presented below. These include the statements and periods of significance for each designated national historic trail. Their current alignments are shown in figure 1.

Oregon National Historic Trail

Commemorative Purpose. The commemorative purpose of the Oregon National Historic Trail is to recognize "the westward movement of emigrants to the Oregon country as an important chapter of our national heritage" (National Park Service 1999:25

Statement of Significance. The original Oregon Trail feasibility study found the trail to be nationally significant as one of the best known, most heavily traveled routes in the nation's westward migration and a major determinant in the settlement of the American Northwest (Bureau of Outdoor Recreation 1977).

Period of Significance. The Bureau of Outdoor Recreation study identified the Oregon Trail's period of significance as the years from 1841, when the first emigrant families traveled overland to Oregon, through 1848, when discovery of gold in California radically altered the pattern of emigration. During those critical years, some 12,000 American emigrants had established a wagon trail to the Willamette Valley and helped the United States wrest possession of the Oregon Country from Great Britain. Once Congress appointed a territorial government in August 1848, Oregon's course was set.

Alignment. The 1977 planning team proposed to designate the primary route of the Oregon Trail, which consisted of the alignments "thought by qualified historians to have received the most use as a wagon road by Willamette Valley-bound emigrants during the period 1841 to 1848, inclusive" (Bureau of Outdoor Recreation 1977:19). To "simplify future route marking and public information," that team allowed only three route alternates, which they considered to be equal to the primary route in terms of emigrant use and importance (Bureau of Outdoor Recreation 1977:28-30). All other routes, including some or all of those now under consideration for possible addition to the Oregon National Historic Trail, were dismissed.

In 1978, Congress accepted the bureau's recommended alternative and designated the Oregon National Historic Trail as "a route of approximately two thousand miles extending from near Independence, Missouri, to the vicinity of Portland, Oregon" (National Trails System Act, P.L. 90-543, as amended through P.L. 111-11, March 30, 2009, Section 5

[16USC1244 (a) (3)]). The selected "primary route" is represented by a gold line in figure 1.

California National Historic Trail

Commemorative Purpose. The commemorative purpose of the California National Historic Trail is to recognize the "heritage and impacts of the western overland migration" to California (National Park Service 1999:25), including pre-gold rush migration (National Park Service 1987b).

Statement of Significance. The 1987 draft California National Historic Trail feasibility study (which was prepared jointly with the Pony Express National Historic Trail feasibility study) found the California Trail to be nationally significant as "the route of the greatest mass migration in American history," having "contributed directly to the occupation, settlement, and development of the western part of the United States, from the Missouri River to the Pacific coast" (National Park Service 1987a:6).

Period of Significance. The original draft study did not specify a California Trail period of significance. However, it did identify the 1841 Bidwell-Bartleson Party as the earliest of the California-bound covered wagon emigrants, which establishes the beginning of the period of significance. The study also provided a list of routes recommended for designation. The latest of those routes opened in 1859, which could be construed as the end of the period of significance; however, the California emigration along those routes continued for an undefined number of years, and no terminal date is clearly identified. For administrative purposes such as interpretation, development, and implementing cooperative agreements, the National Park Service later adopted 1869, the year the transcontinental railroad was completed, as the ending date of the trail's period of significance.

Alignment. The 1987 draft study included two action alternatives that, much like the study for the Oregon National Historic Trail, would designate only the "high value" historical routes of travel to California, and a third alternative that would designate "all routes and cutoffs" regardless of their historical significance or "their degree of integrity or potential for public use and development" (National Park Service 1987a:40). In response to public support for "all routes and cutoffs," the National Park Service issued a final feasibility study recommending that Congress designate the "all routes" alternative (National Park Service 1987b), even though that alternative explicitly set aside the "significant potential for recreational use" requirement of trails act criteria 11A and 11C.

In 1992, Congress accepted that revised recommendation and designated the California National Historic Trail as "a route of approximately five thousand seven hundred miles, including all routes and cutoffs, extending from Independence and Saint Joseph, Missouri, and Council Bluffs, Iowa, to various points in California and Oregon" (National Trails System Act, P.L. 90-543, as amended through P.L. 111-11, March 30, 2009, Sec. 5 [16USC1244] (a) (18)]). (The actual length is close to 8,000 miles.) The California National Historic Trail is often described as resembling a frayed rope with strands (collector and distribution routes) fanning out from each end. (Among the distribution routes is the Applegate Trail, which extends north from California to Dallas, Oregon. The National Park Service included it as a route of the California National Historic Trail at the request of the governor of Oregon [National Park Service 1987b:17fn].) Between the two frayed ends, the national historic trail is a braid of primary routes, alternates, cutoffs, and variants used by early California emigrants, forty-niners, and later gold seekers and settlers. The designated routes are represented by red lines in figure 1.

Mormon Pioneer National Historic Trail

Commemorative Purpose. The commemorative purpose of the Mormon Pioneer National Historic Trail is to recognize "the 19th century migration of Mormon emigrants to the Valley of the Great Salt Lake" (National Park Service 1999:25), specifically "the route of the Mormon pioneers. . .from Nauvoo, Illinois, to Salt Lake City, Utah" (Heritage Conservation and Recreation Service and National Park Service 1978:1).

Statement of Significance. The original Mormon Pioneer National Historic Trail feasibility study, prepared jointly by the Heritage Conservation and Recreation Service and the National Park Service, found the 1846-1847 emigration of Brigham Young's vanguard company to the Great Basin to be nationally significant as "one of the most dramatic events in the history of the American Westward expansion" and the Mormons themselves to be "one of the principal forces in the settlement of the West" (Heritage Conservation and Recreation Service and National Park Service 1978:7-8). The statement of significance for the trail noted that Young's vanguard company opened the way for "a permanent movement of a whole people" into the West.

Period of Significance. The trail's period of significance begins in 1846, when the first Mormon companies started west from the Mississippi River to the Missouri River, and ends in 1847, when the Mormon pioneers entered the Great Salt Lake Valley in present-day Utah.

Alignment. The 1978 feasibility study traced the route of Young's companies from Nauvoo to the Great Salt Lake Valley and described the trail's geography and landmarks, recreational opportunities, and points of historical interest along that single alignment. It did not include any other trail configuration or routes, alternates, river crossings, or cutoffs taken by later or concurrent Mormon companies as possible alternatives for designation.

In 1978, Congress accepted the recommendation of the feasibility study and designated the Mormon Pioneer National Historic Trail as "a route of approximately one thousand three hundred miles extending from Nauvoo, Illinois, to Salt Lake City, Utah, following the primary historical route of the Mormon Trail" (National Trails System Act, P.L. 90-543, as amended through P.L. 111-11, March 30, 2009, Section 5 [16USC1244 (a)(4)]). The Mormon Pioneer National Historic Trail today is a single-corridor, point-to-point trail, as represented by the purple line in figure 1.

Pony Express National Historic Trail

Commemorative Purpose. The commemorative purpose of the Pony Express National Historic Trail is to recognize "the nation's most direct and practical means of east-west communications before the telegraph," specifically, the trans-West horse-and-rider relay system established the firm of Russell, Majors & Waddell (National Park Service 1987b:7-8).

Statement of Significance. The original Pony Express National Historic Trail feasibility study (which was combined with the California National Historic Trail feasibility study) found the Pony Express to be nationally significant as "the nation's most direct and practical means of east-west communications before the telegraph." The Pony Express "proved the feasibility of a central overland transportation route and demonstrated that such a route could be used year-round, thus showing that a cross-country railroad could be built" and "played a vital role in aligning California with the Union" by providing a fast communications link between the eastern U.S. and California on the eve of the Civil War (National Park Service 1987b:8). Moreover, the "collective heroism and determination of Pony Express riders and

station masters. . .has left generations of Americans with remarkable examples of courage, endurance, and spirit of which the nation can be proud" (National Park Service 1987b:8).

Period of Significance. The trail's period of significance, as identified by the original study, is April 1860 through October 1861, the months between the opening and closing of the Pony Express. This later was amended to April 1860 through November 1861, as described below.

Alignment. The original 1987 study included an action alternative that would designate only the original Pony Express route that opened on April 3, 1860, between St. Joseph, Missouri, and Sacramento, California, and a second alternative that would designate that original April 1860 route plus all subsequent changes used through October 26, 1861 — namely, the Kingsbury-McDonald Road along the Nevada-California border and the Green Valley Road in California (National Park Service 1987b:87). In response to public comment, the National Park Service recommended the "trail plus subsequent changes" alternative to Congress for designation.

In 1992, Congress accepted the "all routes plus subsequent changes" recommendation of the 1987 National Park Service feasibility study and designated the Pony Express National Historic Trail as "a route of approximately one thousand nine hundred miles, including the original route and subsequent route changes, extending from Saint Joseph, Missouri, to Sacramento, California" (National Trails System Act, P.L. 90-543, as amended through P.L. 111-11, March 30, 2009, Section 5 [16USC1244] (a) (19)]). A 101-mile segment between Sacramento and San Francisco was appended in 1997 by decision of the Secretary of the Interior, as authorized by Congress (National Park Service 1997a; Department of the Interior, Office of the Secretary 1997). The supplemental feasibility study for that addition notes that the operation "was finally discontinued" in November 1861, which is when the last rider delivered the last bag of mail (National Park Service 1997a:2), thereby extending the trail's period of significance to November 1861. The Pony Express National Historic Trail exists today as mostly a single alignment between St. Joseph and San Francisco, with a few short alternates that were used by horse-and-rider relays carrying "light mail" east and west. These designated routes are represented by the green line in figure 1.

The current lengths of the four parent trails, as calculated by geographic information system (GIS) analysis,[4] are shown in table 1.

Table 1. Lengths in Miles of the Four Existing National Historic (Parent) Trails

Parent National Historic Trail	Length in Miles
Oregon NHT	2,255
Mormon Pioneer NHT	1,377
California NHT	7,955
Pony Express NHT	2,006
Total	13,593

4. The geographic analyst used 2017 National Park Service trail alignments and the USA Contiguous Albers Equal Area Conic USGS version projection, WKID: 102039 Authority, and North American Datum 1983 for these mileage estimates. They may differ slightly for other published figures that used different alignments, another geographical datum, a different spheroid, or a different projection.

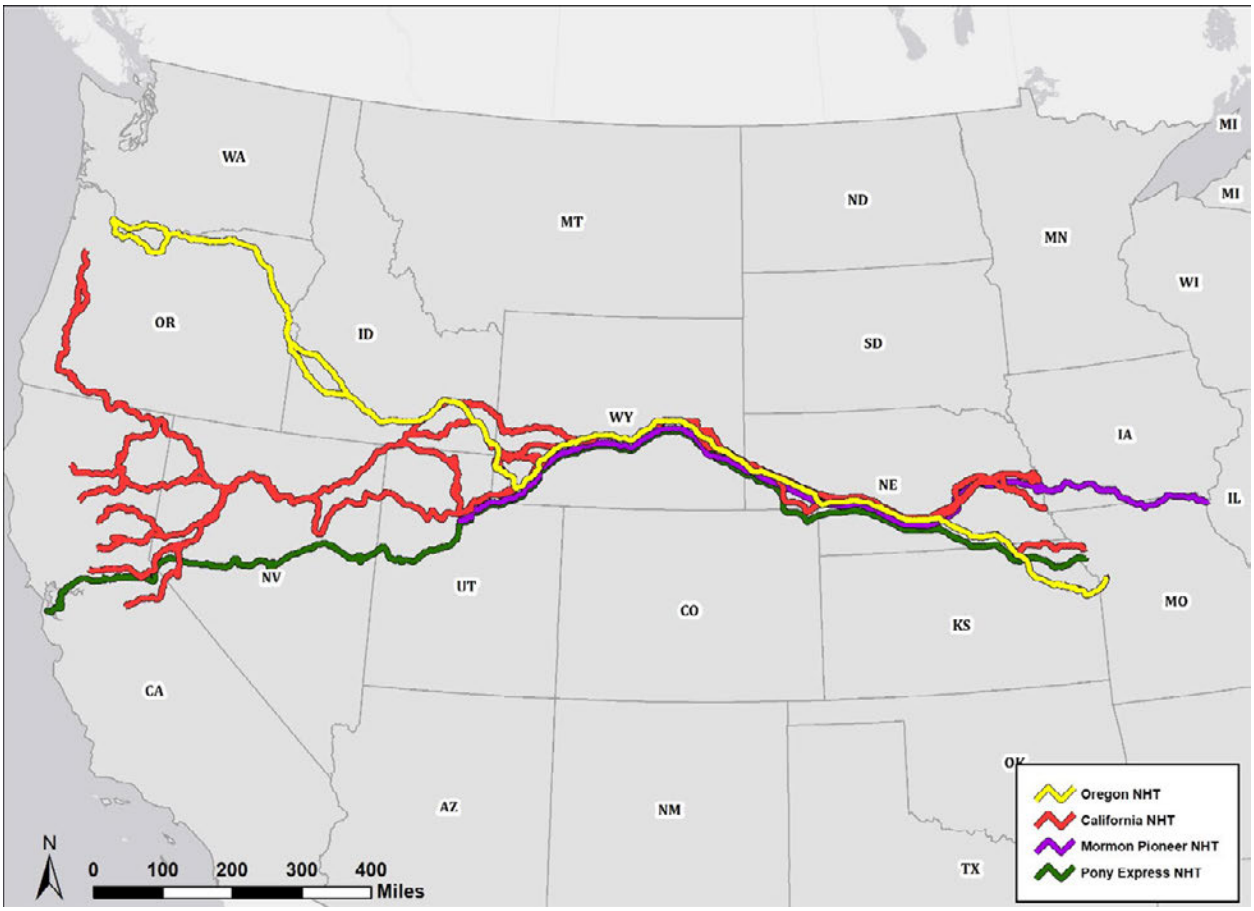


FIGURE 1. EXISTING ROUTES OF THE OREGON, CALIFORNIA, MORMON PIONEER, AND PONY EXPRESS NATIONAL HISTORIC TRAILS

BACKGROUND OF THE CURRENT FEASIBILITY STUDY REVISION

During National Park Service development of a comprehensive management and use plan for the four trails in the 1990s, trails advocates identified several routes that they wished the National Park Service to add administratively to the designated national historic trails by incorporating them into the plan. However, according to a September 2, 1998, opinion of the US Department of the Interior's Office of the Solicitor, only those routes and cutoffs identified in the original feasibility studies and approved by Congress constitute authorized routes of the four national historic trails. The additional routes could not be designated administratively, but only by act of Congress. The National Park Service therefore listed those routes in the comprehensive management and use plan as recommended for future study (National Park Service 1999:70-75).

Subsequently, trails advocates lobbied Congress for a formal feasibility study to consider adding those and other routes to the Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails. In response, Congress passed Public Law 111-11, the Omnibus Public Land Management Act of 2009, which directed that a study be conducted for that purpose. The National Trails System Act was amended to incorporate that language, and this is the required study.

Routes Named for Study

The applicable section of the National Trails System Act that identifies specific routes to be studied is quoted below:

(3) OREGON NATIONAL HISTORIC TRAIL

(A) STUDY REQUIRED. The Secretary of the Interior shall undertake a study of the routes of the Oregon Trail listed in subparagraph (B) and generally depicted on the map entitled 'Western Emigrant Trails 1830/1870' and dated 1991/1993, and of such other routes of the Oregon Trail that the Secretary considers appropriate, to determine the feasibility and suitability of designation of 1 or more of the routes as components of the Oregon National Historic Trail.

(B) COVERED ROUTES. The routes to be studied under subparagraph (A) shall include the following:

(i) Whitman Mission route.
(ii) Upper Columbia River.
(iii) Cowlitz River route.
(iv) Meek cutoff.
(v) Free Emigrant Road.
(vi) North Alternate Oregon Trail.
(vii) Goodale's cutoff.
(viii) North Side alternate route.
(ix) Cutoff to Barlow Road.
(x) Naches Pass Trail.

(4) PONY EXPRESS NATIONAL HISTORIC TRAIL. The Secretary of the Interior shall undertake a study of the approximately 20-mile southern alternative route of the Pony Express Trail from Wathena, Kansas, to Troy, Kansas, and such other routes of the Pony Express Trail that the Secretary considers appropriate, to determine the feasibility and suitability of designation of 1 or more of the routes as components of the Pony Express National Historic Trail.

(5) CALIFORNIA NATIONAL HISTORIC TRAIL

(A) STUDY REQUIRED. The Secretary of the Interior shall undertake a study of the Missouri Valley, central, and western routes of the California Trail listed in subparagraph (B) and generally depicted on the map entitled 'Western Emigrant Trails 1830/1870' and dated 1991/1993, and of such other and shared Missouri Valley, central, and western routes that the Secretary considers appropriate, to determine the feasibility and suitability of designation of 1 or more of the routes as components of the California National Historic Trail.

(B) COVERED ROUTES. The routes to be studied under subparagraph (A) shall include the following:

(i) MISSOURI VALLEY ROUTES.
(I) Blue Mills-Independence Road.
(II) Westport Landing Road.
(III) Westport-Lawrence Road.
(IV) Fort Leavenworth-Blue River route.
(V) Road to Amazonia.
(VI) Union Ferry Route.
(VII) Old Wyoming-Nebraska City cutoff.
(VIII) Lower Plattsmouth Route.
(IX) Lower Bellevue Route.
(X) Woodbury cutoff.
(XI) Blue Ridge cutoff.
(XII) Westport Road.
(XIII) Gum Springs-Fort Leavenworth route.
(XIV) Atchison/Independence Creek routes.
(XV) Fort Leavenworth-Kansas River route.
(XVI) Nebraska City cutoff routes.
(XVII) Minersville-Nebraska City Road.
(XVIII) Upper Plattsmouth route.
(XIX) Upper Bellevue route.

(ii) CENTRAL ROUTES

(I) Cherokee Trail, including splits.
(II) Weber Canyon route of Hastings cutoff.
(III) Bishop Creek cutoff.
(IV) McAuley cutoff.
(V) Diamond Springs cutoff.
(VI) Secret Pass.
(VII) Greenhorn cutoff.
(VIII) Central Overland Trail.

(iii) WESTERN ROUTES-National

(I) Bidwell-Bartleson route.
(II) Georgetown/Dagget Pass Trail.
(III) Big Trees Road.
(IV) Grizzly Flat cutoff.
(V) Nevada City Road.
(VI) Yreka Trail.
(VII) Henness Pass route.
(VIII) Johnson cutoff.
(IX) Luther Pass Trail.
(X) Volcano Road.
(XI) Sacramento-Coloma Wagon Road.
(XII) Burnett cutoff.
(XIII) Placer County Road to Auburn.

(6) MORMON PIONEER NATIONAL HISTORIC TRAIL

(A) STUDY REQUIRED. The Secretary of the Interior shall undertake a study of the routes of the Mormon Pioneer Trail listed in subparagraph (B) and generally depicted in the map entitled `Western Emigrant Trails 1830/1870' and dated 1991/1993, and of such other routes of the Mormon Pioneer Trail that the Secretary considers appropriate, to determine the feasibility and suitability of designation of 1 or more of the routes as components of the Mormon Pioneer National Historic Trail.

(B) COVERED ROUTES. The routes to be studied under subparagraph (A) shall include the following:

(i) 1846 Subsequent routes A and B (Lucas and Clarke Counties, Iowa).
(ii) 1856-57 Handcart route (Iowa City to Council Bluffs).
(iii) Keokuk route (Iowa).
(iv) 1847 Alternative Elkhorn and Loup River Crossings in Nebraska.
(v) Fort Leavenworth Road; Ox Bow route and alternates in Kansas and Missouri (Oregon and California Trail routes used by Mormon emigrants).
(vi) 1850 Golden Pass Road in Utah.

(7) SHARED CALIFORNIA AND OREGON TRAIL ROUTES

(A) STUDY REQUIRED. The Secretary of the Interior shall undertake a study of the shared routes of the California Trail and Oregon Trail listed in subparagraph (B) and generally depicted on the map entitled `Western Emigrant Trails 1830/1870' and dated 1991/1993, and of such other shared routes that the Secretary considers appropriate, to determine the feasibility and suitability of designation of 1 or more of the routes as shared components of the California National Historic Trail and the Oregon National Historic Trail.

(B) COVERED ROUTES. The routes to be studied under subparagraph (A) shall include the following:

(i) St. Joe Road.
(ii) Council Bluffs Road.
(iii) Sublette cutoff.
(iv) Applegate route.
(v) Old Fort Kearny Road (Oxbow Trail).
(vi) Childs cutoff.
(vii) Raft River to Applegate.

Finalizing the List of Study Routes

In the legislation calling for the feasibility study, Congress listed by name and description some sixty-four "additional routes" to be examined and allowed for the study of others as the Secretary of the Interior considers appropriate. Of the named routes, a few appear in the listing more than once under slightly different names, while others are multi-route groupings or complexes (for example, "Oregon and California Trail routes used by Mormon emigrants" across Kansas and Missouri). The National Park Service study team eliminated duplicates and divided several of the route complexes into discrete components for individual consideration. In a few instances, some trails researchers working independently advocated for different alignments of a particular historical route. Each of those versions was added to the study list for full consideration. Finally, a few other routes suggested by the public were added, and the National Park Service also developed some alternative alignments or configurations that could help a study route avoid problematic areas, as is permitted by the National Trails System Act. In all, seventy-seven individual routes were listed for evaluation under this study. Some of these routes would be entirely new additions to the National Trails System; other study routes are already designated as part of a national historic trail, but here would be evaluated for addition to one or more other national historic trails. For example, the Sublette Cutoff of the California National Historic Trail could be added to the Oregon National Historic Trail if it was found eligible for addition to that trail.

Determination of Study Route Alignment, Historical Use, and Associated Resources

Subject matter experts from trails associations, independent researchers and historians, and National Park Service personnel gathered alignment data and conducted a thorough investigation. The National Park Service used the compiled information to prepare maps, written route descriptions, and historical summaries for each study route. The National Park Service worked closely with the trail experts and with federal land management agencies to make the alignments as accurate and precise as possible based on information available at the time. The resulting body of information about each of the study routes is provided in Appendix A (incorporated by reference only for this document). This information provided the basis for the study route analyses that follow.

Table 2 lists all seventy-seven of the study routes and shows the four existing national historic trail(s), or "parent NHTs," for which they were considered. The first column of the table is the sequential order of the routes that were evaluated. The second column designates route identifier numbers that correspond to the individual route descriptions in Appendix A and that are used in map labeling throughout this study. Study route names are provided in the third column, sometimes with alternative or corrected names in parentheses. In those instances, researchers have recommended that the alternative names be adopted because, being based on trail geography and/or historical use, they are more accurate than the name listed in the National Trails System Act. Therefore, those parenthetical names are used hereafter in this study. Also, in the third column, words enclosed by brackets indicate a particular configuration, version, or component of the overall route under study. The last five columns to the right show the mileage of each study route and the existing national historic trails, or parent trails, for which each study route is under consideration (marked by a "Y"). All of the study routes under consideration are shown, along with the parent trails, in figure 1.

TABLE 2. ROUTES STUDIED FOR ELIGIBILITY

Count	Route Identifier No.	Study Route Name	Total Length (miles)	Studied for Addition to			
				OREG	CALI	MOPI	POEX
1	1	Blue Mills-Independence Road	7	Y	Y	Y	
2	2	Mississippi Saints Route from Independence, Mo., to Fort Laramie, Wyo.	1,025			Y	
3	3	Blue Ridge Cutoff	8	Y	Y	Y	
4	4	Westport Landing Road	4	Y	Y	Y	
5	5	Westport Road	37	Y	Y	Y	
6	6	Westport-Lawrence Road	35	Y	Y	Y	
7	7	Gum Springs-Fort Leavenworth Route	29	Y	Y	Y	
8	8	Fort Leavenworth-Kansas River Route	61	Y	Y	Y	
9	9	Ft. Leavenworth-Big Blue River Route	162	Y	Y	Y	
10	10	Atchison Road	9	Y	Y	Y	
11	11	Independence Creek Route	6	Y	Y	Y	
12	12	Atchison to Kennekuk Pony Express Route	22				Y
13	13	Union Ferry (Union Town) Route	41	Y	Y	Y	
14	14	Road to Amazonia (Road from Amazonia)	9	Y	Y	Y	
15	15	St. Joe Road	132	Y		Y	
16	16	Pony Express Trail from Wathena, Kansas, to Troy, Kansas	8				Y
17	17	Minersville-Nebraska City Road	8	Y	Y		
18	18	Old Fort Kearny Road (Oxbow Trail)	264	Y		Y	
19	19	Nebraska City Cutoff Routes	306	Y	Y	Y	
20	20	Woodbury Cutoff	67	Y	Y	Y	
21	21	Old Wyoming (Road to the) Nebraska City Cutoff	8	Y	Y	Y	
22	22	Keokuk Route	18			Y	
23	23	1846 Subsequent Routes A & B	119			Y	
24	24	1856-1857 Handcart Route, Iowa City to Council Bluffs	271			Y	
25	25	Lower Plattsmouth Route	26	Y	Y	Y	
26	26	Upper Plattsmouth Route	32	Y	Y	Y	
27	27	Lower Bellevue Route	40	Y	Y	Y	
28	28	Upper Bellevue Route	45	Y	Y	Y	
29	29	Council Bluffs Road	653	Y			
30	30	1847 Alternative Elkhorn and Loup River Crossings in Nebraska	37			Y	
31	31	Childs Cutoff	152	Y		Y	
32	32a	Cherokee Trail [Original study route, all variants]	1,607		Y		
33	32b	Cherokee Trail [Selected sections, Oklahoma to Wyoming, plus 1850 Southern Route through Wyoming]	1,315		Y		
34	32c	Cherokee Trail [Selected sections, Oklahoma to Wyoming, plus 1849 Northern Route through Wyoming]	1,276		Y		
35	33	Diamond Springs Cutoff	12	Y	Y	Y	
36	34	Sublette Cutoff	206	Y			
37	35a	Central Overland Route (Central Overland Emigrant Routes, or COER) [Original study routes, complete complex]	875		Y		
38	35b	COER [Selected section, South Platte River Route]	285		Y		
39	35c	COER [Selected section, Lodgepole Creek Trail]	285		Y		

Count	Route Identifier No.	Study Route Name	Total Length (miles)	Studied for Addition to			
				OREG	CALI	MOPI	POEX
40	35d	COER [Selected sections through Wyoming: Little Laramie River to Sage Creek, Sweetwater Cutoff, and Sage Creek Station to Granger]	207		Y		
41	35e	COER [Selected section, Simpson Route and variants]	383		Y		
42	36	Weber Canyon Route of the Hastings Cutoff	910		Y		
43	37	1850 Golden Pass Road	93		Y	Y	Y
44	38	McAuley Cutoff	58	Y	Y		
45	39	Bidwell-Bartleson Route[1]	8		Y		
46	40	Bishop Creek Cutoff (Bishop Creek Route)	995	Y	Y		
47	41	Secret Pass (Secret Pass Route)	20		Y		
48	42	Greenhorn Cutoff	30	Y	Y		
49	43	Goodale's Cutoff (Jeffrey-Goodale Cutoff)	14	Y			
50	44	Goodale's Boise-North 1862 and 1863 Routes	315	Y			
51	45	Olds Ferry Road	280	Y			
52	46	North Side Alternate Route	20	Y			
53	47	North Alternate Oregon Trail	155	Y			
54	48	Raft River to the Applegate Trail	65	Y			
55	49	Applegate Route (Applegate Trail, or Southern Route to Oregon)	547	Y			
56	50a	Meek Cutoff [Hambleton]	825	Y			
57	50b	Meek Cutoff [Ragen]	453	Y			
58	50c	Meek Cutoff [Hinshaw, Deschutes River to the Barlow Road]	459	Y			
59	51	Free Emigrant Road	185	Y			
60	52	Whitman Mission Route	316	Y			
61	53	Upper Columbia River Route	89	Y			
62	54	Umatilla River Route	118	Y			
63	55	Naches Pass Trail	164	Y			
64	56	Cutoff to the Barlow Road	118	Y			
65	57	Cowlitz River Route	247	Y			
66	58	Yreka Trail	56		Y		
67	59	Burnett Cutoff	118		Y		
68	60	Henness Pass Route	102		Y		
69	61	Nevada City Road	48		Y		
70	62	Placer County Road to Auburn	106		Y		
71	63	Johnson Cutoff	32		Y		
72	64	Georgetown/Daggett Pass Trail (Daggett Pass to Georgetown Trail)	85		Y		
73	65	Luther Pass Trail	82		Y		
74	66	Sacramento-Coloma Wagon Road	75		Y		
75	67	Grizzly Flat Cutoff (Grizzly Flat Road)	9		Y		
76	68	Volcano Road	43		Y		
77	69	Big Trees Road	19		Y		
		Totals	**17043**	**46**	**32**	**29**	**3**

1. This figure includes an approximate 334-mile overlap with part of the existing designated California NHT along the Humboldt River. The overlap was retained to avoid splitting the study route into two widely separated sections for feasibility study analysis. Excluding the overlap, this route will add about 688 miles to the California NHT if designated.

OREG= Oregon NHT; CALI=California NHT; MOPI=Mormon Pioneer NHT; POEX=Pony Express NHT

The study team evaluated some of the seventy-seven study routes for addition to more than one parent trail, so the total number of possible study route/parent trail combinations evaluated is 126. Table 3 lists the counts of each individual trail or combination.

TABLE 3. COUNTS OF ROUTES BY TRAIL OR TRAILS

Trails Each Route Considered for Addition to	Count	Count of Route/Trail Combos
CALI	23	23
CALI-MOPI-POEX	1	3
MOPI	5	5
OREG	19	19
OREG-CALI	4	8
OREG-CALI-MOPI	20	60
OREG-MOPI	3	6
POEX	2	2
Grand Total	**77**	**126**

OREG= Oregon NHT; CALI=California NHT;
MOPI=Mormon Pioneer NHT; POEX=Pony Express NHT

FIGURE 2A. THE EASTERN ROUTES STUDIED FOR ELIGIBILITY

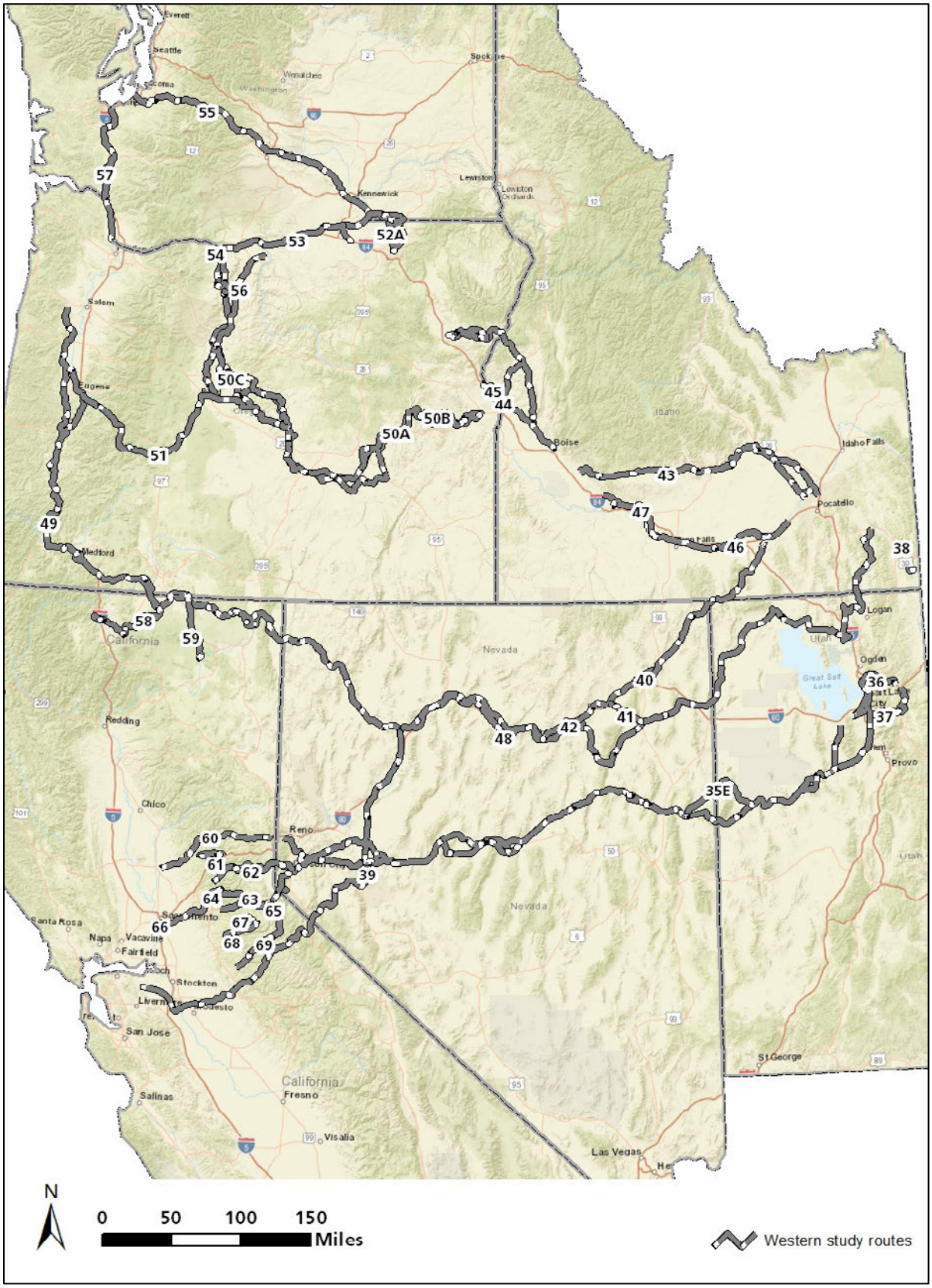
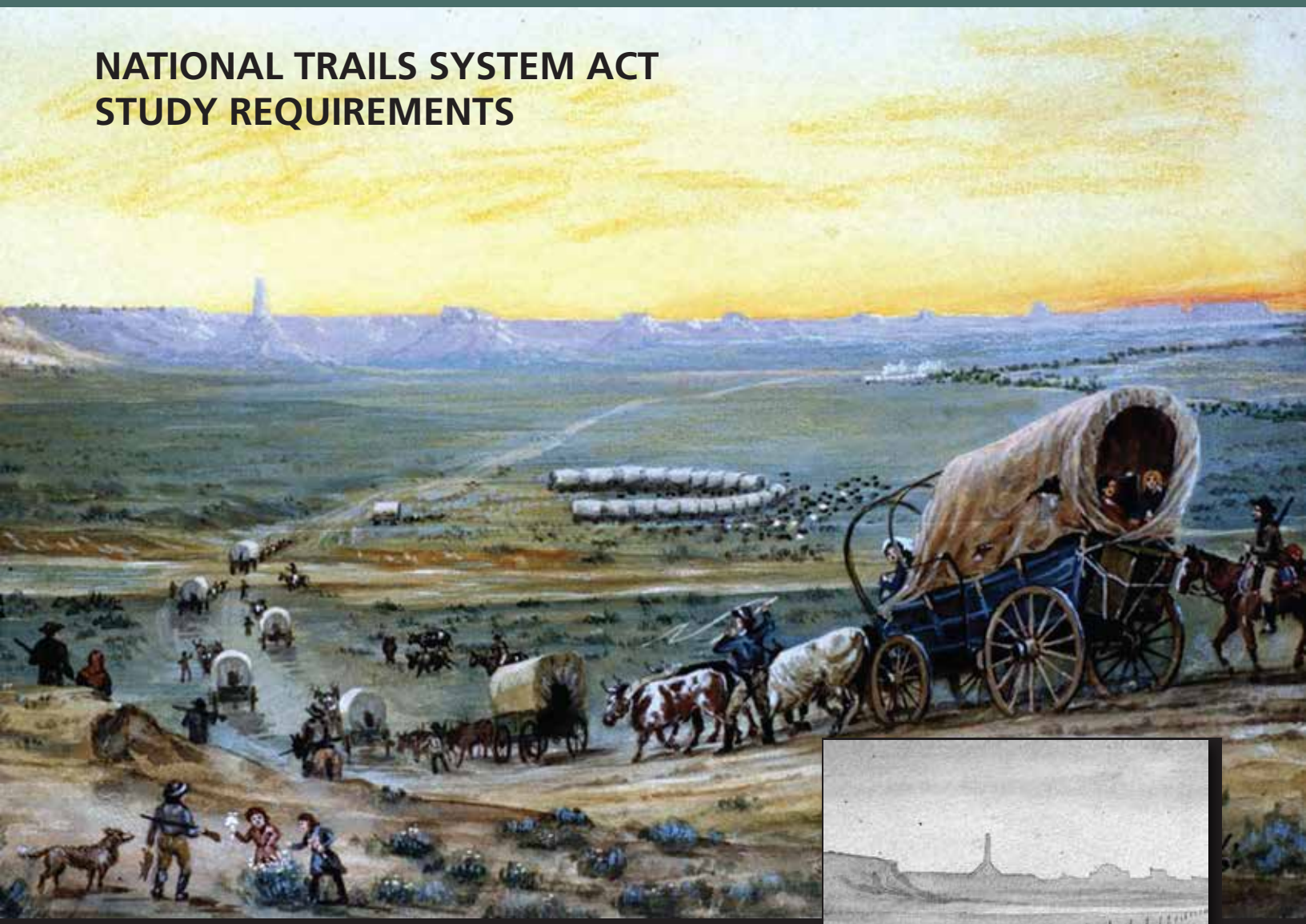
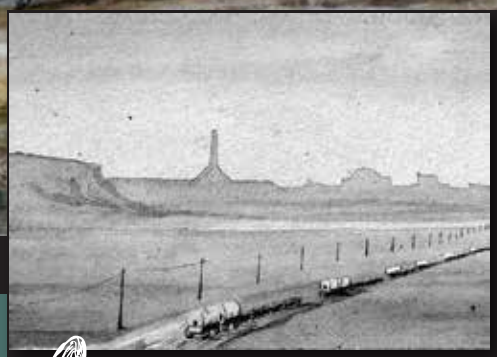


FIGURE 2B. THE WESTERN ROUTES STUDIED FOR ELIGIBILITY

NATIONAL TRAILS SYSTEM ACT STUDY REQUIREMENTS





Preceding page: "Approaching Chimney Rock," watercolor, William Henry Jackson, SCBL_25, Scotts Bluff National Monument, National Park Service

Inset: "Wagon Train," watercolor, William Henry Jackson, SCBL_53, Scotts Bluff National Monument, National Park Service

CHAPTER 2: NATIONAL TRAILS SYSTEM ACT STUDY REQUIREMENTS

INTRODUCTION

The National Trails System Act requires that national historic trail feasibility studies address ten specified topics and three evaluative criteria, which are listed in National Trails System Act Section 5 (b). This present study is not a standard feasibility study for an entire trail; rather, it is a revision of feasibility studies previously developed for the existing Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails, to consider adding routes to those parent trails. The National Trails System Act specifies that the "study requirements and objectives specified in subsection (b) shall apply" to this revision. Therefore, each study route has been addressed under the requirements of Section 5 (b), as described below:

STUDY REQUIREMENTS

(1) the proposed route of such trail (including maps and illustrations);

(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental purposes;

(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 (40 Stat. 666; 16 U.S.C. 461);

(4) the current status of land ownership and current and potential use along the designated route;

(5) the estimated cost of acquisition of lands or interest in lands, if any;

(6) the plans for developing and maintaining the trail and the cost thereof;

(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 Department of Agriculture);

(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;

(9) the relative uses of the lands involved, including: the number of anticipated visitor-days for the entire 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; and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail;

(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.

DETAILED ANALYSIS OF THE STUDY REQUIREMENTS

Requirement 1: Identify "the proposed route of such trail (including maps and illustrations)."

Appendix A of this study provides maps and detailed descriptions of each study route and separately defined route components and alternates. Complete alignments, though sometimes disputed, are mapped for all study routes except the Independence Creek Route. Table 4 shows the mapping status of all the study routes and route variations. The first column of the table is a simple count of the routes considered. The second column designates route identifier numbers that correspond to the individual route descriptions in appendix A and that are used to label routes in maps throughout this study. The fourth and fifth columns show whether the route was completely mapped for the purposes of this study. The next column is used to present any issues concerning the route alignments, followed by columns stating total length and total length on federal lands in miles.

TABLE 4. STUDY ROUTE ALIGNMENTS MAPPED

Count	Route Identifier No.	Study Routes, Route Variants, Components, Combinations, and Versions Evaluated	Yes	No	Comment	Miles	Miles on Federal Land
1	1	Blue Mills-Independence Road	X			7	0
2	2	Mississippi Saints Route from Independence, Mo., to Fort Laramie, Wyo.	X			1,025	7
3	3	Blue Ridge Cutoff	X			8	0
4	4	Westport Landing Road	X			4	0
5	5	Westport Road	X			37	0
6	6	Westport-Lawrence Road	X			35	3
7	7	Gum Springs-Fort Leavenworth Route	X			29	2
8	8	Fort Leavenworth-Kansas River Route	X			61	3
9	9	Ft. Leavenworth-Big Blue River Route	X			162	7
10	10	Atchison Road	X			9	0
11	11	Independence Creek Route		X	Route is incompletely mapped due to lack of historical data	6	0
12	12	Atchison to Kennekuk Pony Express Route	X			22	0
13	13	Union Ferry (Union Town) Route	X			41	0
14	14	Road to Amazonia (Road from Amazonia)	X			9	0
15	15	St. Joe Road	X			132	0
16	16	Pony Express Trail from Wathena, Kansas, to Troy, Kansas	X			8	0
17	17	Minersville-Nebraska City Road	X			8	0
18	18	Old Fort Kearny Road (Oxbow Trail)	X			264	0
19	19	Nebraska City Cutoff Routes	X			306	0
20	20	Woodbury Cutoff	X			67	0
21	21	Old Wyoming (Road to the) Nebraska City Cutoff	X			8	0
22	22	Keokuk Route	X			18	0
23	23	1846 Subsequent Routes A & B	X			119	2
24	24	1856-1857 Handcart Route, Iowa City to Council Bluffs	X			271	0
25	25	Lower Plattsmouth Route	X			26	0

Count	Route Identifier No.	Study Routes, Route Variants, Components, Combinations, and Versions Evaluated	Yes	No	Comment	Miles	Miles on Federal Land
26	26	Upper Plattsmouth Route	X			32	0
27	27	Lower Bellevue Route	X			40	1
28	28	Upper Bellevue Route	X			45	0
29	29	Council Bluffs Road	X			653	0
30	30	1847 Alternative Elkhorn and Loup River Crossings in Nebraska	X			37	0
31	31	Childs Cutoff	X			152	3
32	32a	Cherokee Trail [Original study route, all variants]	X			1,607	320
33	32b	Cherokee Trail [Selected sections, Oklahoma to Wyoming, plus 1850 Southern Route through Wyoming]	X			1,315	225
34	32c	Cherokee Trail [Selected sections, Oklahoma to Wyoming, plus 1849 Northern Route through Wyoming]	X			1,276	123
35	33	Diamond Springs Cutoff	X			12	11
36	34	Sublette Cutoff	X			206	141
37	35a	Central Overland Route (Central Overland Emigrant Routes, or COER) [Original study routes, complete complex]	X			875	138
38	35b	COER [Selected section, South Platte River Route]	X			285	0.00
39	35c	COER [Selected section, Lodgepole Creek Trail]	X			285	0
40	35d	COER [Selected sections through Wyoming: Little Laramie River to Sage Creek, Sweetwater Cutoff, and Sage Creek Station to Granger]	X		Route of Little Laramie River to Sage Creek is mapped but disputed	207	11
41	35e	COER [Selected section, Simpson Route and variants]	X			383	126
42	36	Weber Canyon Route of the Hastings Cutoff	X			910	697
43	37	1850 Golden Pass Road	X			93	5
44	38	McAuley Cutoff	X			58	7
45	39	Bidwell-Bartleson Route	X			8	2
46	40	Bishop Creek Cutoff (Bishop Creek Route)	X			995	347
47	41	Secret Pass (Secret Pass Route)	X			20	7
48	42	Greenhorn Cutoff	X			30	8
49	43	Goodale's Cutoff (Jeffrey-Goodale Cutoff)	X			14	8
50	44	Goodale's Boise-North 1862 and 1863 Routes	X		Routes are mapped but small sections are disputed	315	173
51	45	Olds Ferry Road	X			280	75
52	46	North Side Alternate Route	X			20	5
53	47	North Alternate Oregon Trail	X			155	47
54	48	Raft River to the Applegate Trail	X			65	30
55	49	Applegate Route (Applegate Trail, or Southern Route to Oregon)	X			547	197
56	50a	Meek Cutoff [Hambleton version]	X		Route is mapped but disputed	825	269

Count	Route Identifier No.	Study Routes, Route Variants, Components, Combinations, and Versions Evaluated	Yes	No	Comment	Miles	Miles on Federal Land
57	50b	Meek Cutoff [Ragen version]	X		Route is mapped but disputed	453	210
58	50c	Meek Cutoff [Hinshaw version, Deschutes River to the Barlow Road]	X		Route is mapped but disputed	459	210
59	51	Free Emigrant Road	X		Route is mapped but disputed	185	48
60	52	Whitman Mission Route	X			316	169
61	53	Upper Columbia River Route	X			89	15
62	54	Umatilla River Route	X			118	28
63	55	Naches Pass Trail	X			164	40
64	56	Cutoff to Barlow Road	X			118	28
65	57	Cowlitz River Route	X			247	107
66	58	Yreka Trail	X			56	7
67	59	Burnett Cutoff	X			118	0
68	60	Henness Pass Route	X			102	23
69	61	Nevada City Road	X			48	42
70	62	Placer County Road to Auburn	X			106	67
71	63	Johnson Cutoff	X			32	16
72	64	Georgetown/Daggett Pass Trail (Daggett Pass to Georgetown Trail)	X			85	74
73	65	Luther Pass Trail	X			82	64
74	66	Sacramento-Coloma Wagon Road	X			75	69
75	67	Grizzly Flat Cutoff (Grizzly Flat Road)	X			9	9
76	68	Volcano Road	X			43	1
77	69	Big Tree Road	X			19	18
Totals			76 Yes	1 No	(6 Disputed)	17,043	4,288
							25.2% fed

Finding: Complete route alignments are mapped for all of the study routes except one (the Independence Creek Route), for which historical data is lacking. That route does not go forward for full analysis or designation. Therefore, this requirement is fully met.

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

Areas along the study routes that could be used for the referenced purposes include historic sites and historic archeological sites, historic structures and replicas, scenic and historic landscapes and natural landmarks, historic trail remnants, walking trails and greenways, overlooks, museums and visitor centers, and interpretive locales. For a representative listing of these places, see appendix B, Resources of Recreational and Historic Interest.

Three main sources are used to identify trail-related potential use areas: 1) a historical "windshield survey" report on the study routes prepared by the consulting firm of Evans-Hatch. Inc. (Evans-Hatch 2004a through 2004c); 2) the *Comprehensive Management and Use Plan Final Environmental Impact Statement for the Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails* (hereafter, four-trails comprehensive management and use plan; National Park Service 1999); and 3) research maps and

documentation provided by the Oregon-California Trails Association and other subject matter experts.

The consulting firm of Evans-Hatch, Inc., was hired by the National Park Service to perform a multi-phase preliminary study of historic emigration routes identified by trail partners for possible addition to the National Trails System. Evans-Hatch conducted fieldwork in 2002-2004, years before the feasibility study was ordered by Congress. Their unpublished, preliminary reports identify trail routes and describe site histories based on primary and secondary sources, historical and contemporary maps and GIS data, and field observation. The consultants evaluated over 200 trail-associated historic sites, based on the National Historic Trails System Act criteria and National Register criteria, and offered recommendations regarding the sites' historical significance. Many retain their historic integrity (appearing much as they did during their period of use) and nearly all offer opportunities to interpret the historic trails.

The 1999 four-trail comprehensive management and use plan, which can be downloaded from https://www.nps.gov/oreg/getinvolved/planning.htm, was prepared to coordinate interpretation and development along designated routes of the Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails. It includes tables listing high potential historic sites and high potential trail segments along the designated routes. Since some of the study routes are under consideration for designation to other national historic trails, relevant information from the comprehensive management plan is included here.

Independent researchers, historians, and archeologists who have been studying and mapping the study routes for many years are collectively the third main source of cultural and interpretive resource information consulted for this study. Their annotated maps and field reports provide critical information about the nature and location of trail-related historical resources along the study routes and that information is included in appendix B.

Many of the sites listed in appendix B already are developed for cultural, historic, visitation, and interpretive purposes. Others would be identified as prospects for interpretive development during revision and updating of the comprehensive management plan. Development would occur on a case-by-case basis as projects are proposed, and only with the landowner's permission, if study routes are designated by Congress.

Finding: This requirement is fully met.

Requirement 3: Identify "the characteristics which… make the proposed trail worthy of designation as a … national historic trail"

The Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails were individually determined to be nationally significant at the time of their designations to the National Trails System in 1978 and 1992. As part of the additional routes study, the National Park Service study team formalized significance statements drawn from the original findings for the four trails (see, Significance Statements in Chapter 1). These were presented to the National Park Service Director's Order 45 review panel on January 25, 2016. The panel's recommendation to accept the significance statements was sent to the study's approving official in the National Historic Landmarks Program Office. On May 9, 2016, the National Park System National Historic Landmarks Committee voted unanimously to forward the nomination to the full National Park System Advisory Board. The advisory board, in turn, approved the significance statement on June 2, 2016.

The National Park Service also individually evaluated each of the seventy-seven study routes to determine whether they contribute to the overall national significance of the

parent national historic trails to which they may be added. That evaluation process is explained later in this section.

Finding: This requirement is fully met.

Requirement 4: Identify "the current status of landownership and current and potential use along the designated route."

The study team conducted GIS (geographic information system analysis)[5] of the four existing national historic trails and the seventy-seven study routes to meet this requirement (table 5). Disregarding overlapping routes designated for more than one national historic trail, about 3,877 of approximately 13,593 linear miles (28.5%) along the four existing designated parent national historic trails, in their currently existing alignments, is under federal jurisdiction; the remaining 71.5 percent is in state, local, private, and other ownership.

TABLE 5. CURRENT MILEAGE OF FOUR DESIGNATED PARENT TRAILS ON FEDERAL LAND

Parent NHT	Length in Miles	Miles on Federal	Percentage
OREG	2,255	513	22.8%
MOPI	1,377	143	10.4%
CALI	7,955	2,456	30.9%
POEX	2,006	764	38.1%
Total	13,593	3,877	28.5%

The total mileage of the seventy-seven study routes evaluated in this study is about 17,043, again disregarding overlaps with existing designated parent national historic trails or routes evaluated for addition to more than one trail. Some of the seventy-seven study routes are already part of one or more designated parent trail but were evaluated for addition to one or more different parent trails. The combined mileage of the seventy-seven study routes on federal land is about 4,288 or about 25.2% of the total combined route mileage.

The full analysis presented in this study finds that twenty-six of the seventy-seven study routes are qualified, feasible, suitable, and desirable (or eligible) for addition to one or more of the four national historic trails. The total mileage of the twenty-six eligible routes evaluated in this study is 7,589, again disregarding overlaps with existing designated parent national historic trails or other study routes. Some of the twenty-six eligible routes are already part of one or more designated national historic trails but were evaluated for addition to a different trail or trails. The combined mileage of the twenty-six study routes on federal land is 2,365 or about 31.2% of the combined total mileage of the eligible routes. The breakdown of mileage of the twenty-six eligible routes on federal lands by bureau or agency is as follows in table 6. Table 7 shows the federal land mileage on all twenty-six eligible routes vs. federal land mileage on the four existing national historic parent trails.

5. The geographic analyst used 2017 National Park Service trail alignments and the USA Contiguous Albers Equal Area Conic USGS version projection, WKID: 102039 Authority, and North American Datum 1983, with the ESRI (Environmental Systems Research Institute) USA Federal Lands layer to produce the results presented in this section. They may differ slightly for other published figures that used different alignments, different datasets, another geographical datum, a different spheroid, or a different projection.

TABLE 6. MILEAGE OF THE 26 ELIGIBLE ROUTES ON FEDERAL LANDS BY BUREAU OR AGENCY

Bureau or Agency	Miles
BIA	47
BLM	1643
BOR	122
DOD	59
FS	417
FWS	66
NPS	11
Grand Total	2365

BIA=Bureau of Indian Affairs;

BLM=Bureau of Land Management;

BOR=Bureau of Reclamation;

DOD=Department of Defense;

FS=US Forest Service;

FWS=Fish and Wildlife Service;

NPS=National Park Service

TABLE 7. FEDERAL LAND MILEAGE ON ELIGIBLE ROUTES AND PARENT TRAILS

Description	Total Miles	Miles on Federal Land	Percent on Federal Land
26 Eligible Routes	7,589	2,365	31.2%
4 Designated Parent Trails	13,593	3,877	28.5%
Total	21,182	6,362	30.0%

If Congress designates all twenty-six eligible routes, the percentage of federal ownership on the four national historic trails will increase slightly, from the existing 28.5% to 30.0%.

Six of the eligible routes cross parts of five units of the National Park Service. The National Park Service manages National Park Service units. Table 8 summarizes the mileages where the eligible routes cross inside the given unit's boundaries.

TABLE 8. ELIGIBLE ROUTE MILEAGES ON NATIONAL PARK SERVICE UNITS

Unit Name		Miles On
Bent's Old Fort National Historic Site		1.1
City of Rocks National Reserve		6.7
Fort Laramie National Historic Site		0.1
Golden Spike National Historic Site		2.1
Whitman Mission National Historic Site		0.5
Grand Total		10.5

In addition to the four parent national historic trails, some eligible study routes also either cross or run atop or alongside three other designated national historic trails, the Santa Fe, Lewis and Clark, and Juan Bautista de Anza National Historic Trails. Some of the eligible routes also cross two potential national historic trails that the National Park Service completed a feasibility study for in 2016, the Chisholm and Great Western Cattle Trails.

Six of the eligible routes cross parts of three National Heritage Areas or Corridors. National Heritage Areas and Corridors are administered by the National Park Service. They are not units of the National Park Service. The National Park Service administers these areas through collaborative partnership agreements and grants to landowners, land managers, private interest groups, and local and state governmental entities. Table 9 summarizes the mileages where the eligible routes cross the given National Heritage Areas.

TABLE 9. ELIGIBLE ROUTE MILEAGES ON NATIONAL HERITAGE AREAS/CORRIDORS

National Heritage Area/Corridor Name	Miles On
Cache La Poudre River Corridor	2
Freedom's Frontier National Heritage Area	156
Great Basin National Heritage Area	160
Grand Total	318

Summary: If all of the twenty-six routes evaluated as eligible in this study are added to the existing four trails, the percentage in federal management rises to 30%, with the remaining 70% in state, local, private and other ownership. Existing and potential uses along the designated route include energy, industrial, and highways development; mining and timber harvest; grazing, crop, and orchard agriculture; and military, residential, recreational, and tribal activities.

Finding: This requirement is fully met.

Requirement 5: Identify "the estimated cost of acquisition of lands or interest in lands, if any."

According to the National Trails System Act, "no lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the federal government" for the four national historic trails except by consent of the landowner. Over a span of approximately forty years since the first national historic trails were designated, the National Park Service has never sought to acquire land for the Oregon, California, Pony Express, and Mormon Pioneer National Historic Trails, and no land acquisition is proposed in the event Congress designates additional routes. Therefore, no costs are anticipated for land acquisition.

Finding: This requirement is fully met.

Requirement 6: Discuss "the plans for developing and maintaining the trail and the cost thereof."

Based on current staffing for the existing four national historic trails, the National Park Service would need to add at least three full-time equivalent (FTE) staff to administer the more than 7,500 miles along the twenty-six added routes, if they are all designated. The need for these positions is a projection only, but reflects the additional operations, cultural resources, interpretive, design and development, GIS (geographic information system), planning, and administrative workload that would be incurred. The starting annual cost of the additional personnel is estimated at $362,088, including salaries, benefits, and administrative support calculated at 2016 scale. These estimates are for trail administrative personnel only: they do not reflect additional personnel that may be needed by other agencies and communities for recreation planning, environmental compliance, and other direct management responsibilities related to designated routes.

If Congress designates one or more of the study routes, the added route or routes would be incorporated into the existing national historic trails as appropriate, but the 1999 comprehensive management plan for the four national historic trails would need to be amended. Amendment of the existing plan would be undertaken as a public process in accordance with the National Environmental Policy Act. Costs for that process would be incurred for systematic inventory of the additional routes to identify high potential historic sites, high potential route segments, possible auto tour routes, and prospective interpretive, development, signing, and documentation needs. (Tasks requiring access to private property are undertaken only with landowner permission, and all work is done in cooperation with owners, land management agencies, historic trails organizations, and other interested parties.) Other related planning costs would include administrative support, writing and editing, and producing, revising, and distributing the plan. Total one-time cost to amend the comprehensive management plan for the four national historic trails is estimated at $300,000.

Potential development opportunities for visitor amenities would be identified, again in collaboration with partners, in the revised comprehensive management plan. Specific proposals for development at selected locations would be brought forward later, on a case-by-case basis, by partners working in

collaboration with the property owners. The cost for a typical development of a single site, including an entrance sign, two interpretive exhibits, a kiosk or shelter, wheelchair-accessible asphalt walkways, gravel parking area, and minimal landscaping, is projected at about $68,600. Costs are higher if the development is to include restrooms and utilities, a paved parking area with accommodations for buses, wheelchair-accessible concrete walkways, and more landscaping; however, site development proposals rarely include these high-end cost elements.

Potential development opportunities for pedestrian, bicycle, and equestrian paths along the added routes likewise would be identified in the revised comprehensive management plan, in consultation with partner agencies, organizations, governments, and individuals. The lowest-cost retracement development option is earthen non-motorized trail, which requires only vegetation clearing and leveling and is commonly the choice for rural areas, at about $50,000 to $75,000 per mile. The highest-cost option is a ten-foot-wide asphalt trail, which requires clearing, leveling and paving, at $200,000 to $300,000 per mile. This option typically is chosen for short segments of retracement trail. There would be no intention or need to develop full retracement trail for added routes from beginning to end.

Highway signs, which are intended to direct travelers to trail venues, cost between $327 and $6,600 each to fabricate, and most must be installed in pairs for traffic approaching in the opposite direction. Signs typically are installed without charge by county, state, or federal highway personnel and/or authorized volunteers. Trail site entrance signs cost about $800 to fabricate and are usually installed by volunteers. Interpretive wayside exhibits, which often are components of development proposals, cost about $3,000 apiece for fabrication and shipping.

Nearly all development and signing projects are proposed to the National Park Service by partner organizations. National Park Service personnel provide technical support in planning, design, interpretation, and environmental compliance, while direct costs typically are covered in part or in whole by grants, partner matches, other federal agencies, or local or state governments. Sometimes development projects are proposed as compensatory mitigation for adverse impacts resulting from a federal undertaking, and the costs are borne by the proponent of the undertaking. Federal support for approved projects may be available from the National Park Service Servicewide Comprehensive Call, the Connect Trails to Parks program, or the Challenge Cost Share Program. Any remaining project costs are absorbed by the National Park Service administrative office as funding permits. The number of development projects initiated by the National Park Service along the added routes therefore would be limited by available funding.

In addition to direct development costs, national historic trail development and administration requires tribal consultation, historical research, and resource survey, documentation, assessment, monitoring, and sometimes stabilization and repair. This work typically costs from $1,000 to $30,000 per project, and the National Park Service administering office usually bears the expense.

In 2016, the National Park Service National Trails Intermountain Region office (the administering office for nine national historic trails, including the four parent trails in this study) spent approximately $150,000 on the types of project work described above, including related staff travel, at an average of about $16,667 per trail. The routes to be added, in terms of combined length, would be the approximate equivalent of another three national historic trails. Therefore, the annual cost to the National

Park Service of development projects along the added routes is estimated at around $50,000 per year over the first several years. The remaining costs of those projects are covered by other organizations and agencies. Maintenance and upkeep of completed project developments would be the responsibility of the benefitting partner organization or public landowner.

Table 10 provides an estimate of costs that could be incurred for routes added to the four national historic trails.

TABLE 10. PROJECTED COST ESTIMATES

Item Description	Cost Estimate
Projected Annual Administrative Costs	
Personnel, three FTE salary and benefits based on 2016 pay scale	$258,634/yr. for two GS 9 Step 5 and one GS 11 Step 5
Personnel support (IT, travel, etc.), 40% of salary	$103,454
Total annual personnel costs	**$362,088**
Projected Annual Trail Development Costs (National Park Service Share)	
Consultation-research-development project costs paid by the National Park Service (annual)	$50,000
Total projected annual administrative and development costs	**$378,788**
Projected Planning Costs (One-Time)	
Comprehensive Management Plan amendment	**$300,000**

Visitor centers are not included in the cost estimates. Communities and trails proponents often advocate for construction of visitor centers along newly designated national historic trails. The National Park Service has never constructed or operated a visitor center specifically for the Oregon, California, Mormon Pioneer, or Pony Express National Historic Trails. Congress did direct the National Park Service to assist in the design and construction of the Western Historic Trails Center in Council Bluffs, Iowa, which has a number of displays and exhibits related to the four trails.

Congress sometimes has provided limited funding to other agencies and private organizations for visitor centers. However, building a visitor center costs millions of dollars, and financial support is needed for staffing, operating, and maintaining the facility. Trail visitor centers typically cannot generate enough income to be self-supporting, and many struggle to keep their doors open. In this case, major visitor centers (both privately operated or supported by state or federal funding) already exist along the four parent trails in eastern Nebraska, Iowa, eastern Wyoming, Idaho, Utah, Nevada, California, and Oregon. Therefore, construction and operation of National Park Service trail centers is not considered in this study.

Finding: This requirement is fully met.

Requirement 7: Identify "the proposed federal administering agency…"

The National Park Service is the administrator of the Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails. Moreover, the NPS completed the comprehensive management plans for the four trails as well as this feasibility study amendment. To provide for consistency and continuity in trail administration, and avoid administrative ambiguity, confusion, and excessive and redundant administrative costs, this study proposes that any additional routes added to the existing national historic trails fall under the administrative authority of the NPS.

Finding: This requirement is fully met.

Requirement 8: Discuss "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."

The National Park Service is aware of five instances within the past ten years where a non-profit organization, municipality, or state agency looked into acquiring ownership or a public easement for a privately-owned site on the four parent trails, and two of those efforts have been successful to date. There may have been other instances of which the bureau has not been informed. The National Park Service concludes that states, their political subdivisions, and public and private organizations might, to a very limited extent, participate in acquiring and managing lands along any routes added to the four parent NHTs.

Non-profit organizations such as the Oregon-California Trails Association, Trails West, Inc., the Mormon Trail Association, and the National Pony Express Association likely would extend their partnership with the National Park Service trail administrators to include activities along any added routes. Those organizations also partner with other federal and state agencies in management activities along the designated trails.

Finding: This requirement is fully met.

Requirement 9: Describe "the relative uses of the lands involved…"

This includes "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 alternative land uses; and the estimated man-years of civilian employment and expenditures expected for the purpose of maintenance, supervision, and regulation of such trail."

To generalize very broadly (as quantifiable data is not available), most of the private lands along the study routes are rural and used for residential purposes, crops, pasture, and livestock range. A much smaller portion of those lands is urban and suburban, occupied by housing, industry and business, and transportation features. Based on approximately 30 years of experience administering the four parent national historic trails, the National Park Service estimates that less than five percent of the study route miles across private land might be made available by landowners for regular public visitation and recreational purposes.

Federal lands that would be affected by addition of the study routes are mostly open to multiple uses, including recreation, grazing, timber harvest, mineral extraction, and energy and utilities development, but some are military reserves and tribal lands that are not open for public visitation. Study routes through some public areas cannot readily be accessed by visitors because of intervening parcels of private property with no public right of way. However, over 90 percent of the additional-route miles across federal lands generally are expected to be open to public recreation.

Assuming that seasonal restrictions are not imposed by landowners and land managers, the study routes (or driving routes in their vicinities) are expected to be open for recreation year-round (twelve months/year). However, three-season visitation to the study route is anticipated because weather conditions, lack of trail trace visibility and accessibility due to snow cover, and school and work obligations discourage people from visiting in the winter months. Further, most visitors wishing to understand the original trail experience prefer to visit the national trails during the historic months of travel, April through October. Therefore, visitor days per year along the study routes are estimated

at 275 (nine visitor months) for all route segments and their combined length.

Social benefits would consist mostly of trail visits, tours, and public events conducted by school groups, local history organizations, trails organizations, and communities. Some economic benefits from trail visitation are expected to accrue mostly from overnight lodging, meals, and fuel purchased by trail visitors who stop in towns along the routes, but those benefits would not be evenly distributed across the routes and they are not anticipated to be significant. The occasional race or rally that follows a national historic trail can generate income from participants and observers, but they typically are one-time events. Some national, state, and local parks along the trail charge admission to visit trail resources within their boundaries, and some public and privately-operated visitor centers and museums charge admission, but the National Park Service is aware of only one private landowner situated on one of these national historic trails who is able to generate sustainable income by charging admission to trail sites on his property. Trail tourism on private property usually occurs in addition to or concurrent with other land uses, such as farming or grazing, but it does not replace or diminish those other uses.

While employment could increase somewhat in the tourism and hospitality sectors of local economies as a result of route designation, that designation could complicate and incur additional costs to grazing, energy, and mineral development activities, especially in western states with vast tracts of multiple-use public lands.

Sixty person-years of civilian employment by the federal trail administrator are anticipated to result over the next two decades if the study routes are authorized by Congress. The annual cost of National Park Service program administration for the added routes, as described in Table 10, is estimated at $378,788. Again, this estimate does not include costs that might be incurred by other public agencies that bear direct management responsibility for the national historic trails within their jurisdictions.

Finding: This requirement is fully met.

Requirement 10: Describe "the anticipated impact of public outdoor recreation use…"

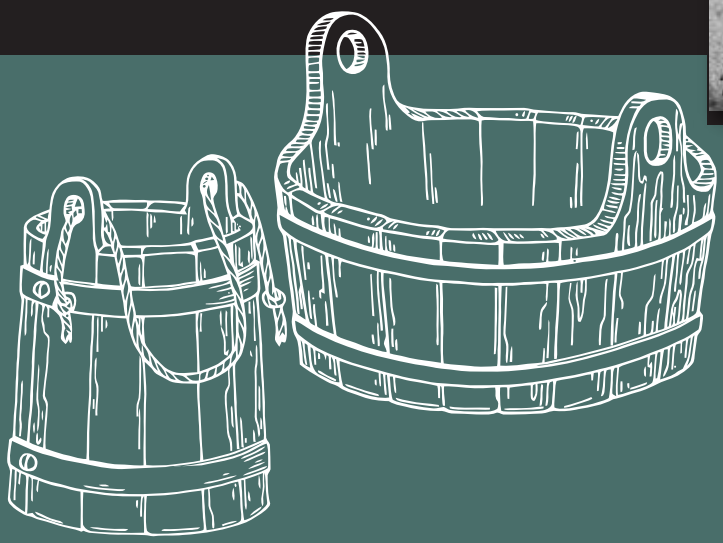
As noted in this requirement, this should include impacts on "the preservation of a proposed national historic trail and its related historic and archeological features and settings, including the measures proposed to ensure evaluation and preservation of the values that contribute to their national historic significance."

Recreational use of national historic trails sometimes results in unauthorized digging and collecting of artifacts, vandalism of signs and structures, erosion and crushing of site features due to overuse or inappropriate use (such as driving or cycling over intact trail remnants), and inappropriate modifications to structures and cultural features by visitors. On the other hand, responsible trail visitors can discourage vandalism and report damage to the land manager. Any adverse impacts to historic and archeological features and settings that might result from public outdoor recreation, especially non-motorized forms of recreation, are usually more limited in scope and intensity than the impacts that result from other land use activities.

SUMMARY OF STUDY REQUIREMENT FINDINGS

The study team has found that the study meets all requirements of the National Trails System Act.

NATIONAL TRAILS SYSTEM ACT STUDY QUALIFICATION CRITERIA



Preceding page: "Salt Lake Valley," watercolor, William Henry Jackson, SCBL_41, Scotts Bluff National Monument, National Park Service

Inset: "Tysons Furnace," pencil drawing, William Henry Jackson, SCBL_65, Scotts Bluff National Monument, National Park Service

CHAPTER 3: NATIONAL TRAILS SYSTEM ACT STUDY QUALIFICATION CRITERIA

HISTORICAL CONTEXT AND OVERVIEWS OF THE STUDY ROUTES

The routes under study here are covered wagon emigration trails to Oregon, California, and Utah, Mormon Handcart Routes from the Mississippi River to Salt Lake City, and short variants of the Pony Express Trail. Study routes in Oregon include stretches of the Columbia River that emigrants floated with homemade rafts, Indian canoes, and fur company bateaux. As a group, the study routes were opened between 1841 and about 1865, and many continued carrying emigrant traffic through at least 1869, when the transcontinental railroad was completed between Omaha, Nebraska, and Sacramento, California.

Individual historical overviews and maps of the seventy-seven routes, route components, and alternate alignments under consideration are provided in Appendix A (Study Route Descriptions and Historical Overviews). These overviews were developed from primary sources, including emigrant diaries, journals, letters, and reminiscences, 19th century newspaper articles, and key references such as historian John Unruh's classic overland trails history, *The Plains Across*; Merrill Mattes's *The Great Platte River Road*, a history of the trail along the Platte River corridor, and his *Platte River Road Narratives*, an annotated bibliography of original trail writings; Louise Barry's *The Beginning of the West*, a chronological compilation of trail-related snippets from newspapers, military reports and dispatches, and other public sources of news related to 19th century Kansas; and Will Bagley's comprehensive modern syntheses, *So Rugged and Mountainous: Blazing the Trails to Oregon and California, 1812 to 1848, With Golden Visions Bright Before Them: Trails to the Mining West, 1849-1852*, and *South Pass: Gateway to a Continent*. When these sources could not yield the information needed to understand the development and use history of a study route, other secondary and online sources were consulted.

Several databases and online sources, too, provided invaluable information for developing historical context for the study routes. Among these was the LDS Church History searchable database for Mormon Pioneer Overland Travel, 1847–1868.[6] This comprehensive database provides emigration company names, company rosters (insofar as they are known), places of departure and arrival, and trail-related excerpts of original journals, diaries, letters, autobiographies, reminiscences, and other original documents relating to the Mormon emigration. Mormon-related research posted on the Kansas History Web Sites (http://www.kansashistory.us) and on the Mormon Trails Association website (http://www.mormontrails.org) also were consulted. Another key resource was the Census of Overland Emigrant Documents (COED), a searchable database developed by the Oregon-California Trails Association. The COED database holds information compiled from some 3,700 emigrant journals, diaries, letters, reminiscences, and autobiographies.[7]

6. Found at http://history.lds.org/overlandtravels/home?lang=eng.

7. The Oregon-California Trails Association since has migrated COED to a new website called Paper Trail, located at https://www.paper-trail.org/.

QUALIFICATION CRITERIA

To qualify for designation as a national historic trail, a route must meet all three of the criteria described in National Trails System Act Section 5 (b) 11.

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.[8]

Historical documentation and physical evidence demonstrates that all of the study routes were established by historic use. However, these study routes are being considered for addition to existing national historic trails. Therefore, in order to meet the criterion in this study context, the historic use must be strongly associated with the parent national historic trail for which the route is being considered. For example, any route to be added to the Oregon National Historic Trail must have been generally used by emigrants bound for Oregon; any route to be added to the California National Historic Trail must have been generally used by travelers to and from California; any route to be added to the Mormon Pioneer National Historic Trail must have carried members of The Church of Jesus Christ of Latter-day Saints toward the Great Salt Lake Valley; and any route to be added to the Pony Express National Historic Trail must have been used by the horse-and-rider mail relay operated by the firm of Russell, Majors & Waddell. A route that was opened and primarily used for a different purpose (e.g., for the fur trade, to reach gold strikes in other territories, or to drive livestock to market) does not meet that standard of strongly associated historic use, even if a few wagons did follow it along their way to Oregon, California, or Utah. Likewise, a road that served as an occasional or temporary alternate for a few emigrant wagons or a rare Pony Express run would not meet this level of historic use associated with the parent national historic trail.

Likewise, the historical significance of the study route must contribute to the overall historical significance of the parent national historic trail. The kinds of use and levels of use that make a route historically significant in that manner are described in the discussion for criterion 11B (below). The study team determined that to be considered sufficiently known, the location of the historical route alignment must be documented based on historic maps, trail guides, photographs, and/or physical evidence (although reasonable interpolation based on geographical constraints and first person accounts is acceptable); and key subject matter experts and affected land managers must largely agree on the route's general alignment.

The locations of the following routes were determined during evaluation to be insufficiently known, either due to inadequate documentation or to unresolved differences among land managers and/or subject matter experts concerning route alignments:

Independence Creek Route

Sweetwater Cutoff of the Central Overland Emigrant Routes (COER)

8. These findings are based on information compiled in appendix A.

Goodale's Boise-North 1862-1863 Routes

Placer County Emigrant Road

Meek Cutoff [Ragen version]

Meek Cutoff [Hinshaw version]

Subject matter experts proposed and argued strongly for competing alignments of the Meek Cutoff. After extensive study and consultation with researchers and land managers, the National Park Service study team selected a preferred alignment to go forward for designation (although the dismissed alignments continue to have staunch proponents). Therefore, that selected alignment (Meek Cutoff, Hambleton version) route is now considered to be sufficiently known, whereas the two others are not.

Each study route had to meet all of these measures in order to pass Criterion 11A and continue through the evaluation process.

Finding: Of the 126 study route/parent trail combinations studied, sixty met criterion 11A for at least one parent NHT. The sixty-six study route/parent trail combinations that did not meet criterion 11A were considered as unqualified for NHT designation and not further evaluated.

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.

To meet the National Trails System Act requirement for national significance, new trails under study for designation are evaluated under National Historic Landmarks Criteria for Evaluation, found in the Code of Federal Regulations, Title 36, Part 65. The national significance of the existing Oregon, California, Mormon Pioneer, and Pony Express NHTs, was, of course, established during their original feasibility study processes. Congress specified that the individual study routes, too, must meet the National Trails System Act national significance requirement for designation. Therefore, the National Park Service evaluated each study route to determine whether it contributes meaningfully to those "broad facets of American history" for which the parent national historic trail is nationally significant.

The study team determined that a study route contributes to the national significance of the parent trail if it possesses at least one of the qualities below.

Significant routes include:

Emigrant routes that carried more than negligible traffic toward western Oregon, California, and/or the Great Salt Lake Valley as best as can be determined or estimated based on historical documentation;

Pony Express routes that were a permanent or long-term route change that carried horse-and-rider relays between St. Joseph and Sacramento;

On study routes where there occurred some event of national prominence, such as a trail tragedy, a conflict, or some other event that was widely publicized at the time and that still is widely recognized (for example, the sufferings of the "Lost Meek" wagon train or the massacre at Whitman Mission);

Landmarks, landscapes, or other geographies along the route that gained iconic status as important and enduring

symbols of the westward emigration, Pony Express, or the greater American West (for example, Chimney Rock, the Snake River defile, or Mt. Hood);

Routes that represent an important pioneering effort or cutoff (for example, the route of the Bidwell-Bartleson Party, the first emigrant wagon train to start for California, or Child's Cutoff, which carried traffic along the north side of the Snake River);

Routes that are strongly associated with the life or career of a person of national prominence, whose name is widely recognized today (for example, Brigham Young on the Mormon Trail).

Finding: Of the 126 study route/parent trail combinations studied, forty-eight met criteria A and B for at least one parent NHT. The twelve study route/parent trail combinations that met criterion 11A but not criterion 11B were considered as unqualified for NHT designation and were not further evaluated (see Table 12).

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 or historical interest related to the parent national historic trail was evaluated using the site information detailed in Appendix B. The identified locations are places that could, with landowner permission, be developed for recreational use or historical visitation.

Finding: Of the 126 study route/parent trail combinations studied, forty-one met criteria A, B, and C for at least one parent NHT. The seven study route/parent trail combinations that met criteria 11A and 11B but not criterion 11C were considered as unqualified for NHT designation and were not further evaluated (see Table 12).

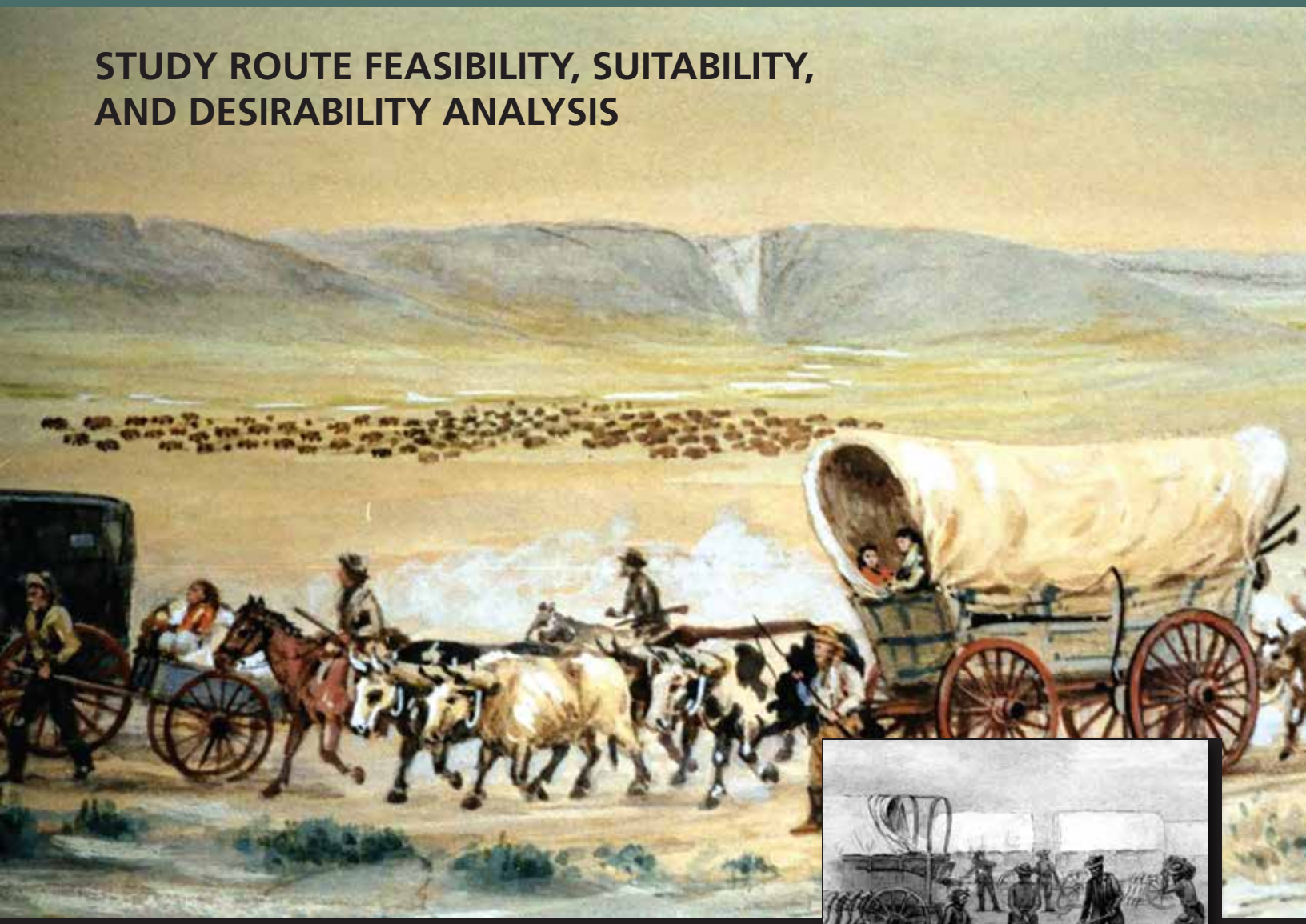
Summary of Qualification Criteria Evaluation Results

Sixty study route/parent trail combinations met qualification criterion 11A, forty-eight study route/parent trail combinations met criteria 11A and 11B, and forty-one study route/parent trail combinations met all three qualification criteria, 11A, 11B, and 11C. These forty-one study route/parent trail combinations are considered qualified for addition to the various parent national historic trails and went forward through the next set of analyses for feasibility, suitability, and desirability as described below in the next chapter. The eighty-five study route/parent trail combinations that the study team found not qualified did not go forward for additional analysis and were not considered eligible for addition to any of the four parent national historic trails and were not further analyzed. The qualification evaluations results may be found in table 11 below.

TABLE 11. RESULTS OF QUALIFICATION EVALUATIONS

Parent Trail	Passed 11A	Passed 11A & 11B	Passed 11A, 11B & 11C
Oregon NHT (46 considered)	18	16	14
California NHT (48 considered)	39	30	25
Mormon Pioneer NHT (29 considered)	3	2	2
Pony Express NHT (3 considered)	0	0	0
Total qualified	60	48	41
Out of	**126 total study route/parent trail combinations evaluated**		

STUDY ROUTE FEASIBILITY, SUITABILITY, AND DESIRABILITY ANALYSIS



Preceding page: "Westward America – detail," watercolor, William Henry Jackson, SCBL_37e, Scotts Bluff National Monument, National Park Service

Inset: "Grub Pile," pencil drawing, William Henry Jackson, SCBL_49, Scotts Bluff National Monument, National Park Service

CHAPTER 4: STUDY ROUTE FEASIBILITY, SUITABILITY, AND DESIRABILITY ANALYSIS

During the National Trails System Act criteria evaluations, it became apparent that a number of the eligible additional routes would largely duplicate resources and visitor opportunities that already are available on the existing national historic trails. Section 5 (b) of the National Trails System Act instructs the Secretary of the Interior to determine the feasibility and desirability of designating routes as national scenic and national historic trails, and to analyze the suitability of trail designation. The act is clear regarding what Congress means by feasibility, but it provides no guidance for determining desirability or suitability. Therefore, in consultation with the Department of the Interior Office of the Solicitor, the National Park Service developed a process to systematically address public and analytical concerns as aspects of suitability and desirability. Results helped to determine the selection of routes for further consideration.

FEASIBILITY

The National Trails System Act states, "The feasibility of designating a trail shall be determined on the basis of 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."

Trail development generally consists of retracement trails, signs, and developed sites with interpretation and visitor amenities at specified locations along a trail. Given the locations of each eligible study route, it would be physically possible to develop appropriate locations along each one should funds become available. The four parent national historic trails are and have been developed at such levels within the budget provided for such activities. Therefore, the National Park Service concludes that designating new routes with a gradual and modest level of development is financially feasible.

Finding: The forty-one qualified study route/parent trail combinations meet the act's feasibility requirements.

SUITABILITY

The National Trails System Act requires recommendations as to the suitability of a study trail for designation to the System, but the Act does not define the term "suitability." Since the purpose of a national historic trail is to provide the means for "preservation of, public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the Nation" [National Trails System Act Section 2 (a)], a suitable route is one that offers reasonable and appropriate opportunities for these activities to occur.

National Park Service policies define another aspect of suitability: a study area must contribute something new to the system.[9] A suitable national historic trail route then also would provide trail-related visitor use opportunities and historic resources that are not already represented in the National Trails System. A route that largely duplicates existing visitor use opportunities and resource types or that serves only the purpose of historical commemoration, lacking reasonable expectation for public use, is not suitable for addition to the National Trails System. This finding does not mean that the route is not historically significant or was not used by the

9. National Park Service *Management Policies 2006*, p. 9 states, "An area is considered suitable for addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector."

overland emigration. It simply means that the kinds of resources and recreational opportunities the route offers to the public are already available on existing designated national historic trails, and that the route adds nothing new and important to the National Trails System.

In determining whether a study route is *suitable* for addition, the National Park Service weighed the following considerations:

> whether the study route has significant potential to contribute to the National Trails System by adding unique new geographies, trail-related historic resources, different historical perspectives, compelling new stories and interpretive opportunities, and meaningful places of recreational and historical interest to the National Trails System, as opposed to largely duplicating those qualities of existing designated routes
>
> whether the route and related sites largely occur on lands that are currently or foreseeably open to the public for recreation and visitation, or are in the vicinity of public roads and rights of way that could be marked to commemorate the route

Finding: Thirteen study routes that passed the 11A, 11B, and 11C qualification criteria failed to go forward for further consideration wholly or in part due to suitability concerns (see Table 12).

DESIRABILITY

The National Trails System Act likewise does not define the term "desirability." In the context of the National Trails System Act, the term is defined here to mean "the quality of being worth having or doing as advantageous and beneficial" to the public.

A recent and similar study of the potential addition of routes to the Lewis and Clark National Historic Trail essentially equated suitability and desirability (National Park Service 2016:45):

Suitability, also defined as desirability when addressing national historic trails, considers whether a proposed trail, or trail extension, is already adequately represented within the system, or is comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector. For trail extensions, suitability evaluates if there is additional public benefit to be gained by extending the trail.

The National Trails System Act Section 5 (b) directs the Secretary of the Interior, in evaluating a trail for national historic trail designation, to report on current and potential land uses along the route, economic and social benefits or impacts, and the anticipated impacts that trail designation might have on historic properties of national significance. These are aspects of trail desirability.

A desirable trail route therefore is one for which public recreational and historical interest use is compatible with other ongoing or reasonably foreseeable, long-term land uses; that is broadly supported, or at least not generally opposed, by affected land owners and public land users, tribes, agencies, and public and private organizations, as well as by the public at large; and that avoids or minimizes adverse impacts on communities, local economies, cultural properties, and the natural environment.

In determining whether a study route, component, or alternate is desirable for addition to a specific national historic trail, the National Park Service considered the following:

> whether public access to and use of the study route would be largely compatible or in conflict with other major known or reasonably anticipated land uses along the

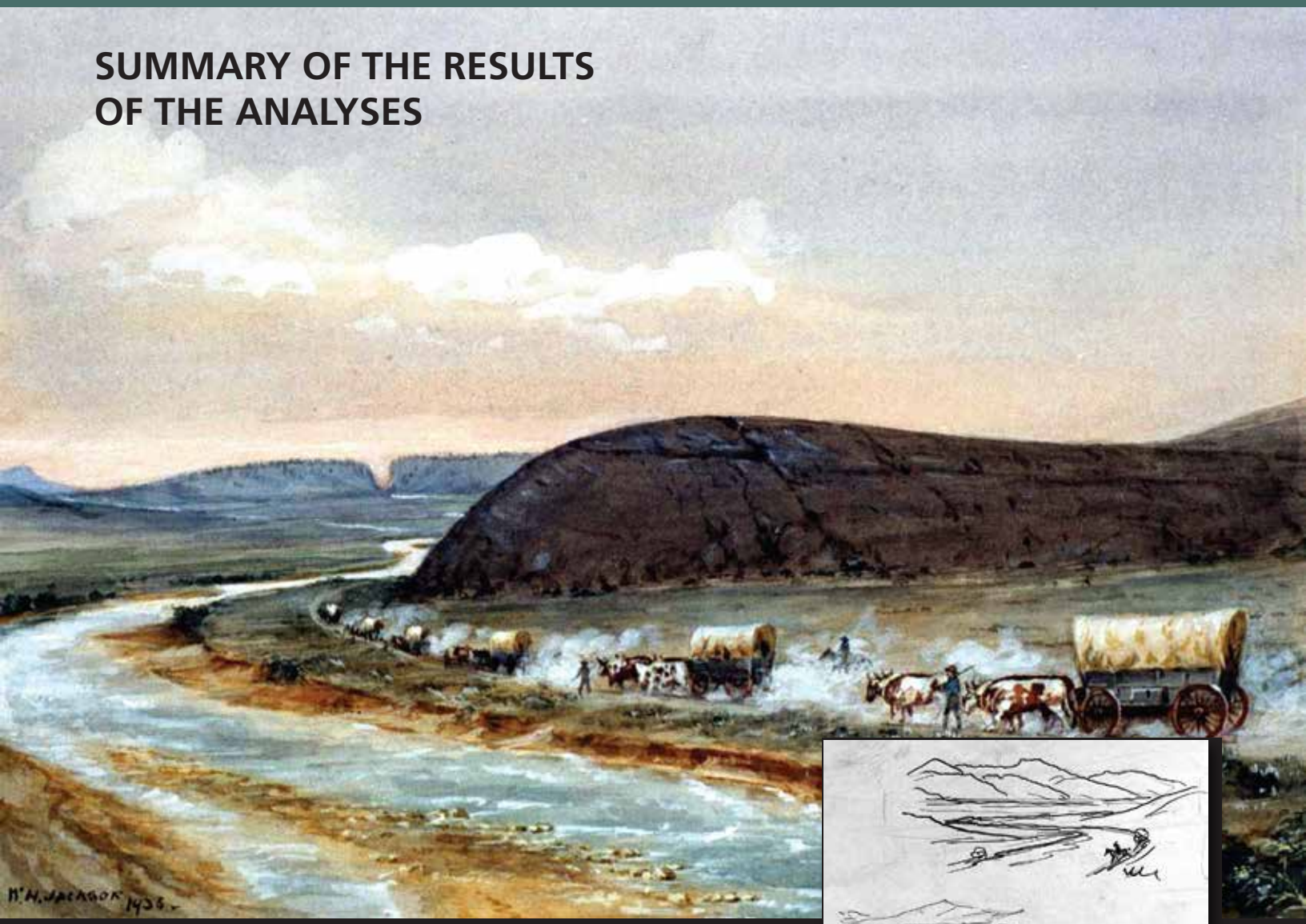
route (effects of designation on other land uses and effects of other land uses on the trail)

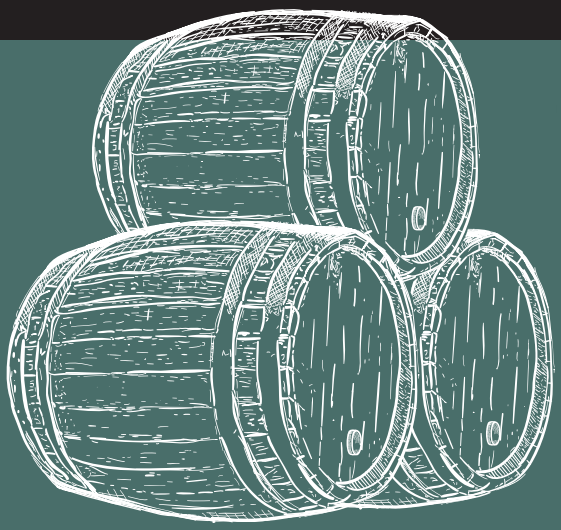
whether designation of the route would likely cause beneficial or adverse impacts to local economies, environments, and/or historic properties, as determined by the impact analyses in this document

public scoping and consultation comments with regard to particular routes

Finding: All of the twenty-eight qualified, feasible, and suitable study route/parent trail combinations passed the desirability standards. The study team also evaluated two study route/parent trail combinations that had failed suitability analysis by narrow margins to determine if desirability factors might mitigate the suitability concerns. In both these cases, the study route/parent trail combinations failed the desirability standards as well.

SUMMARY OF THE RESULTS OF THE ANALYSES





Preceding page: "Independence Rock," watercolor, William Henry Jackson, SCBL_31, Scotts Bluff National Monument, National Park Service

Inset: "Fording a Stream," ink drawing, William Henry Jackson, SCBL_69, Scotts Bluff National Monument, National Park Service

CHAPTER 5: SUMMARY OF THE RESULTS OF THE ANALYSES

INTRODUCTION

The National Park Service developed and employed an evaluative process to determine which of the additional routes would be found qualified, feasible, suitable, and desirable (or eligible) for addition to one or more of four existing designated national historic trails. The process evaluated all routes to determine if they:

> are compatible with the original statements of significance for one or more trails;
>
> are compatible with the periods of significance, and commemorative purposes of one or more trails;
>
> and are feasible, suitable, and desirable for inclusion in the National Trails System.

The study team evaluated 126 study route/parent trail combinations. The eligibility of the study route/parent trail combination was the basic unit of analysis, not the study route itself, because the study team evaluated several routes for eligibility to more than one parent trail. The parent national historic trail's commemorative purpose, statement of significance, and period of significance were taken into consideration in the evaluative process.

Commemorative purpose, derived from the national historic trail's name, statement of significance, initial feasibility study recommendations, enabling legislation, and related planning documents, is the subject of the national historic trail, the reason for which the alignment was designated to the National Trails System. For example, the commemorative purpose of the Oregon National Historic Trail is to recognize "the westward movement of emigrants to the Oregon country as an important chapter of our national heritage," (National Park Service 1999:25), as opposed to, say, emigration to Colorado or Montana.

The *statement of significance* describes the importance of the trail to the nation's cultural heritage. For example, the Oregon Trail was determined to be historically significant because emigration along that route helped secure the Pacific Northwest for the United States. The period of significance is the range of years when the trail was associated with the specific events and activities that made it historically significant. Those events occurred between 1841 and 1848, which is the trail's period of significance.

Table 12 lists all the study routes and shows the existing national historic trail(s), or "parent NHTs," for which they were considered. The first column of the table is the sequential order of the routes that were evaluated. The second column designates route identifier numbers that correspond to the individual route descriptions in Appendix A and that are used in map labeling throughout this study. Study route names are provided in the third column, sometimes with alternative or corrected names in parentheses. In those instances, researchers have recommended that the alternative names be adopted because, being based on trail geography and/or historical use, they are more accurate than the name listed in the National Trails System Act. Also, in the third column, words enclosed by brackets indicate a particular configuration, version, or component of the overall route under study. The fourth column shows the mileage of each study route. The last four columns identify each NHT or parent trail. If a study route passed the qualification and eligibility evaluation, then it is marked with a Y (for Yes). If it failed to pass it is marked with an N (for No) along with the criteria that it failed to pass to move onto the next criteria or eligibility consideration. If a study route was Not Applicable for evaluation under a NHT, then it is marked with NA. All of the study routes under consideration are shown, along with the parent trails, in figure 2.

TABLE 12. RESULTS OF STUDY ROUTE EVALUATIONS

Study Route Information				Eligible for Addition to?			
Sequential Number	Mapping Label	Name	Miles	OREG	CALI	MOPI	POEX
1	1	Blue Mills-Independence Road	7	N-11A	N-11A	N-11A	NA
2	2	Mississippi Saints Route from Independence, MO to Fort Laramie, WY	1025	NA	NA	N-11A	NA
3	3	Blue Ridge Cutoff	8	N-11A	N-SUIT	N-11A	NA
4	4	Westport Landing Road	4	Y	Y	N-11A	NA
5	5	Westport Road	37	Y	Y	N-11A	NA
6	6	Westport-Lawrence Road	35	N-SUIT	N-SUIT	N-11A	NA
7	7	Gum Springs-Fort Leavenworth Route	29	N-11A	N-11B	N-11A	NA
8	8	Fort Leavenworth-Kansas River Route	61	N-11A	N-11B	N-11A	NA
9	9	Ft. Leavenworth-Big Blue River Route	162	N-11A	Y	N-11A	NA
10	10	Atchison Road	9	N-11A	N-11A	N-11B	NA
11	11	Independence Creek Route	6	N-11A	N-11A	N-11A	NA
12	12	Atchison to Kennekuk Pony Express Route	22	NA	NA	NA	N-11A
13	13	Union Ferry (Union Town) Route	41	N-11A	N-SUIT	N-11A	NA
14	14	Road to Amazonia (Road from Amazonia)	9	N-11C	N-11C	N-11A	NA
15	15	St. Joe Road	132	Y	NA	N-11A	NA
16	16	Pony Express Trail from Wathena, Kansas, to Troy, Kansas	8	NA	NA	NA	N-11A
17	17	Minersville-Nebraska City Road	8	N-11A	N-11B	NA	NA
18	18	Old Fort Kearny Road (Oxbow Trail)	264	N-11A	NA	N-11A	NA
19	19	Nebraska City Cutoff Routes	306	N-11A	N-SUIT	N-11A	NA
20	20	Woodbury Cutoff	67	N-11A	N-11B	N-11A	NA
21	21	Old Wyoming (Road to the) Nebraska City Cutoff	8	N-11A	N-11A	N-11A	NA
22	22	Keokuk Route	18	NA	NA	N-11A	NA
23	23	1846 Subsequent Routes A & B	119	NA	NA	Y	NA
24	24	1856-1857 Handcart Route, Iowa City to Council Bluffs	271	NA	NA	N-11A	NA
25	25	Lower Plattsmouth Route	26	N-11A	N-11C	N-11A	NA
26	26	Upper Plattsmouth Route	32	N-11A	N-11C	N-11A	NA
27	27	Lower Bellevue Route	40	N-11C	N-11C	N-11A	NA
28	28	Upper Bellevue Route	45	N-11B	N-11C	N-11A	NA
29	29	Council Bluffs Road	653	Y	NA	NA	NA
30	30	1847 Alternative Elkhorn and Loup River Crossings in Nebraska	37	NA	NA	Y	NA
31	31	Childs Cutoff	152	N-11A	NA	N-11A	NA
32	32a	Cherokee Trail [Original study route, all variants]	1607	NA	N-DES	NA	NA
33	32b	Cherokee Trail [Selected sections, Oklahoma to Wyoming, plus 1850 Southern Route through Wyoming]	1315	NA	Y	NA	NA
34	32c	Cherokee Trail [Selected sections, Oklahoma to Wyoming, plus 1849 Northern Route through Wyoming]	1276	NA	N-DES	NA	NA
35	33	Diamond Springs Cutoff	12	N-11A	N-11B	N-11A	NA
36	34	Sublette Cutoff	206	Y	NA	NA	NA

Study Route Information				Eligible for Addition to?			
Sequential Number	Mapping Label	Name	Miles	OREG	CALI	MOPI	POEX
37	35a	Central Overland Route (Central Overland Emigrant Routes, or COER) [Original study routes, complete complex]	875	NA	N-11A	NA	NA
38	35b	COER [Selected section, South Platte River Route]	285	NA	N-SUIT	NA	NA
39	35c	COER [Selected section, Lodgepole Creek Trail]	207	NA	Y	NA	NA
40	35d	COER [Selected sections through Wyoming: Little Laramie River to Sage Creek, Sweetwater Cutoff, and Sage Creek Station to Granger]	383	NA	N-11A	NA	NA
41	35e	COER [Selected section, Simpson Route and variants]	910	NA	Y	NA	NA
42	36	Weber Canyon Route of the Hastings Cutoff	93	NA	Y	NA	NA
43	37	1850 Golden Pass Road	58	NA	N-11B	N-11A	N-11A
44	38	McAuley Cutoff	8	N-11A	N-11B	NA	NA
45	39	Bidwell-Bartleson Route[1]	995	NA	Y	NA	NA
46	40	Bishop Creek Cutoff (Bishop Creek Route)	20	N-11B	Y	NA	NA
47	41	Secret Pass (Secret Pass Route)	30	NA	N-11B	NA	NA
48	42	Greenhorn Cutoff	14	N-11A	Y	NA	NA
49	43	Goodale's Cutoff (Jeffrey-Goodale Cutoff)	315	N-11A	NA	NA	NA
50	44	Goodale's Boise-North 1862 and 1863 Routes[1]	280	N-11A	NA	NA	NA
51	45	Olds Ferry Road	20	N-11A	NA	NA	NA
52	46	North Side Alternate Route	155	N-11A	NA	NA	NA
53	47	North Alternate Oregon Trail	65	N-11A	NA	NA	NA
54	48	Raft River to the Applegate Trail	547	Y	NA	NA	NA
55	49	Applegate Route (Applegate Trail, or Southern Route to Oregon)	825	Y	NA	NA	NA
56	50a	Meek Cutoff [Hambleton]	453	Y	NA	NA	NA
57	50b	Meek Cutoff [Ragen]	459	N-11A	NA	NA	NA
58	50c	Meek Cutoff [Hinshaw, Deschutes River to the Barlow Road]	185	N-11A	NA	NA	NA
59	51	Free Emigrant Road	316	N-11A	NA	NA	NA
60	52	Whitman Mission Route	89	Y	NA	NA	NA
61	53	Upper Columbia River Route	164	Y	NA	NA	NA
62	54	Umatilla River Route	118	Y	NA	NA	NA
63	55	Naches Pass Trail	247	N-11A	NA	NA	NA
64	56	Cutoff to the Barlow Road	56	Y	NA	NA	NA
65	57	Cowlitz River Route	118	Y	NA	NA	NA
66	58	Yreka Trail	102	NA	Y	NA	NA
67	59	Burnett Cutoff	48	NA	N-11A	NA	NA
68	60	Henness Pass Route	106	NA	Y	NA	NA
69	61	Nevada City Road	32	NA	N-SUIT	NA	NA
70	62	Placer County Road to Auburn	85	NA	N-11A	NA	NA
71	63	Johnson Cutoff	82	NA	N-SUIT	NA	NA
72	64	Georgetown/Daggett Pass Trail (Daggett Pass to Georgetown Trail)	75	NA	N-SUIT	NA	NA
73	65	Luther Pass Trail	9	NA	N-11A	NA	NA
74	66	Sacramento-Coloma Wagon Road	43	NA	N-SUIT	NA	NA

Study Route Information				Eligible for Addition to?			
Sequential Number	Mapping Label	Name	Miles	OREG	CALI	MOPI	POEX
75	67	Grizzly Flat Cutoff (Grizzly Flat Road)	19	NA	N-11B	NA	NA
76	68	Volcano Road	32	NA	N-SUIT	NA	NA
77	69	Big Trees Road	65	NA	Y	NA	NA
Totals (126 study route/parent trail combos considered)			17043	46	48	29	3

1. This figure includes an approximate 334-mile overlap with part of the existing designated California NHT along the Humboldt River. The overlap was retained to avoid splitting the study route into two widely separated sections for feasibility study analysis. Excluding the overlap, this route will add about 688 miles to the California NHT.

OREG= Oregon NHT; CALI=California NHT; MOPI=Mormon Pioneer NHT; POEX=Pony Express NHT

N-11*x*=failed criterion 11*x*; N-SUIT=failed suitability/desirability; NA=not applicable

Table 13 summarizes the results of the evaluations for the study route/parent trail combination and by the criteria and suitability results.

TABLE 13. CRITERIA AND SUITABILITY EVALUATIONS BY ROUTE/PARENT COMBO

Trail	Route/ Parent Evaluated	Failed 11A[1]	Passed 11A, Failed 11B	Passed 11A and 11B, Failed 11C	Passed 11A, 11B, and 11C	Qualified, but Failed Suitability or Desirability[2]	Eligible for Addition to Parent Trail
OREG	46	28	2	2	14	1	13
CALI	48	9	9	5	25	12	13
MOPI	29	26	1	0	2	0	2
POEX	3	3	0	0	0	0	0
Total	126	66	12	7	N/A	13	28
Considered further (out of 126)	N/A	60	48	41	41	N/A	N/A

OREG= Oregon NHT; CALI=California NHT; MOPI=Mormon Pioneer NHT; POEX=Pony Express NHT

1. Once a route failed to meet a qualification criterion for all NHTs, it was not further analyzed under other criteria or go forward for feasibility, suitability, or desirability evaluation.

2. All qualified routes were found to be feasible and went forward for suitability analysis. If a route failed suitability evaluation, the desirability evaluation was moot. All eligible, feasible, and suitable routes were found to be desirable.

Table 14 shows the twenty-eight study route/parent trail combinations that meet all qualification criteria and are feasible, suitable, and desirable for addition to one or more of the four existing national historic trails, and their mileages.

TABLE 14. ELIGIBLE STUDY ROUTES AND MILEAGES BY PARENT NATIONAL HISTORIC TRAIL

Route Identifier No.	Route Name (Eligible for)	OREG Miles Eligible	CALI Miles Eligible	MOPI Miles Eligible	POEX Miles Eligible	Total Miles Eligible[1]
4	Westport Landing Rd.	4	4			9
5	Westport Rd.	37	37			74
9	Fort Leavenworth-Big Blue River Rt.		162			162
15	St. Joe Rd.	132				132
23	1846 Subsequent Routes A & B			119		119
29	Council Bluffs Rd.	653				653

Route Identifier No.	Route Name (Eligible for)	OREG Miles Eligible	CALI Miles Eligible	MOPI Miles Eligible	POEX Miles Eligible	Total Miles Eligible[1]
30	1847 Alternative Elkhorn and Loup River Crossings			37		37
32b	Cherokee Trail [Selected sections, Ok. to Wyo., plus 1850 Southern Rt. through Wyo.]		1315			1315
34	Sublette Cutoff	206				206
35c	COER [Selected section, Lodgepole Creek Trail]		207			207
35e	COER [Selected section, Simpson Rt.]		910			910
36	Weber Canyon Rt. of Hastings Cutoff		93			93
39	Bidwell-Bartleson Rt.[1]		995			995
40	Bishop Creek Rt.		20			20
42	Greenhorn Cutoff		14			14
48	Raft River to the Applegate Trail	547				547
49	Applegate Trail	825				825
50a	Meek Cutoff [Hambleton]	453				453
52	Whitman Mission Route	89				89
53	Upper Columbia River Route	164				164
54	Umatilla River Rt.	118				118
56	Cutoff to Barlow Rd.	56				56
57	Cowlitz River Route	118				118
58	Yreka Trail		102			102
60	Henness Pass Rt.		106			106
69	Big Trees Rd.		65			65
	Totals	3403	4029	157	0	7589
	Counts: 28/26 (28 eligible study route/parent trail combinations across 26 study routes)	13	13	2	0	NA

OREG= Oregon NHT; CALI=California NHT; MOPI=Mormon Pioneer NHT; POEX=Pony Express NHT

1. Totals are rounded up.

Table 15 summarizes the findings in terms of the current mileages of the existing four national historic trails, the mileages of routes eligible for designations to one or more of those trails, the total mileage of the four trails is all eligible routes are added to the existing trails, and the percentage increase if all eligible routes are added.

TABLE 15. MILEAGES OF STUDY ROUTE/PARENT TRAIL COMBINATION ELIGIBLE FOR DESIGNATION TO ONE OR MORE NATIONAL HISTORIC TRAILS

Parent National Historic Trail	Existing Mileage	New Miles Eligible for Designation	Total of Existing + Eligible Miles	% Increase if all Eligible are Designated
Oregon NHT	2,255	3,403	5,658	150.9%
Mormon Pioneer NHT	1,377	157	1,534	11.4%
California NHT	7,955	4,029	11,984	50.7%
Pony Express NHT	2,006	0	2,006	0.0%
Total	13,593	7,589	21,182	55.8%

Source: National Park Service

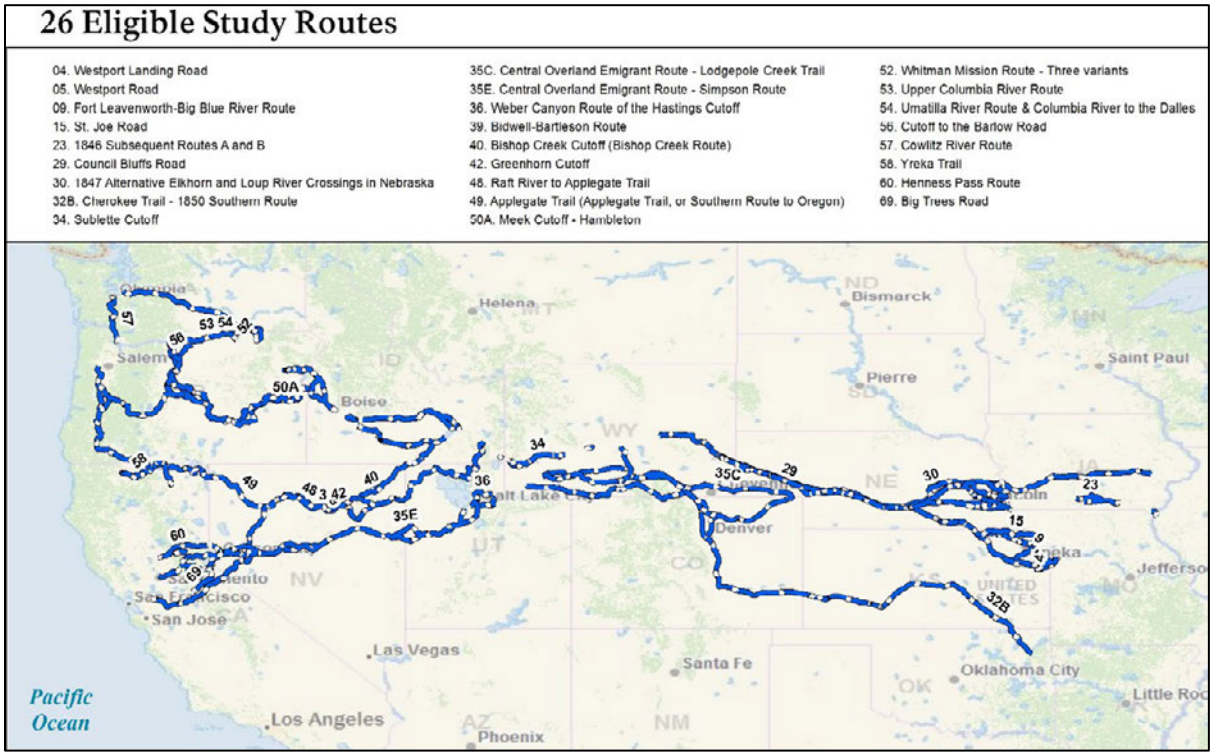


FIGURE 3. LOCATIONS OF THE ELIGIBLE STUDY ROUTES

SUMMARY OF OUTCOMES

As a result of all of the evaluations combined, twenty-eight study route/parent trail combinations (26 total study routes) out of the 126 studied are qualified, feasible, suitable, and desirable for designation to at least one of the parent national historic trails. The remaining ninety-eight study route/parent trail combinations were dismissed from further consideration because they failed to meet National Trails System Act qualification criteria 11A, 11B, and 11C or pass the suitability and desirability evaluations. For the most part, study routes were dismissed from further consideration for the following reasons:

- they were not in use during the parent national historic trail's period of significance or otherwise were not consistent with the parent trail's statement of significance
- their routes are not sufficiently known or are disputed
- they do not contribute to the significance of the parent trails
- they do not offer significant potential for recreational use or historical interest based on historic interpretation and appreciation
- route alignments, resources, and opportunities for recreation and historical interest are very similar to those of existing designated national historic trails and would add nothing new to the National Trails System
- designation is incompatible with existing or reasonably foreseeable land uses; or because members of the public have raised justifiable concerns about economic impacts or incompatible land use along certain routes.

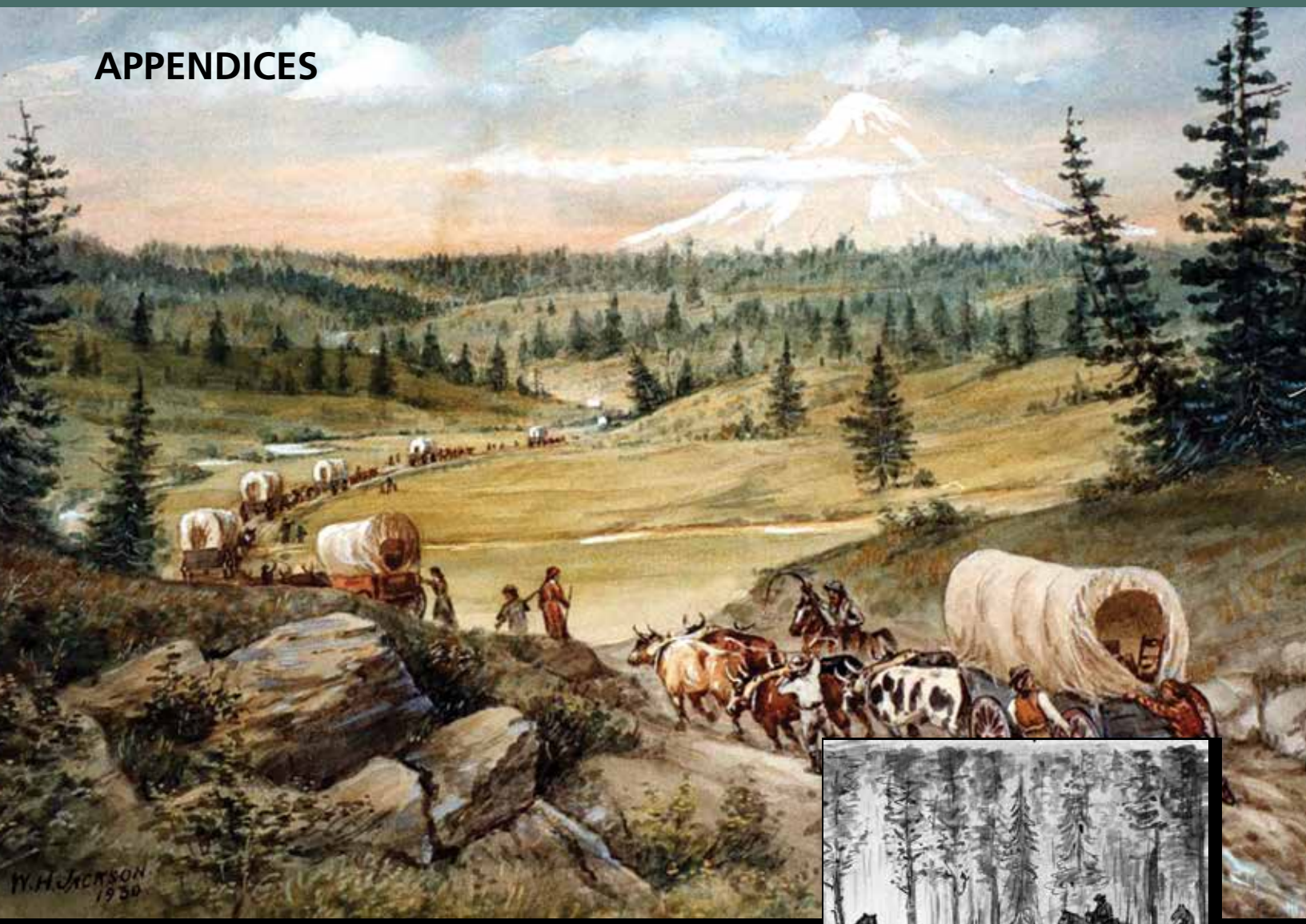
In conclusion, of the seventy-seven study routes evaluated, the National Park Service found that twenty-six routes are qualified,

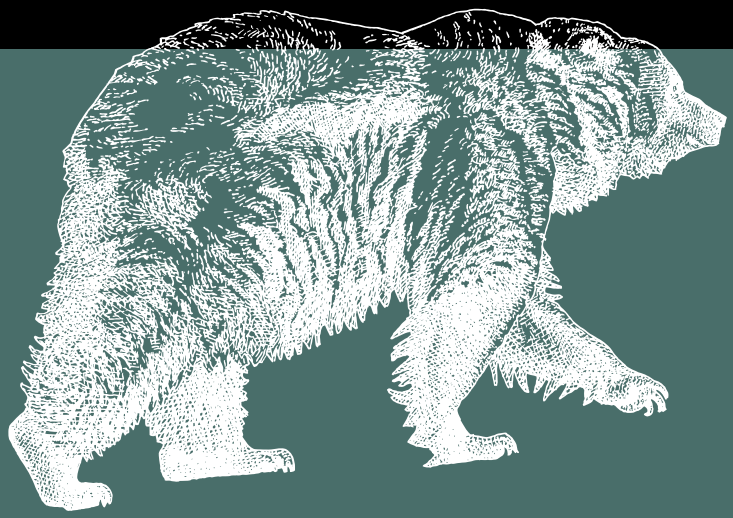
feasible, suitable, and desirable (eligible) for addition to one or more of four parent national historic trails.

NEXT STEPS

This study, its findings, and any recommendations by the Secretary of the Interior will be transmitted to Congress for consideration. After Congress receives the study, it will be posted to the public on the National Park Service Planning, Environment, and Public Comment (PEPC) website. The transmittal of a feasibility study to Congress does not imply that lawmakers will designate any of the study routes or that any funding and staffing would be authorized. Congress will decide whether to designate any of the study routes for addition to one or more of the four parent trails. In addition, administration of the four trails would depend on future funding and agency priorities.

APPENDICES





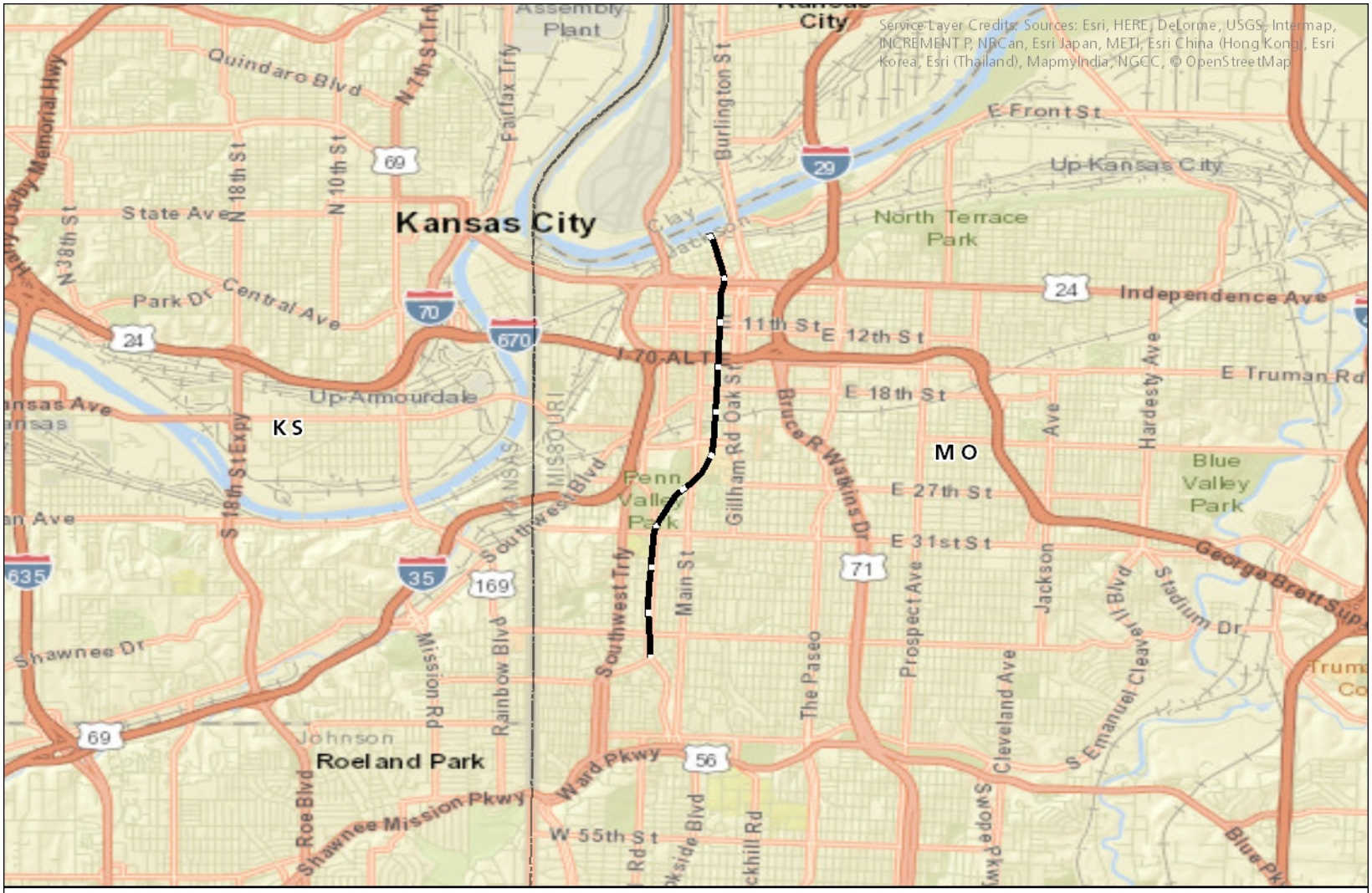
Preceding page: "Barlow Cutoff," watercolor,

Inset: "Bear Confronts Man," ink drawing, William Henry Jackson, SCBL_67, Scotts Bluff National Monument, National Park Service

APPENDIX A: ROUTE DESCRIPTIONS AND HISTORICAL SUMMARIES

Incorporated by reference, full documentation for all seventy-seven study routes may be found at https://parkplanning.nps.gov/documentsList.cfm?projectID=31277.

Individual detailed route maps for the twenty-six routes (or twenty-eight study route/parent trail combinations) eligible for designation follow:

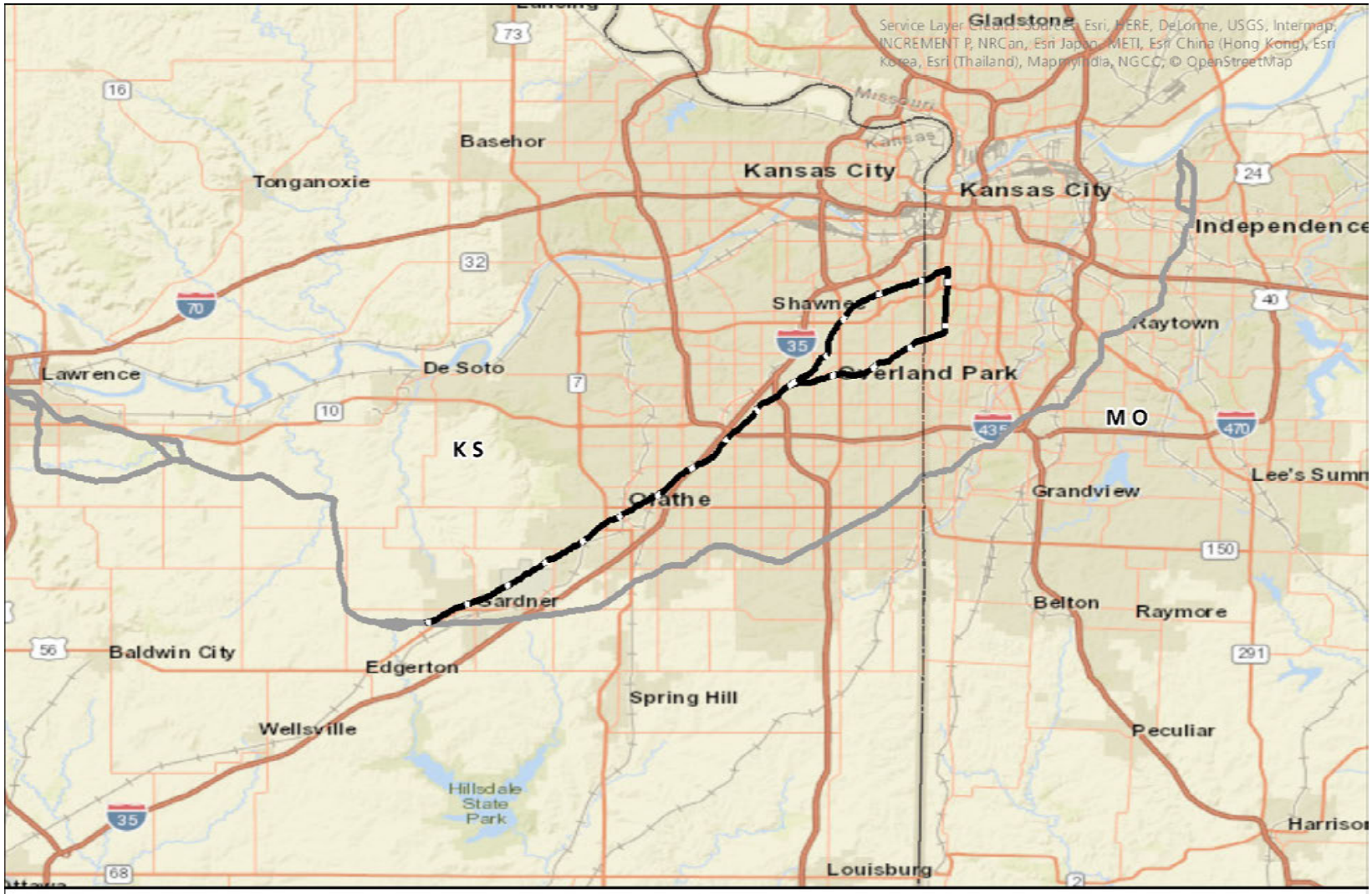


04. Westport Landing Road

N

0 1 2 3 Miles

Selected eligible route



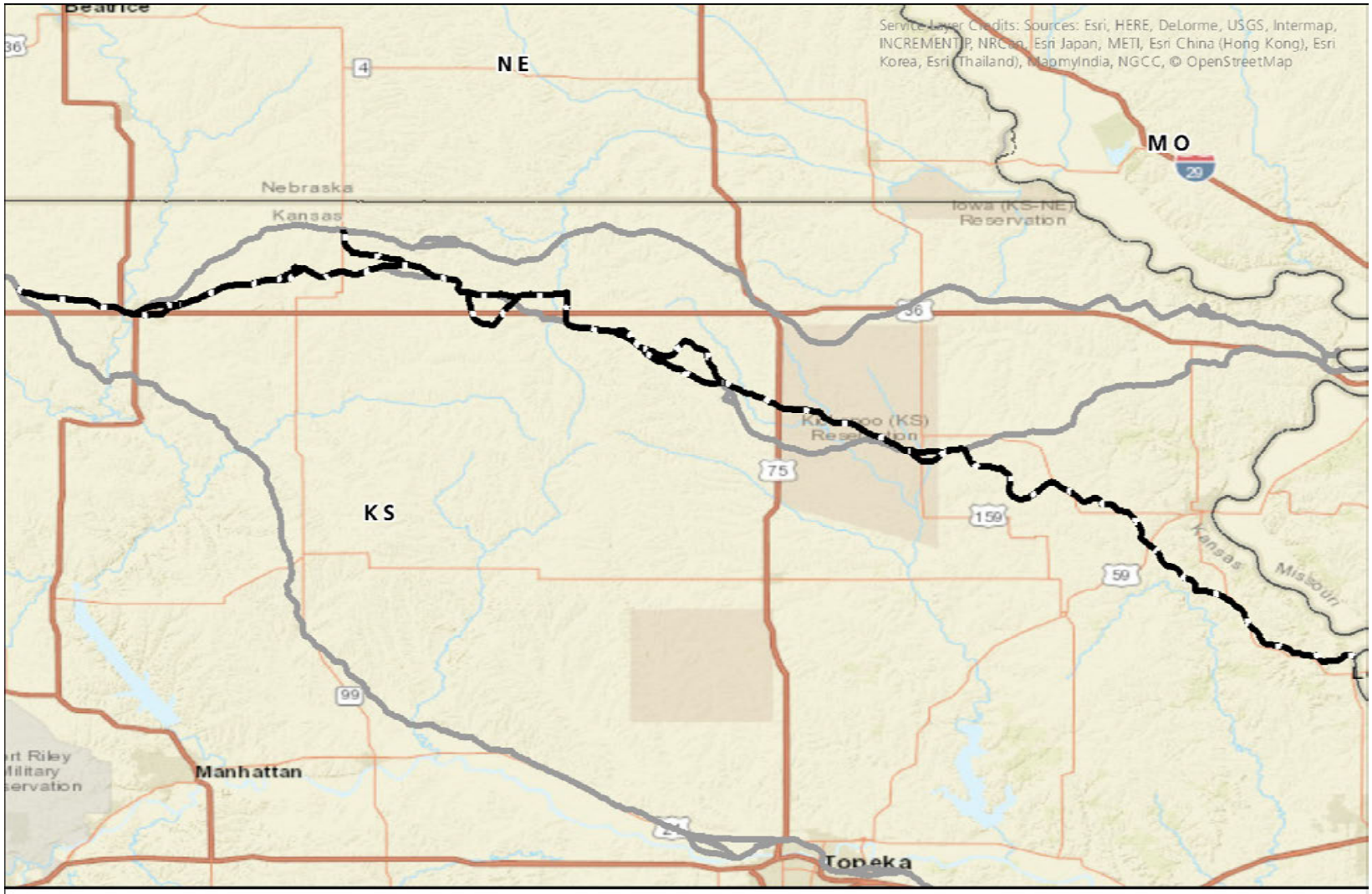
05. Westport Road

N

0 5 10 15 Miles

Selected eligible route

Parent Trails



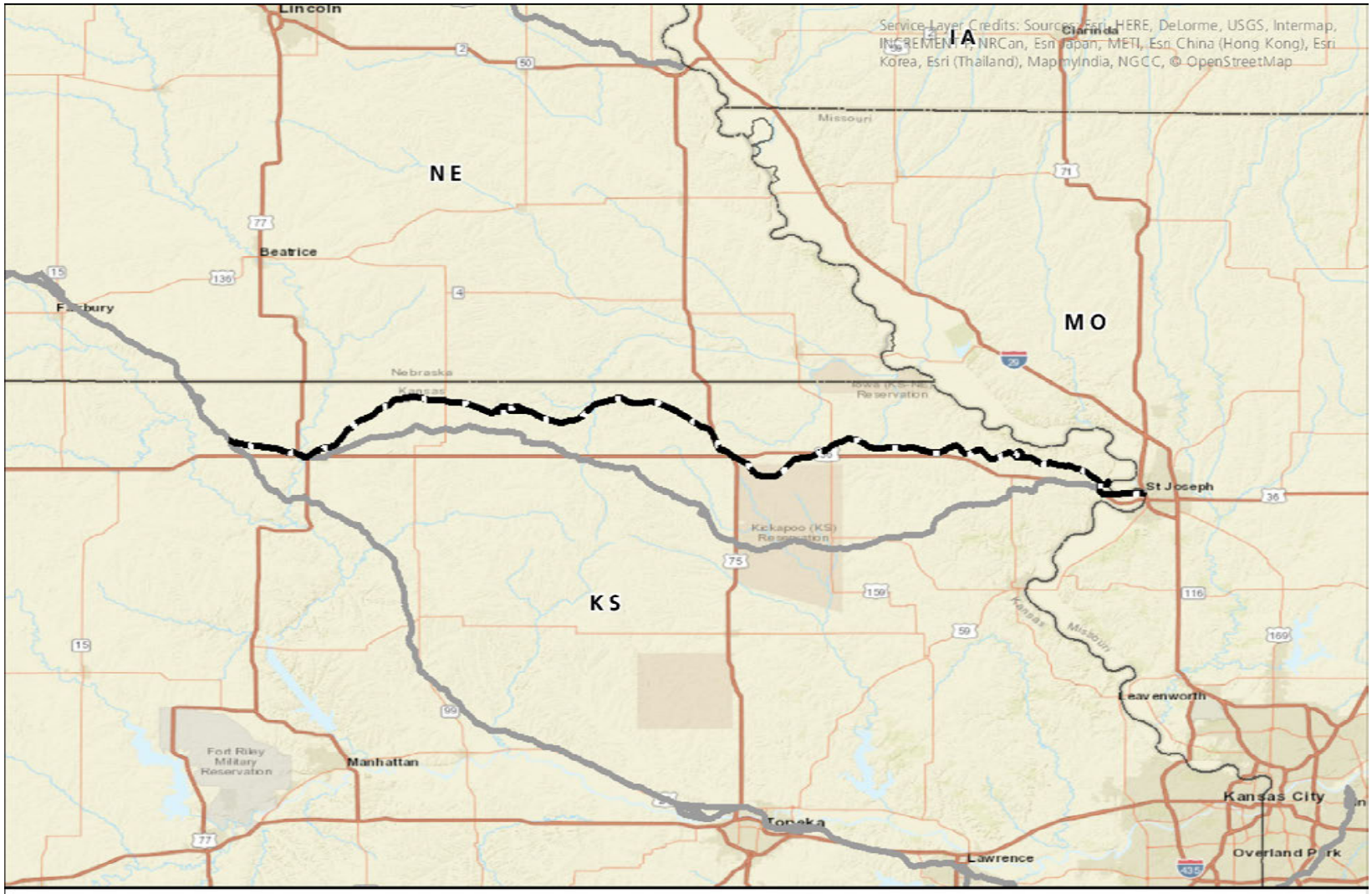
09. Fort Leavenworth-Big Blue River Route

N

0 10 20 30 Miles

Selected eligible route

Parent Trails



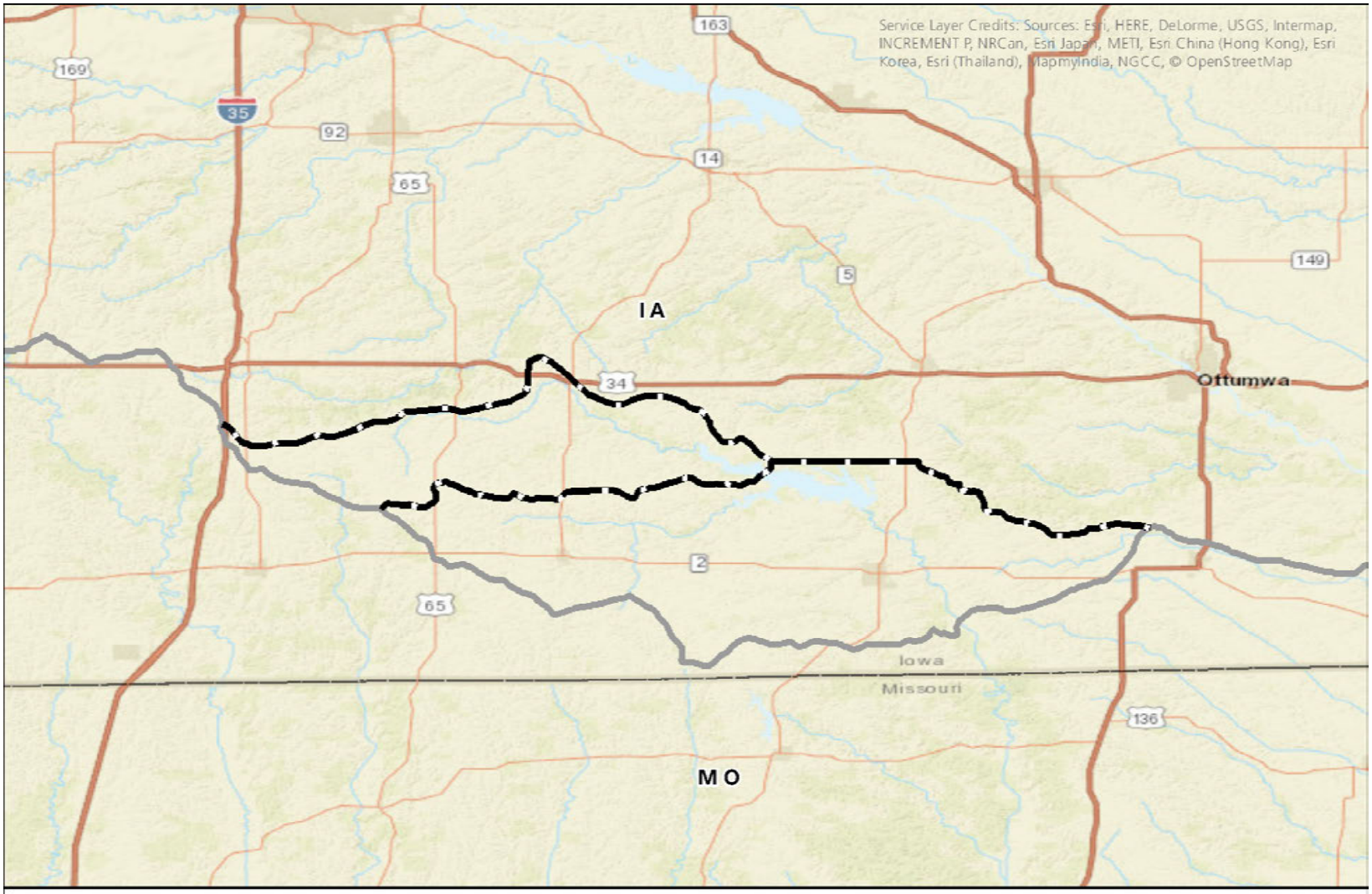
15. St. Joe Road

N

0 10 20 30 Miles

Selected eligible route

Parent Trails



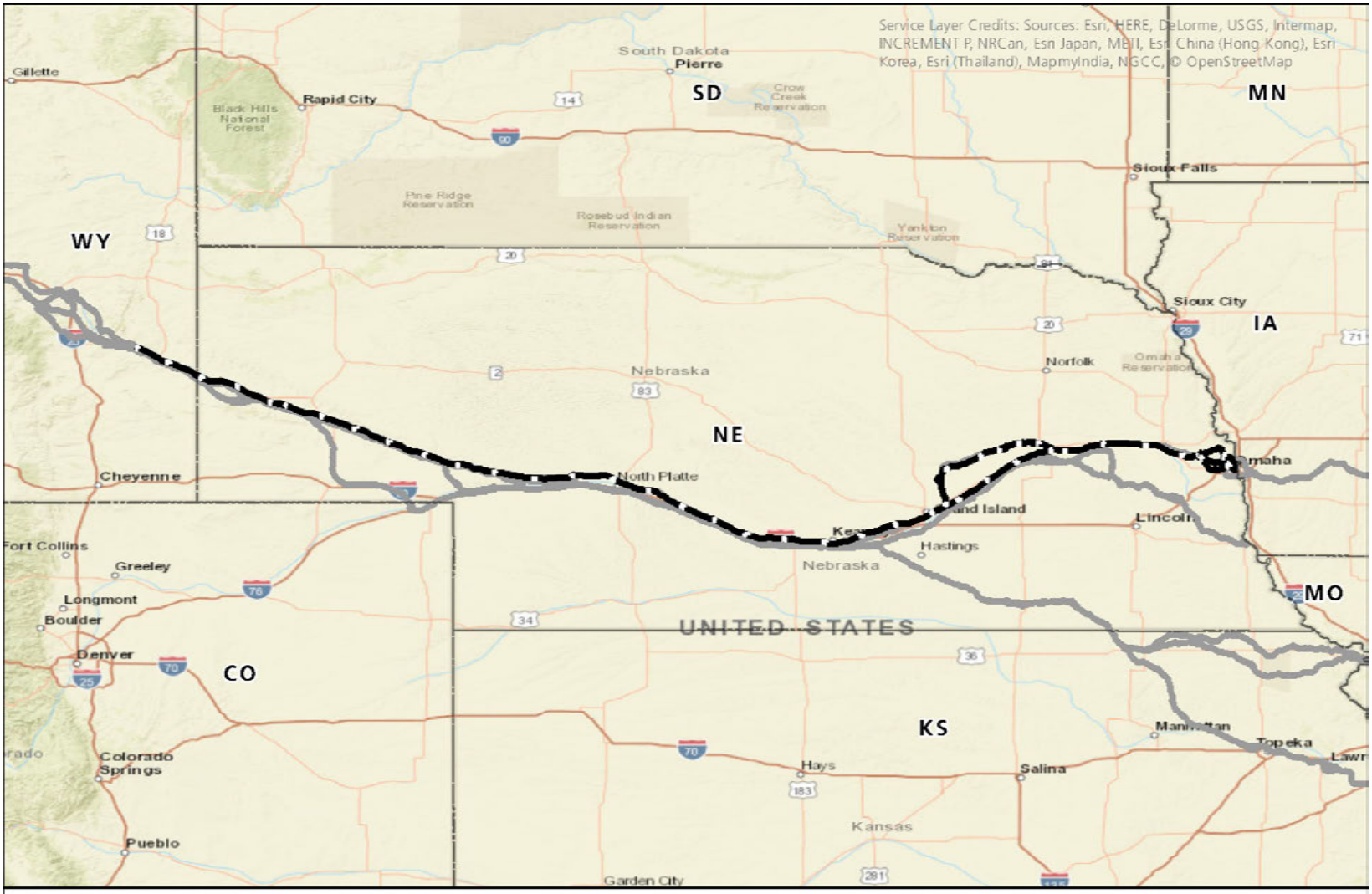
23. 1846 Subsequent Routes A and B

N

0 10 20 30 Miles

Selected eligible route

Parent Trails



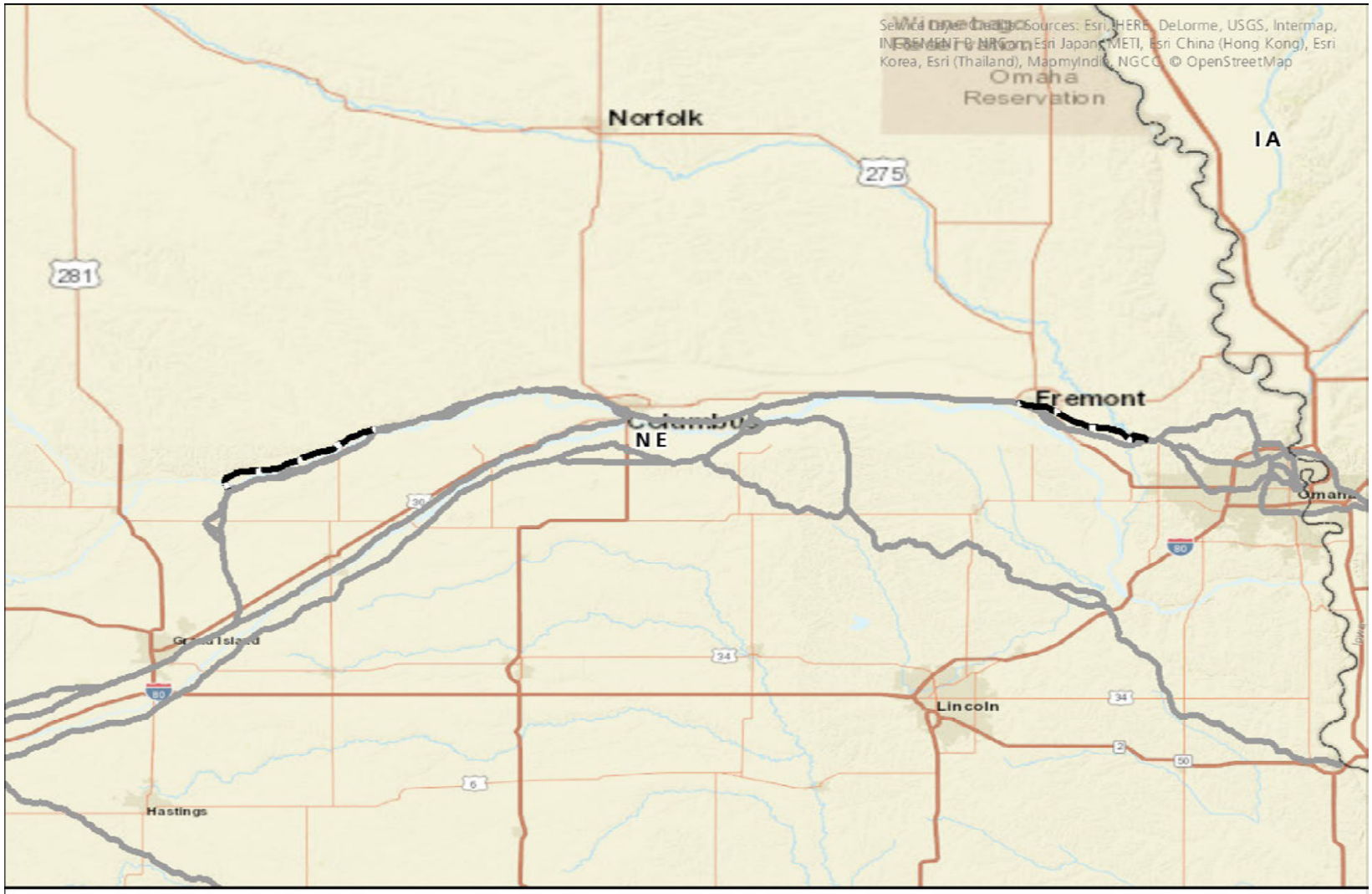
29. Council Bluffs Road

N

0 50 100 150 Miles

Selected eligible route

Parent Trails



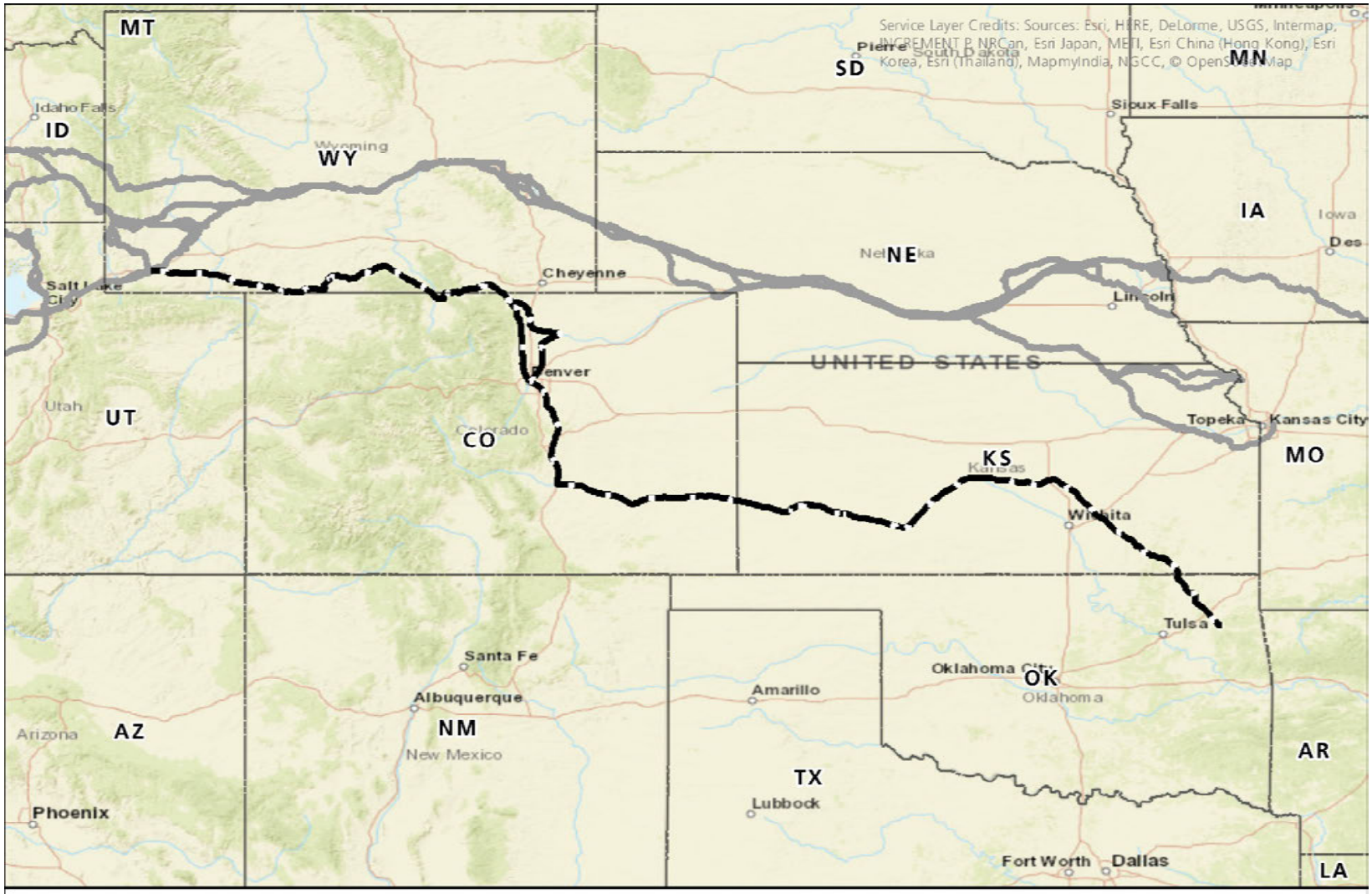
30. 1847 Alternative Elkhorn and Loup River Crossings in Nebraska

N

0 10 20 30 Miles

Selected eligible route

Parent Trails



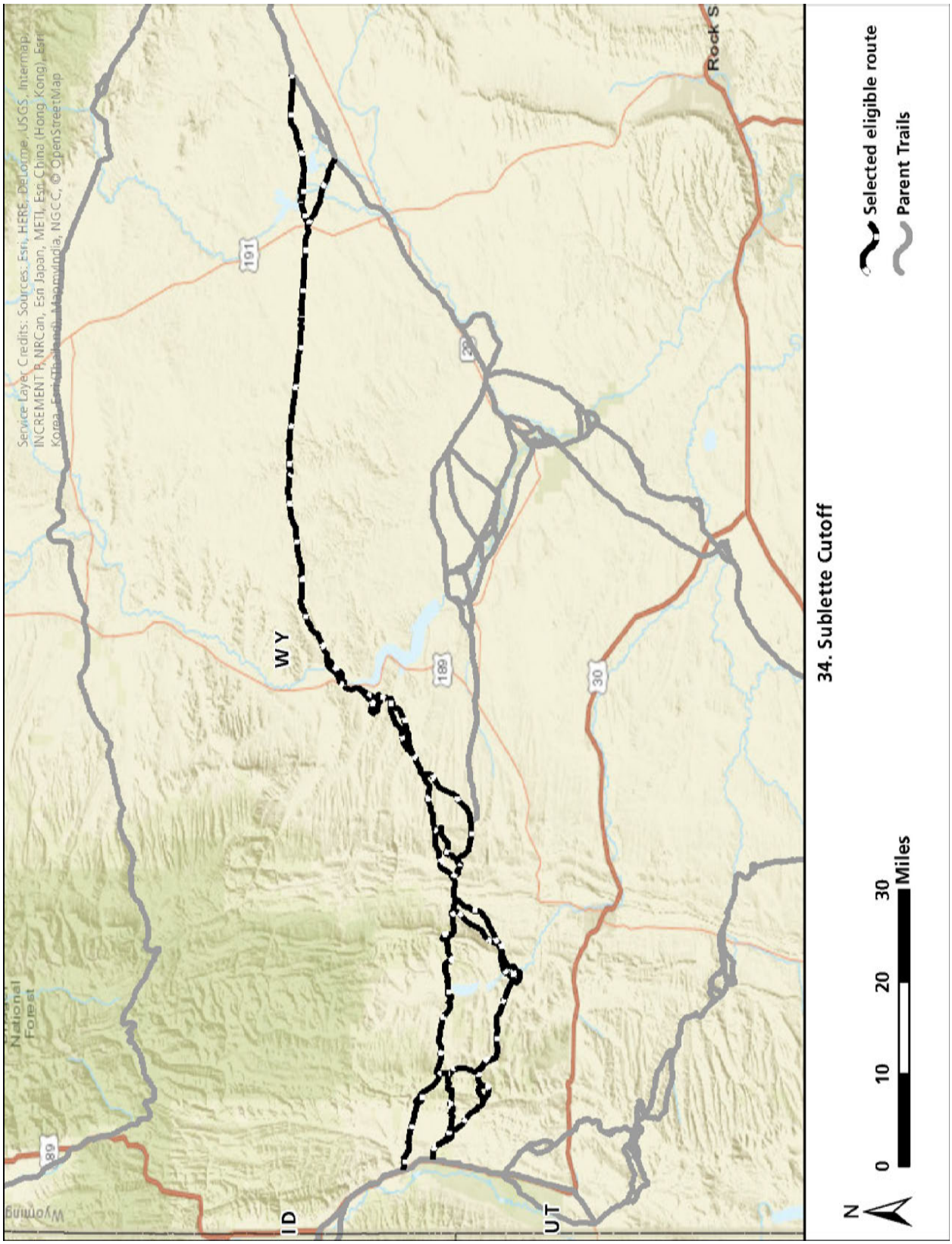
32B. Cherokee Trail - 1850 Southern Route

N

0 100 200 300 Miles

Selected eligible route

Parent Trails



34. Sublette Cutoff

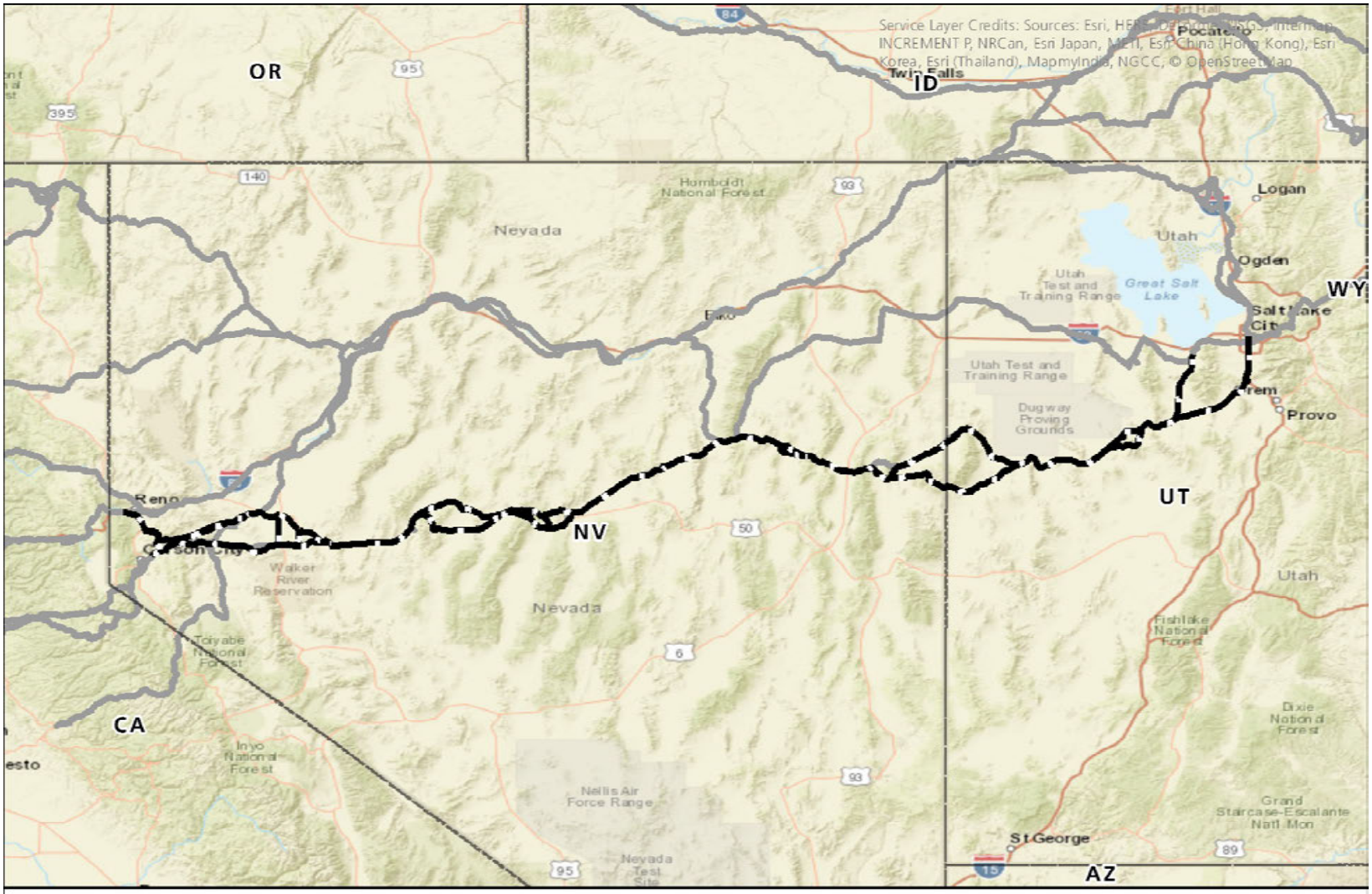
35C. Central Overland Emigrant Route - Lodgepole Creek Trail

N

0 25 50 75 Miles

Selected eligible route

Parent Trails



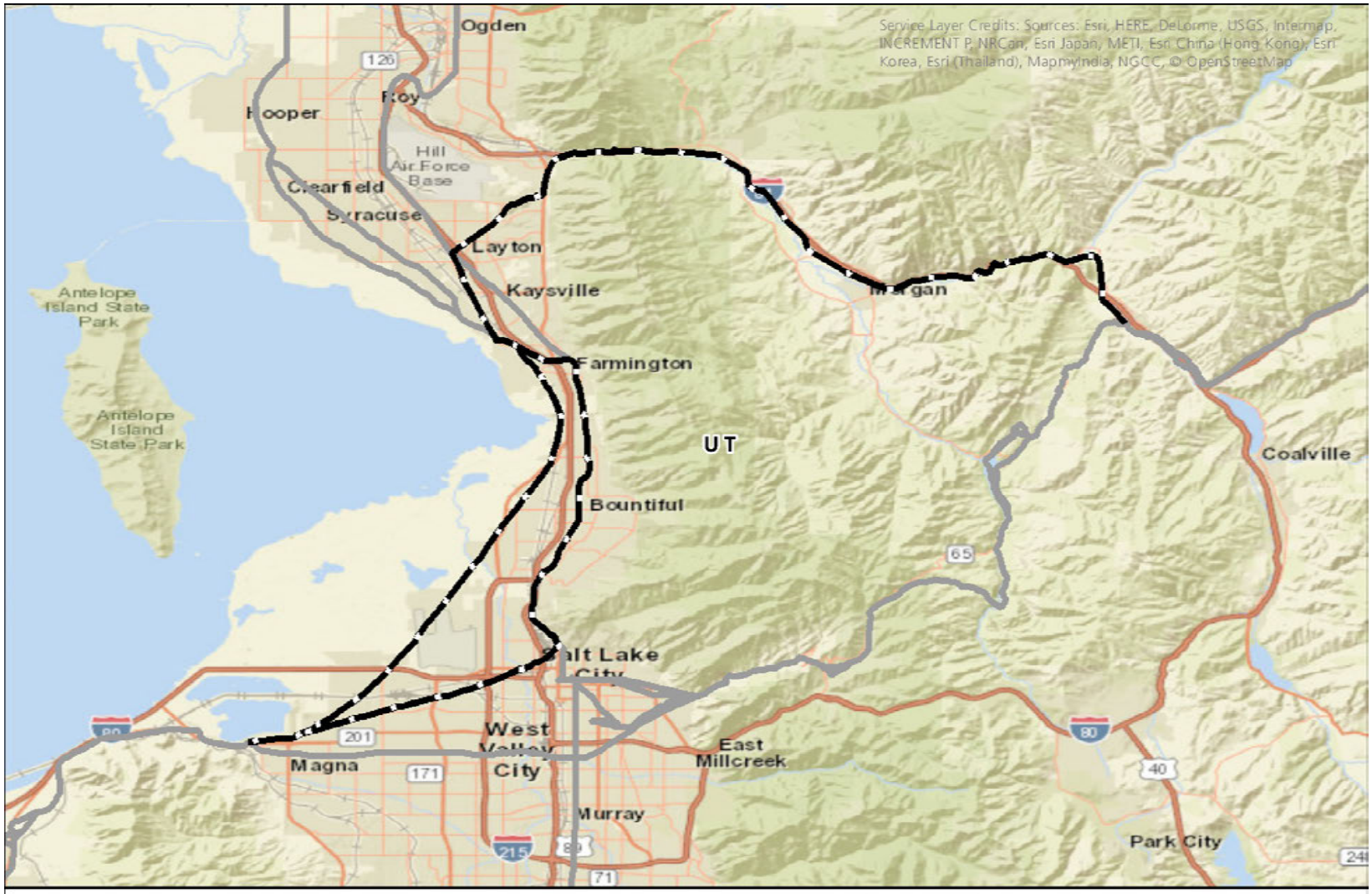
35E. Central Overland Emigrant Route - Simpson Route

N

0 50 100 150 Miles

Selected eligible route

Parent Trails



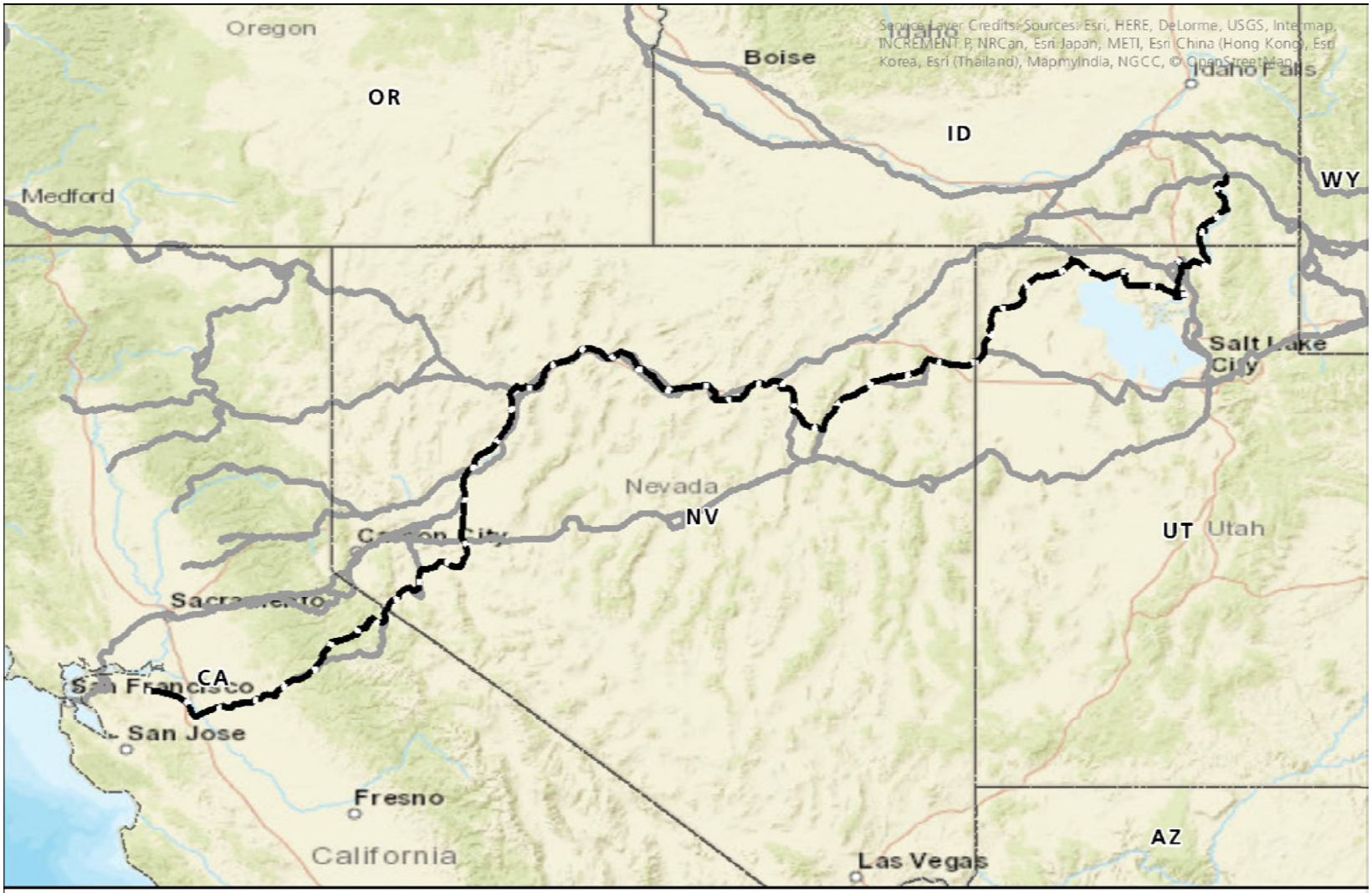
36. Weber Canyon Route of the Hastings Cutoff

N

0 5 10 15 Miles

Selected eligible route

Parent Trails



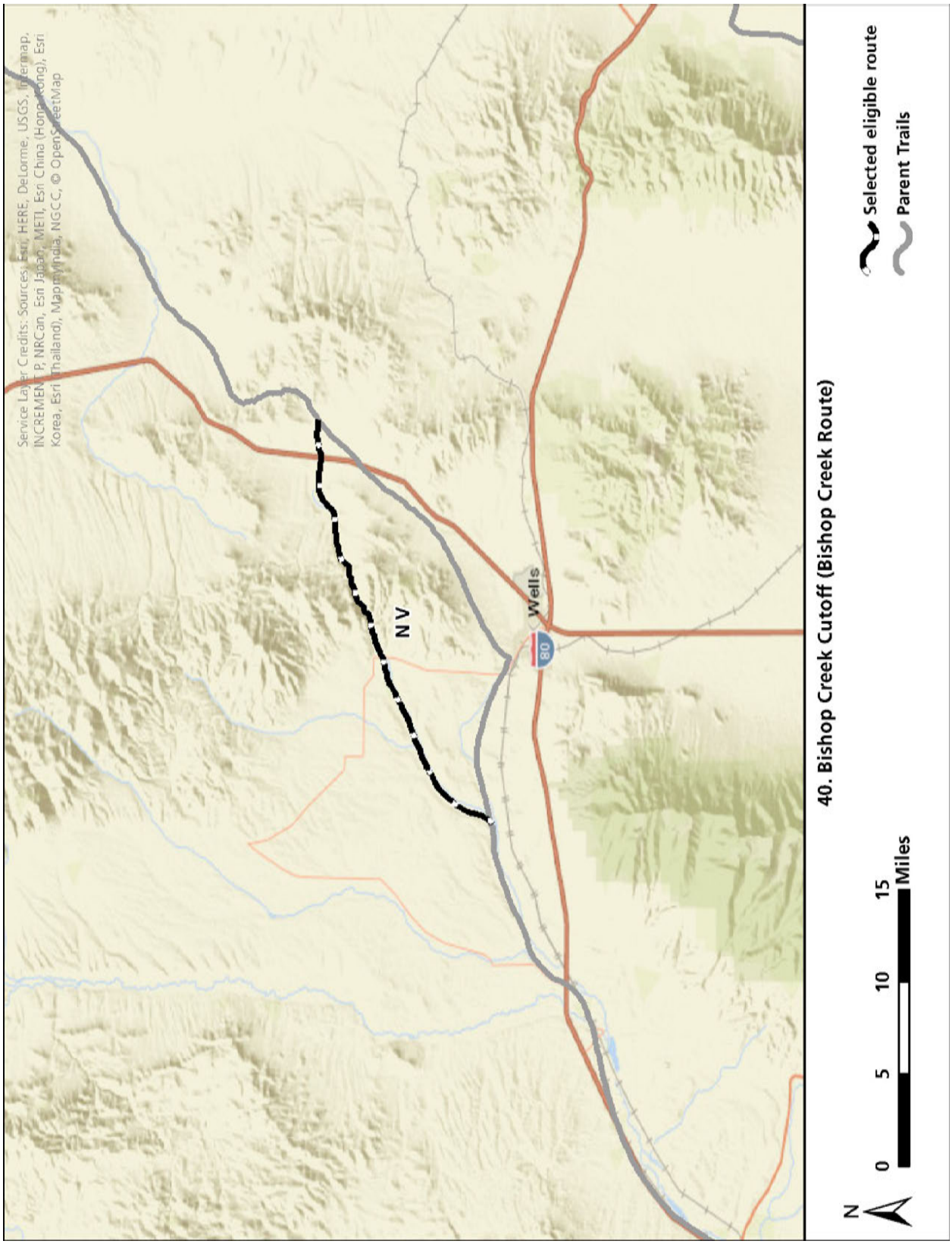
39. Bidwell-Bartleson Route

N

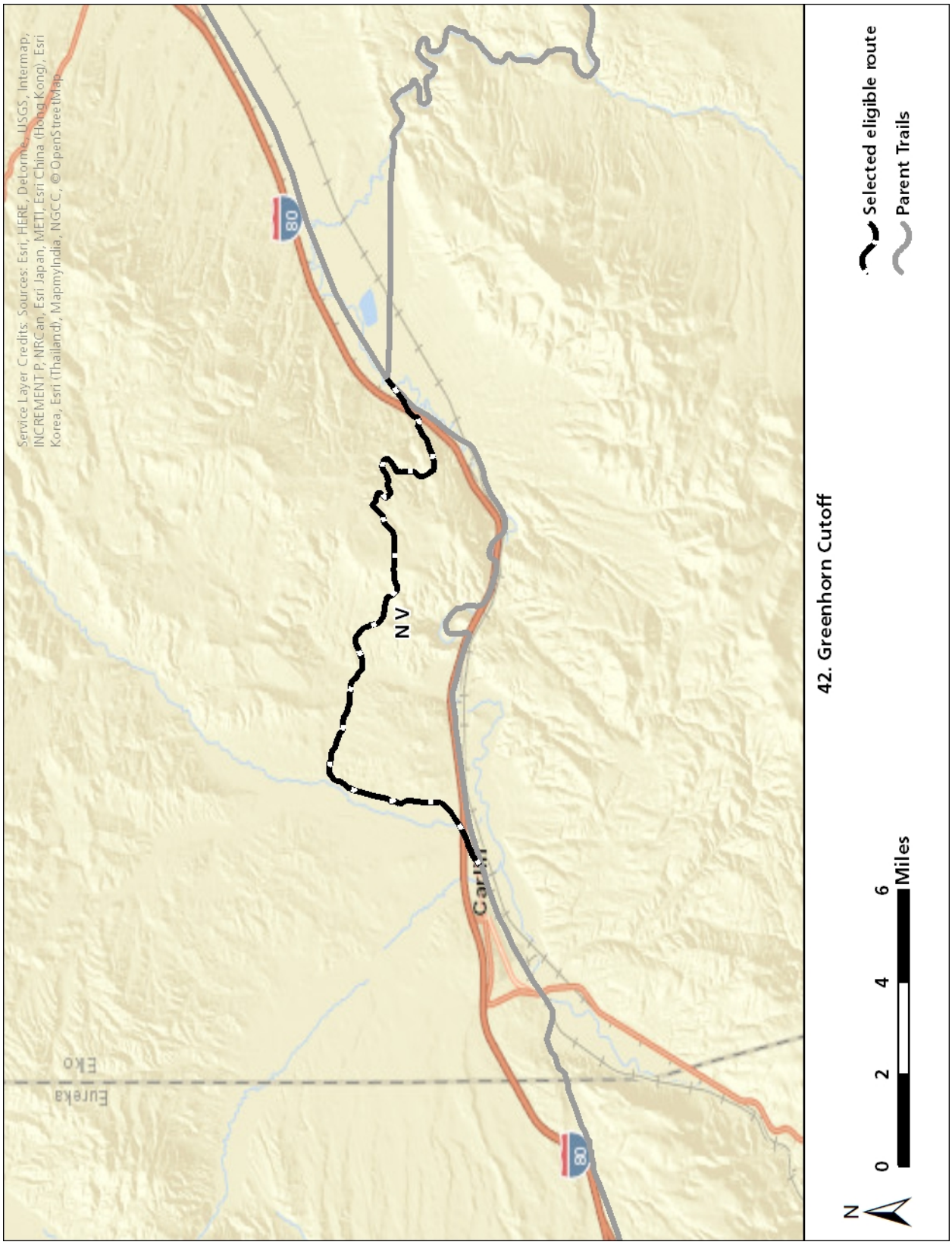
0 60 120 180 Miles

Selected eligible route

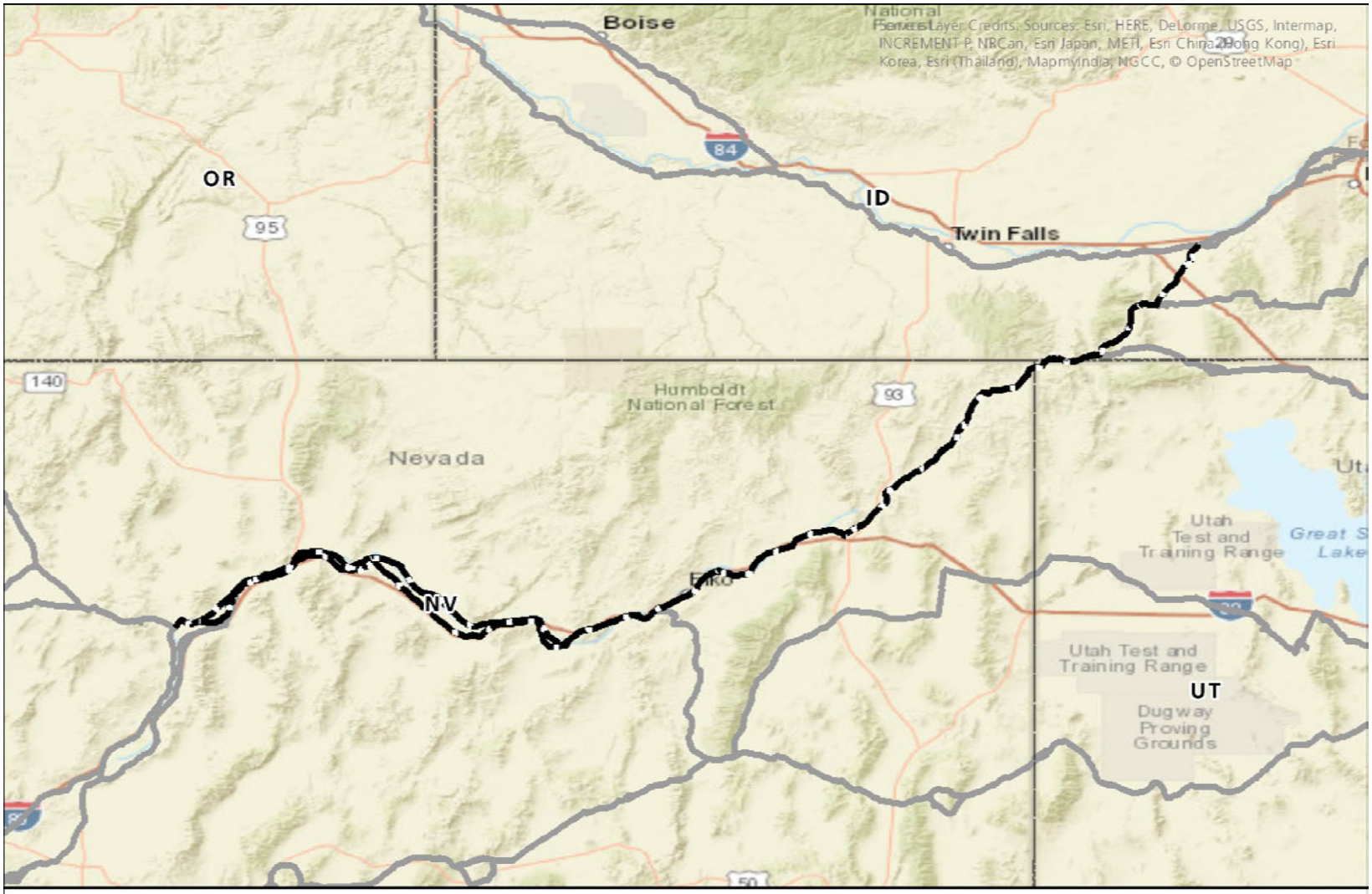
Parent Trails



40. Bishop Creek Cutoff (Bishop Creek Route)



42. Greenhorn Cutoff



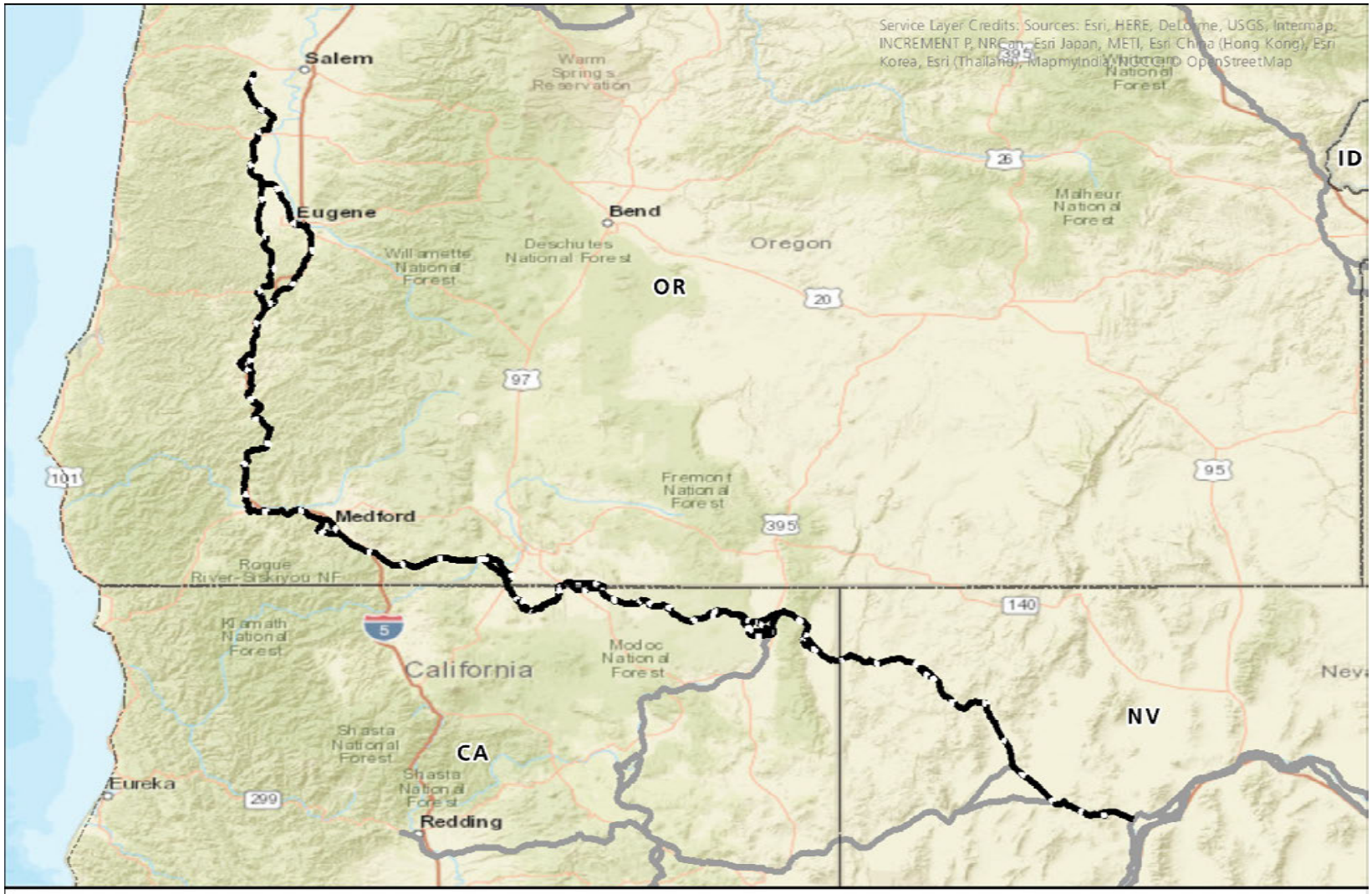
48. Raft River to Applegate Trail

N

0 30 60 90 Miles

Selected eligible route

Parent Trails



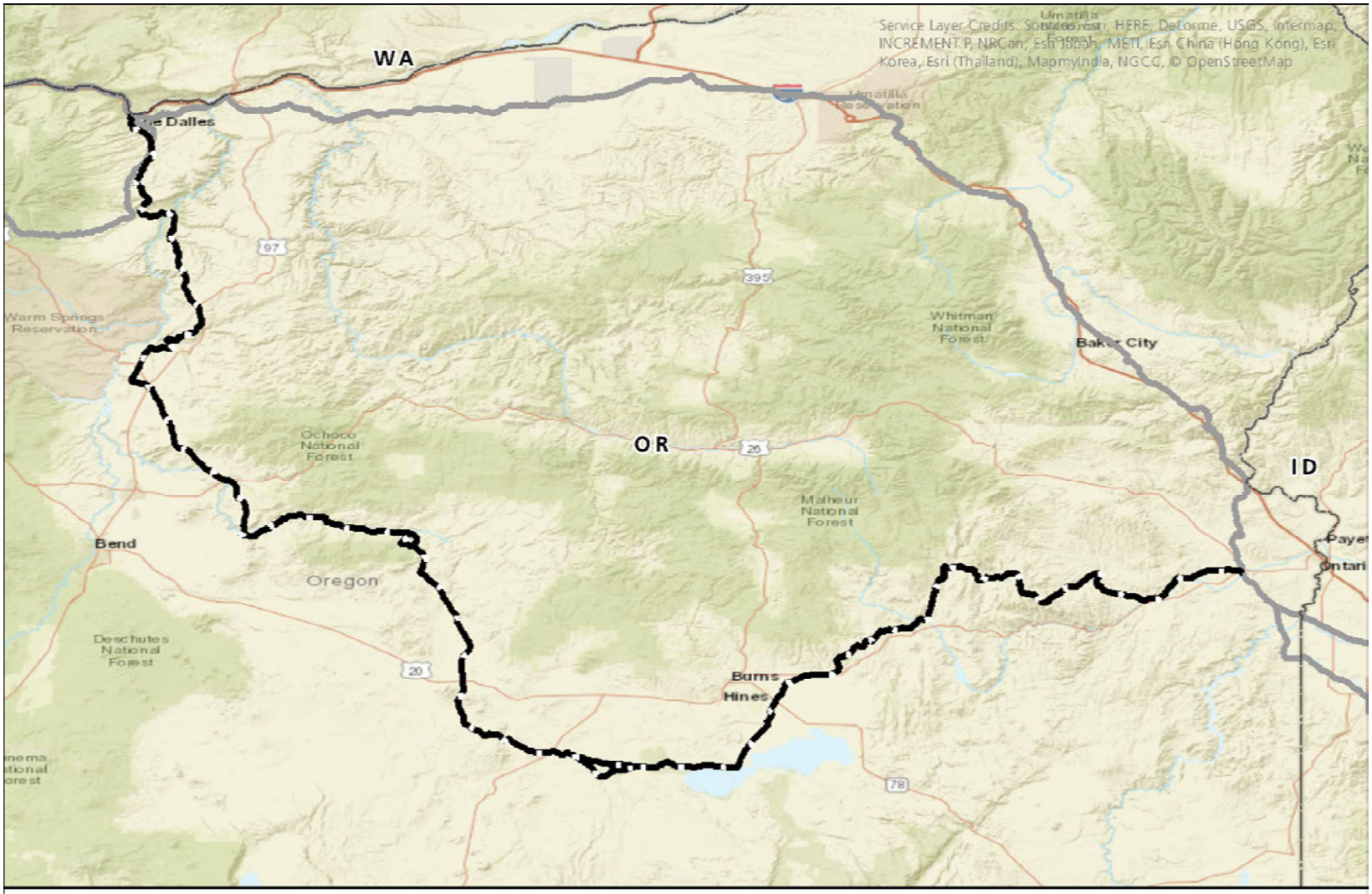
49. Applegate Trail (Applegate Trail, or Southern Route to Oregon)

N

0 40 80 120 Miles

Selected eligible route

Parent Trails



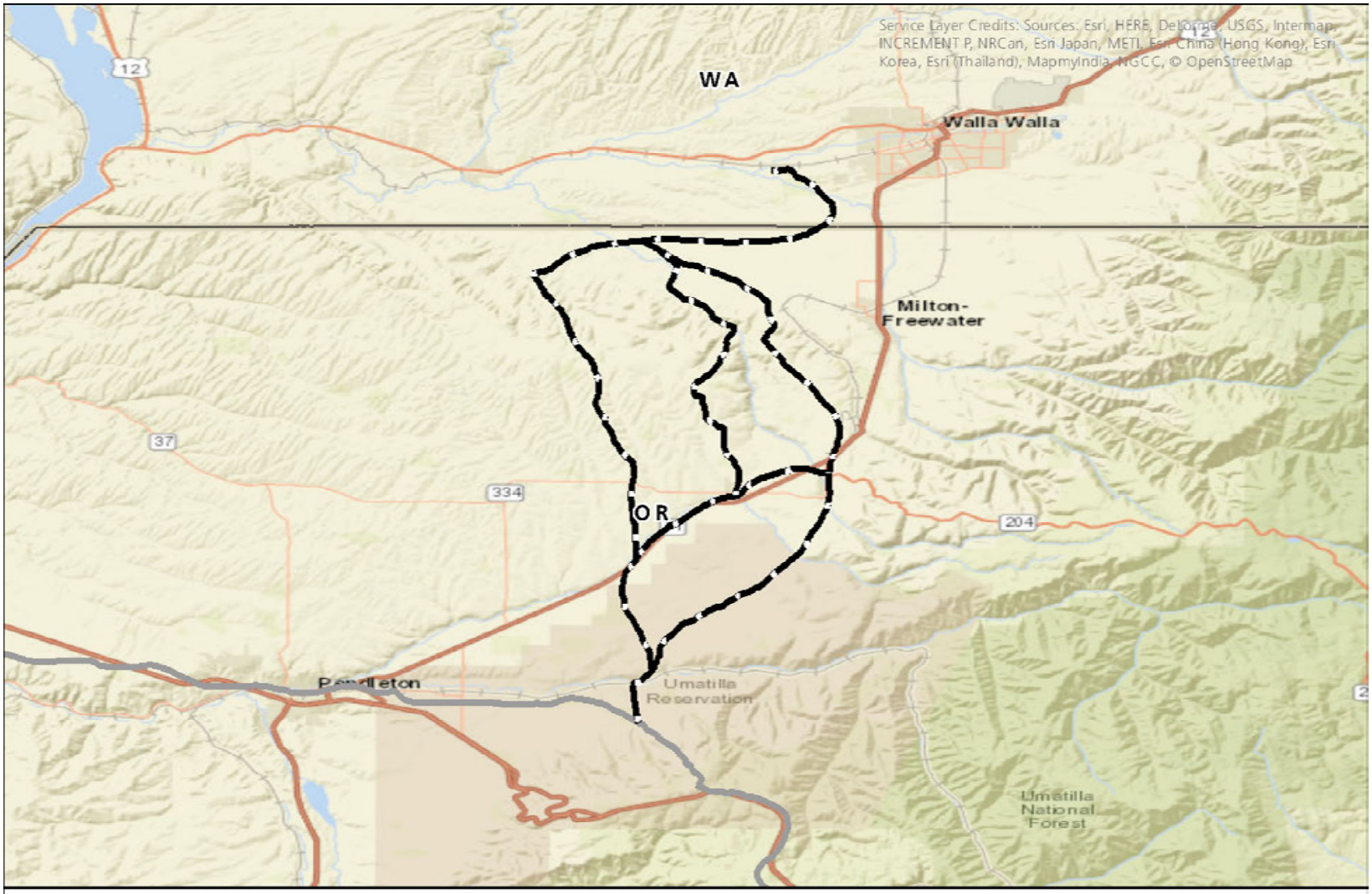
50A. Meek Cutoff - Hambleton

N

0 25 50 75 Miles

Selected eligible route

Parent Trails



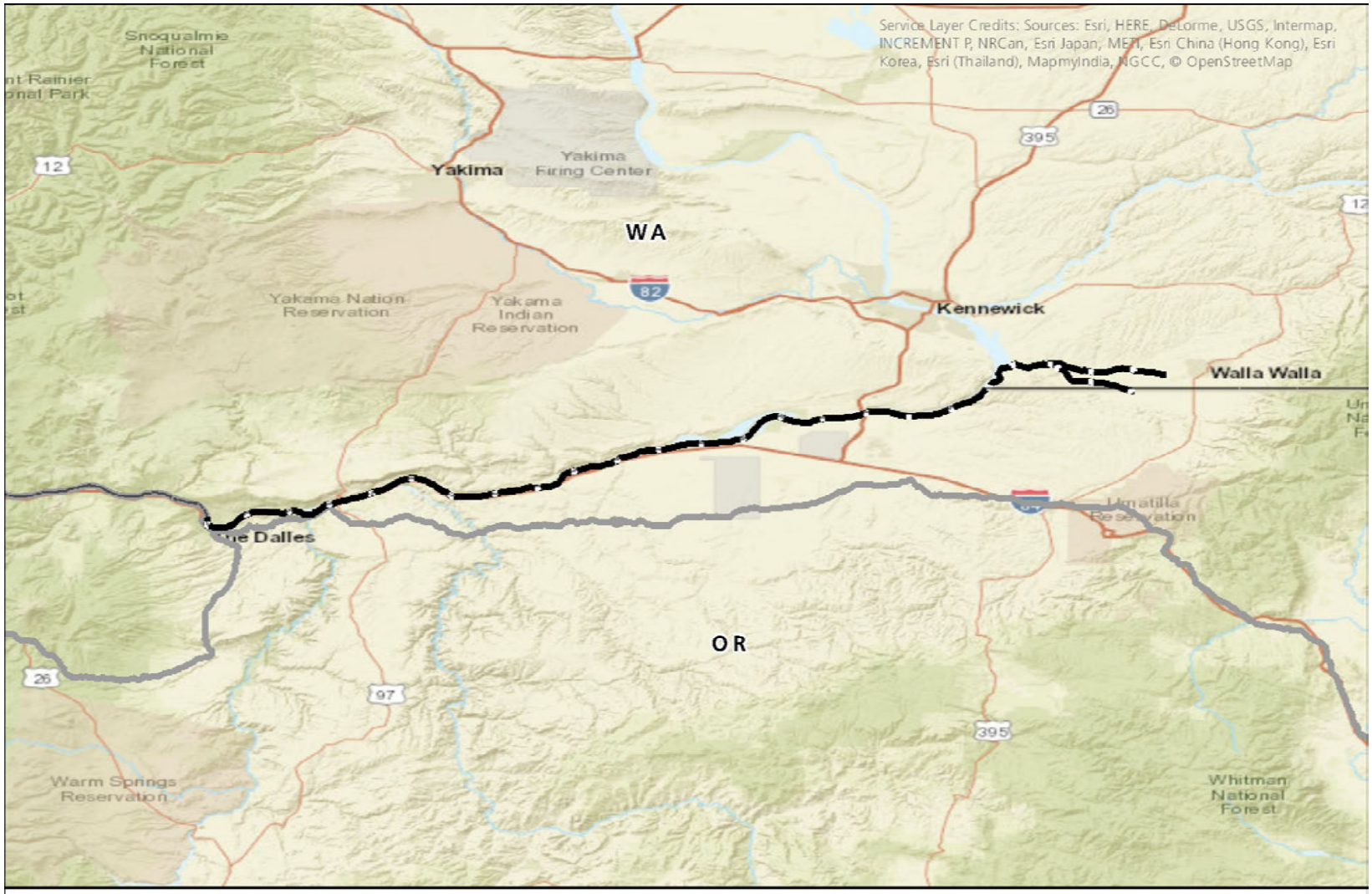
52. Whitman Mission Route - Three variants

N

0 5 10 15 Miles

Selected eligible route

Parent Trails



53. Upper Columbia River Route

N

0 20 40 60 Miles

Selected eligible route

Parent Trails

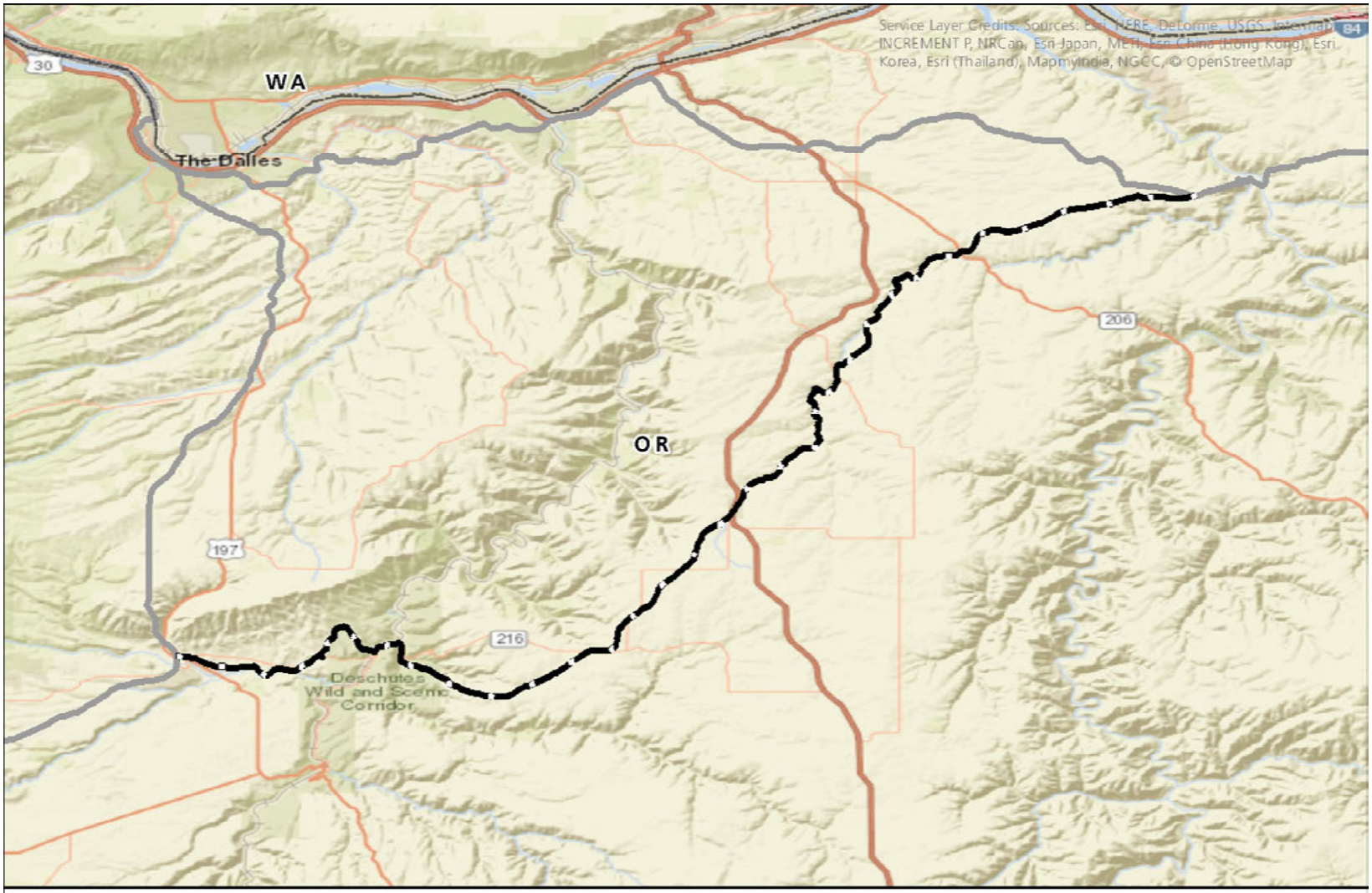
54. Umatilla River Route & Columbia River to the Dalles

N

0 10 20 30 Miles

Selected eligible route

Parent Trails



56. Cutoff to the Barlow Road

N

0 5 10 15 Miles

Selected eligible route

Parent Trails

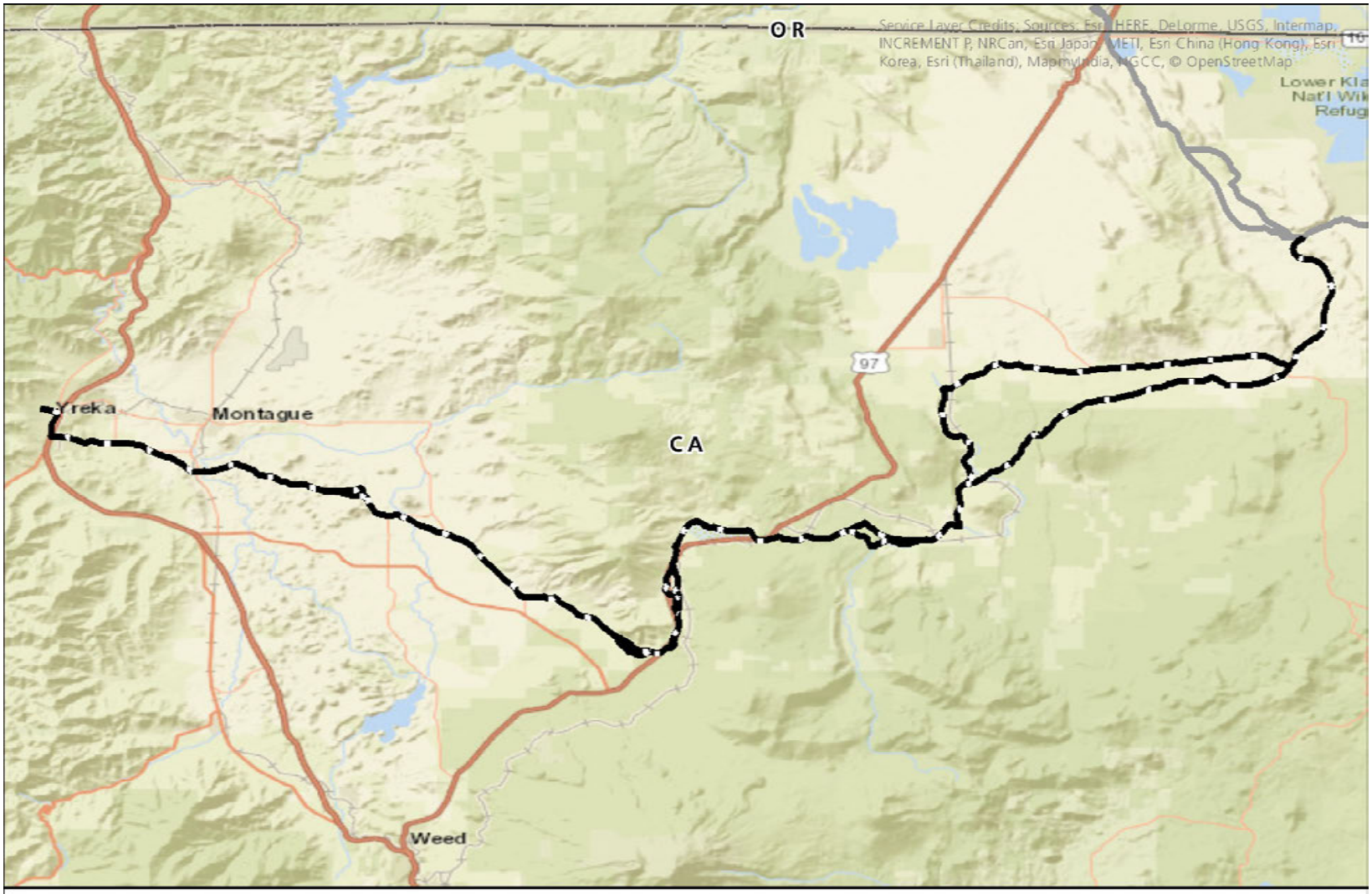
57. Cowlitz River Route

N

0 10 20 30 Miles

Selected eligible route

Parent Trails



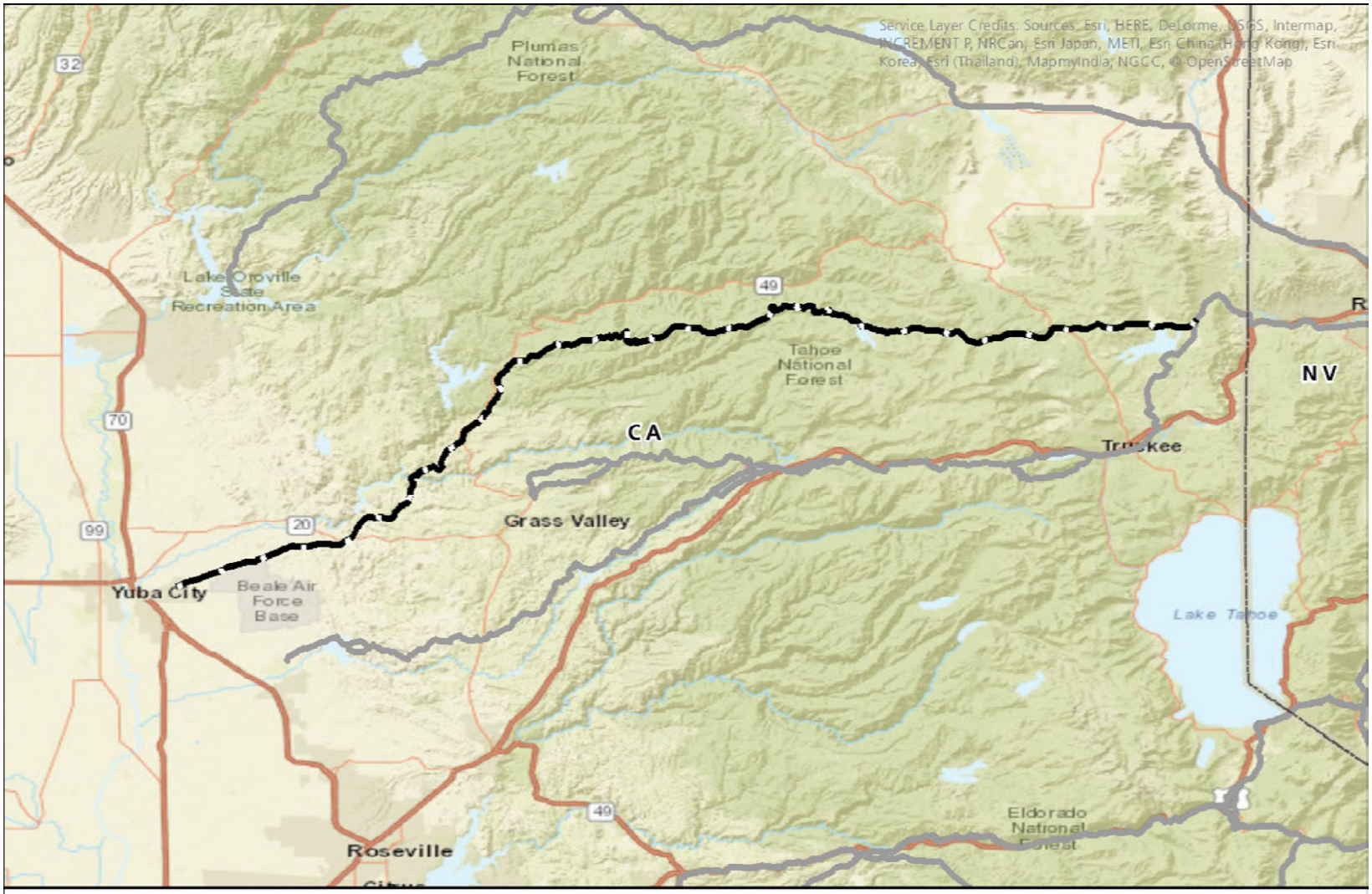
58. Yreka Trail

N

0 5 10 15 Miles

Selected eligible route

Parent Trails



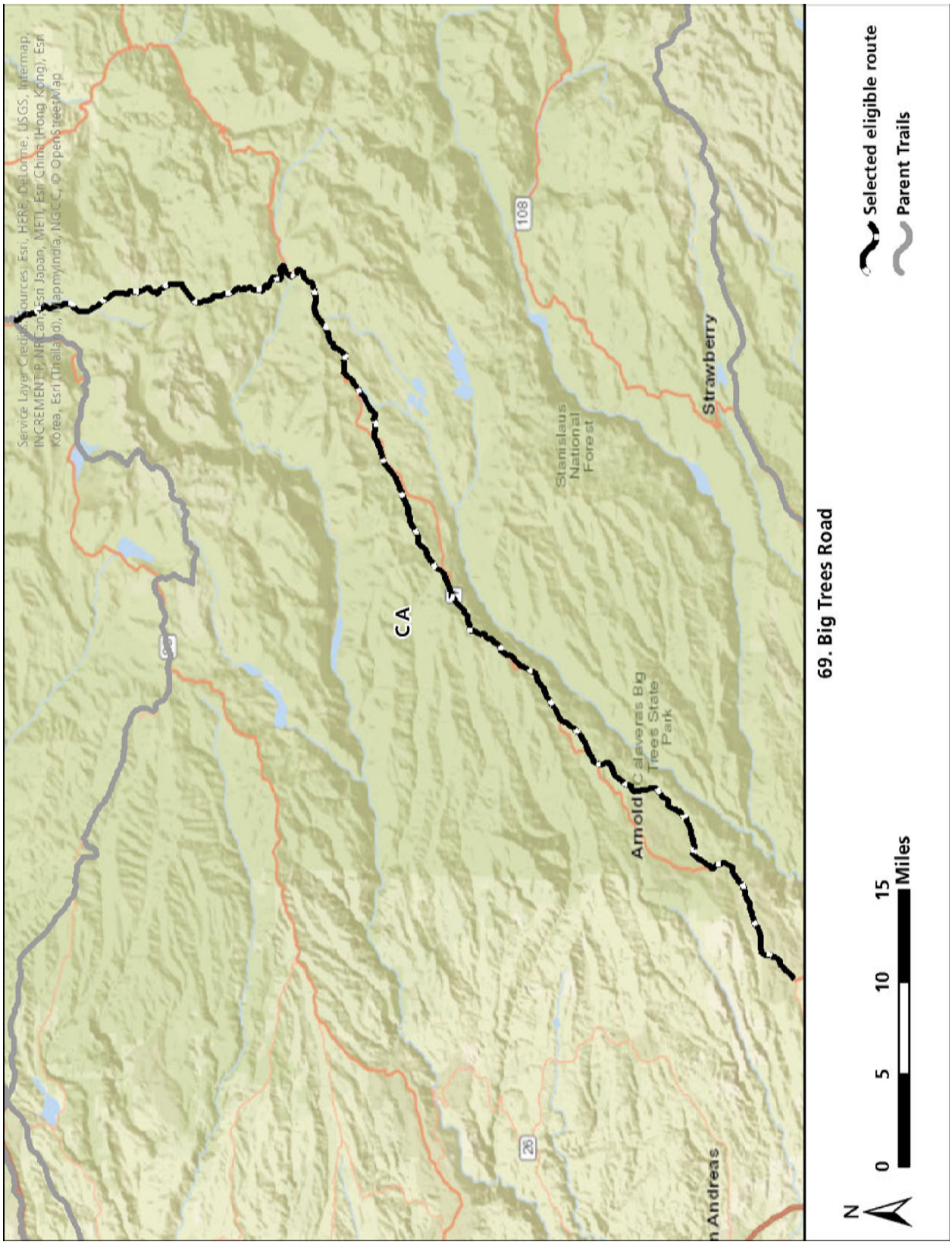
60. Henness Pass Route

N

0 10 20 30 Miles

Selected eligible route

Parent Trails



69. Big Trees Road

APPENDIX B: RESOURCES OF RECREATIONAL AND HISTORIC INTEREST ALONG STUDY ROUTES

The purpose of this compendium is to characterize the kinds and numbers of trail-related visitor resources that exist along the study routes, as required by the National Trails System Act. The listing in Table B-1 is intended to be representative, not comprehensive. It includes places along the study routes that are well known and thoroughly documented, other places that were identified by researchers during systematic field survey, and yet other places that have been identified during reconnaissance survey and documentary research as possible resources of interest. The findings reported here, particularly regarding access and the quality of the historic landscape, are preliminary and will require further assessment if routes are added to the National Trails System.

Some of the places listed are on public federal lands and others are on private or other restricted land. Inclusion of a site here does not convey permission to enter private property, nor does it guarantee that the site will be opened for visitation even if its associated route is added to one of the national historic trails.

Resources are included here even if the study route with which they are associated does not qualify for addition to the National Trails System under either of the action alternatives. They are listed alphabetically first by state, then by county, then by name.

TABLE B-1. RECREATIONAL AND HISTORIC RESOURCES ALONG THE ELIGIBLE STUDY ROUTES

State	County	Recreational or Interpretive Resource	Study Route	Museum/Visitor Center	Current or Potential	Historic Structure/ Ruin/Replica	Potential Historic Landscapes/District	Short Hikes to Trail Remnant/Site	Segment Access Over Trail
CA	Alpine	Hope Valley-to-Hermit Valley Segment	Big Trees		X		X		X
CA	Alpine	Pacific Grade	Big Trees		X			X	X
CA	Alpine, Calaveras	Ebbetts Pass Scenic Byway	Big Trees		X		X		
CA	Amador	Indian Grinding Rock State Park	Big Trees	X	X	X			
CA	Calaveras	Avery Hotel	Big Trees		X	X			
CA	Calaveras	Calaveras Big Trees State Park	Big Trees	X	X				
CA	Calaveras	Murphy's Camp	Big Trees		X	X			
CA	Contra Costa	Marsh Creek State Park (Cowell Ranch/John Marsh's Rancho)	Bidwell-Bartleson	X	X	X	X		
CA	Modoc	Fandango Pass	Applegate		X		X		X
CA	Modoc	Fandango-to-Goose Lake Segment	Applegate		X		X		X
CA	Modoc	Seyfeyth's Hot Springs/Surprise Valley	Applegate		X		X		
CA	Sierra	Davis Station-Perazzo Meadow Segment & Stage Station	Henness Pass		X		X		X
CA	Sierra	Forest City	Henness Pass		X	X	X		
CA	Sierra	Independence Creek Junction	Henness Pass		X		X		X
CA	Sierra	Kyburz Flat & Mores Stage Station	Henness Pass		X	X	X	X	X
CA	Siskiyou	Discovery Park and Museum	Yreka	X	X				

State	County	Recreational or Interpretive Resource	Study Route	Museum/Visitor Center	Current or Potential	Historic Structure/ Ruin/Replica	Potential Historic Landscapes/District	Short Hikes to Trail Remnant/Site	Segment Access Over Trail
CA	Siskiyou	Grass Valley Road	Yreka		X		X		X
CA	Siskiyou	Yreka Trail Remnants/Archeological Sites/Emigrant Grave	Yreka		X		X	X	X
CO	Denver	Fourmile House	Cherokee	X	X	X			
CO	Douglas	Blackfoot Cave	Cherokee		X				
CO	Douglas	Castlerock Trail Remnants	Cherokee		X		X		
CO	El Paso	Fagan's Grave	Cherokee		X				
CO	El Paso	Jimmy Camp	Cherokee		X		X		
CO	El Paso	Point of Rocks	Cherokee		X				
CO	Larimer	Bonner Spring	Cherokee		X	X			
CO	Larimer	Virginia Dale Stage Station Site/Segment	Cherokee		X	X	X		
CO	Larimer	Steamboat Rock (Garden of the Gods)	Cherokee		X		X		
CO	Otero	Bent's Old Fort National Historic Site	Cherokee	X	X	X	X	X	
CO	Pueblo	El Pueblo Fort Museum	Cherokee	X	X				
IA	Appanoose	Mormon Gardens Site	1846 Subsequent Rts		X			X	
IA	Appanoose	Soap Creek Trail Remnants	1846 Subsequent Rts		X			X	
IA	Davis	Davis County Historical Complex & Mormon Cabin	1846 Subsequent Rts		X	X			
IA	Davis	Drakesville Park	1846 Subsequent Rts		X				
IA	Decatur	Garden Grove Historic Site	1846 Subsequent Routes		X		X		
IA	Lucas	Chariton Point	1846 Subsequent Rts		X				
ID	Caribou	Soda Springs Complex	Bidwell-Bartleson		X				
ID	Cassia	City of Rocks National Reserve and Trail Remnants	Raft River to the Applegate Trail	X	X		X	X	
ID	Cassia	McClendon Spring	Raft River to the Applegate Trail		X				
ID	Franklin	Oneida Narrows Hot Springs	Bidwell-Bartleson		X			X	
ID	Power	Raft River Parting of the Ways/Trail Segment	Raft River to the Applegate Trail		X		X		X
ID	Caribou	Sheep Rock Landmark	Bidwell-Bartleson		X				
ID, UT, NV	Cassia, Box Elder, Elko	Granite Pass, ID-Thousand Springs Valley, NV, trail segment	Raft River to the Applegate Trail		X		X		X
KS	Barton	Pawnee Rock State Park	Cherokee		X			X	
KS	Butler	Potwin Ruts	Cherokee		X			X	

State	County	Recreational or Interpretive Resource	Study Route	Museum/Visitor Center	Current or Potential	Historic Structure/ Ruin/Replica	Potential Historic Landscapes/District	Short Hikes to Trail Remnant/Site	Segment Access Over Trail
KS	Ford	Black Pool	Cherokee		X			X	
KS	Johnson	Elm Grove	Westport Rd		X				
KS	Johnson	Flat Rock Creek Crossing/Park	Westport Rd		X			X	
KS	Johnson	Prairie Village Ruts/Prairie View Park	Westport Rd		X			X	
KS	Johnson	Sapling Grove	Westport Rd		X				
KS	Johnson	Two Trails Park	Westport Rd		X				
KS	Johnson	Parting of the Oregon-California and Santa Fe Trails	Westport Rd, Mississippi Saints		X			X	
KS	Leavenworth	Eightmile House	Ft Leavenworth-Big Blue River, Ft Leavenworth-Kansas River		X	X			
KS	Leavenworth	Leavenworth Landing Park	Ft Leavenworth-Big Blue River, Ft Leavenworth-Kansas River		X			X	
KS	Marshall	Guittard's Station	Ft Leavenworth-Big Blue River		X			X	
KS	Marshall	Marysville Pony Express Barn	Ft Leavenworth-Big Blue River, St. Joe Road	X	X	X			
KS	McPherson	Running Turkey Creek Crossing	Cherokee		X				
KS	Montgomery	Beason's Ruts & Dripping Springs	Cherokee		X				
KS	Pawnee	Fort Larned National Historic Site	Cherokee	X	X	X	X		
KS	Pottawatomie	Pottawatomi Indian Pay Station	Ft Leavenworth-Big Blue River		X	X			
KS	Rice	Ralph's Ruts	Cherokee		X		X	X	
MO	Jackson	Town of Kansas Archaeological Site and Westport Landing/Riverfront Park	Westport Landing Rd, Westport Rd		X				
MO	Jackson	Westport Center & Boone Store	Westport Landing Rd, Westport Rd		X	X	X		
MO	Jackson	Pioneer Park	Westport Rd, Westport Landing Rd		X				
MO	Platte	Historic Weston	Ft Leavenworth-Big Blue River, Ft Leavenworth-Kansas River		X	X	X		
NE	Douglas	Military Road Trail Remnants	Council Bluffs Road		X				

State	County	Recreational or Interpretive Resource	Study Route	Museum/Visitor Center	Current or Potential	Historic Structure/ Ruin/Replica	Potential Historic Landscapes/District	Short Hikes to Trail Remnant/Site	Segment Access Over Trail
NE	Douglas	Mormon Trail Center at Historic Winter Quarters (includes Mormon Trail Center, Pioneer Cemetery)	Council Bluffs Road	X	X				
NE	Douglas	Outdoor Sculptures: Spirit of Nebraska's Wilderness and Pioneer Courage Park, Omaha	Council Bluffs Road		X				
NE	Hall	Townsley-Murdock Site	Council Bluffs Road		X				
NE	Kearney	Great Platte River Road Archway Monument	Council Bluffs Road	X					
NE	Lincoln	Sand Hill Ruts	Council Bluffs Road		X		X		
NE	Morrill	Ancient Bluff Ruins and Narcissa Whitman Interpretive Markers	Council Bluffs Road		X				
NE	Nance	Upper Loup River Crossing	Council Bluffs Road		X				
NV	Churchill	Fortymile Desert	Bidwell-Bartleson		X				
NV	Churchill	Cold Springs Pony Express Station	COER Simpson		X	X	X	X	
NV	Churchill	Sand Springs Station	COER Simpson		X	X	X	X	
NV	Churchill, Pershing	Humboldt Bar & Sink	Bidwell-Bartleson		X		X		
NV	Elko	Bidwell Pass	Bidwell-Bartleson		X		X		X
NV	Elko	Pilot Peak Interpretive Site	Bidwell-Bartleson		X		X		
NV	Elko	South Fork Humboldt River Canyon	Bidwell-Bartleson		X		X		X
NV	Elko	California National Historic Trail Interpretive Center	Bidwell-Bartleson, Applegate, Greenhorn	X	X				
NV	Elko	Greenhorn Trail Remnants & Inscriptions	Greenhorn Cutoff		X		X	X	X
NV	Elko	California Trail Back Country Byway	Raft River to the Applegate Trail		X		X		X
NV	Elko	Humboldt Wells Descent Segment	Raft River to the Applegate Trail		X			X	
NV	Elko	Record Bluff	Raft River to the Applegate Trail		X		X	X	
NV	Elko	Rock Spring	Raft River to the Applegate Trail		X		X	X	
NV	Eureka	Gravelly Ford and Emigrant Graves	Applegate,		X		X		X
NV	Humboldt	Black Rock & Springs	Applegate		X		X		X
NV	Humboldt	Double Hot Springs	Applegate		X		X		X
NV	Humboldt	Fly Canyon Wagon Slide	Applegate		X		X		X

State	County	Recreational or Interpretive Resource	Study Route	Museum/Visitor Center	Current or Potential	Historic Structure/ Ruin/Replica	Potential Historic Landscapes/District	Short Hikes to Trail Remnant/Site	Segment Access Over Trail
NV	Humboldt	Quinn River Crossing	Applegate		X		X		X
NV	Humboldt, Washoe, Pershing	Black Rock Canyon – High Rock Canyon Emigrant Trails National Conservation Area	Applegate		X		X		X
NV	Humboldt, Washoe, Pershing	Imlay-to-High Rock Canyon Segment	Applegate		X		X		X
NV	Lyon	Fort Churchill State Historic Park	COER Simpson	X	X	X	X	X	
NV	Modoc	Pothole/Goff Spring	Applegate		X				X
NV	Modoc	Bloody Point	Applegate, Burnett		X				
NV	Pershing	Lassen's Meadow	Applegate		X			X	
NV	Pershing	Rabbithole Springs	Applegate		X	X	X	X	X
NV	Pershing	Susan Coon Grave and Big Antelope Spring	Applegate		X		X	X	X
NV	Pershing	Willow Spring	Applegate		X				
NV	Washoe	Bruff's Singular Rock	Applegate		X		X		X
NV	Washoe	High Rock Canyon	Applegate		X		X		X
NV	White Pine	Egan Canyon/Station	COER Simpson		X		X		X
OK	Nowata	Coody's Bluff	Cherokee		X		X		
OR	Crook	Crooked River Valley Segment	Meek Cutoff		X		X		X
OR	Crook	GI Ranch Springs	Meek Cutoff		X		X		
OR	Deschutes	Misery Flats Trail Remnants	Meek Cutoff		X		X		X
OR	Douglas	Pleasant Valley/Yoncalla Complex	Applegate		X	X			
OR	Harney	Alec Butte Trail Remnants	Meek Cutoff		X		X		X
OR	Harney	Egli Spring	Meek Cutoff		X		X		
OR	Harney	Meeks Gulch Trail Remnants & Grave	Meek Cutoff		X		X		X
OR	Harney	Stinkingwater Pass Trail Remnants	Meek Cutoff		X		X		X
OR	Jackson	Historic Jacksonville	Applegate		X	X	X		
OR	Jackson	Jenny Creek Wagon Slide	Applegate		X			X	X
OR	Jefferson	Porter Springs	Meek Cutoff		X				
OR	Jefferson	Rimrock Springs	Meek Cutoff		X		X		
OR	Josephine	Grave Creek	Applegate		X				
OR	Josephine	Wolf Creek Tavern State Heritage Site	Applegate		X				
OR	Klamath	Devil's Garden	Applegate		X				
OR	Klamath, Jackson	Cascade Mountain Crossing Segment (Cascade Mountain Summit, Jenny Wagon Slide, Tub Springs State Wayside)	Applegate		X		X		X

State	County	Recreational or Interpretive Resource	Study Route	Museum/Visitor Center	Current or Potential	Historic Structure/ Ruin/Replica	Potential Historic Landscapes/District	Short Hikes to Trail Remnant/Site	Segment Access Over Trail
OR	Lake	Glass Butte Trail Trace	Meek Cutoff		X		X		X
OR	Lake	Lost Hollow Campsite	Meek Cutoff		X		X		
OR	Lane	Oakridge Pioneer Museum	Meek Cutoff	X					
OR	Malheur	Alkali Springs Segment	Meek Cutoff		X				X
OR	Malheur	Danger Point Trail Remnants	Meek Cutoff		X		X		X
OR	Malheur	Emigrant Hill Trail Remnants	Meek Cutoff		X		X		X
OR	Malheur	Malheur National Wildlife Refuge	Meek Cutoff		X		X		
OR	Malheur	Sarah Chambers Grave and Castle Rock	Meek Cutoff		X		X		
OR	Polk	Dallas/La Creole Creek Complex	Applegate		X				
OR	Sherman	Monkland Ruts	Cutoff to Barlow Rd		X		X		
OR	Sherman	Sherars Grade Remnants	Cutoff to Barlow Rd		X		X	X	
OR	Sherman	Sherman County Historical Museum and Trail Remnants	Cutoff to Barlow Rd	X	X				
OR	Sherman	Deschutes Canyon and Crossing (Deschutes River State Recreation Area)	Cutoff to Barlow Rd, Meek Cutoff		X				
OR	Umatilla	Fort Henrietta	Upper Columbia River Route, Umatilla River to The Dalles		X	X			
OR	Umatilla	Hat Rock State Park	Upper Columbia River Route, Umatilla River to The Dalles		X	X			
OR	Umatilla	Mouth of the Deschutes River Crossing	Upper Columbia River Route, Umatilla River to The Dalles		X				
OR	Umatilla	Tamastslikt Cultural Institute	Whitman Mission Route	X					
OR	Wasco	Catherine Bonnett Butts Grave	Meek Cutoff		X	X		X	
OR	Wasco	Celilo Falls Walkway	Upper Columbia River Route, Umatilla River to The Dalles		X				
OR	Wasco	The Dalles Historic Complex	Upper Columbia River Route, Umatilla River to The Dalles	X	X	X	X		
OR	Sherman	Hollenbeck Point Trail Remnants	Cutoff to Barlow Rd		X		X		

State	County	Recreational or Interpretive Resource	Study Route	Museum/Visitor Center	Current or Potential	Historic Structure/ Ruin/Replica	Potential Historic Landscapes/District	Short Hikes to Trail Remnant/Site	Segment Access Over Trail
UT	Box Elder	Bidwell Pass	Bidwell-Bartleson		X		X		X
UT	Box Elder	Donner Spring	Bidwell-Bartleson		X				
UT	Box Elder	Owl Spring & Trail Remnants	Bidwell-Bartleson		X				
UT	Box Elder	Rosebud Spring	Bidwell-Bartleson		X				
UT	Box Elder	Uddy Hot Springs	Bidwell-Bartleson		X				
UT	Juab	Boyd Station/Butte Station	COER Simpson		X	X	X	X	X
UT	Juab	Dugway Station	COER Simpson		X		X	X	X
UT	Juab	Fish Springs Station	COER Simpson	X	X		X		X
UT	Juab	Willow Springs Station	COER Simpson		X	X			
UT	Morgan	Devil's Slide	Weber Canyon		X				
UT	Salt Lake	Warm Springs	Weber Canyon		X				
UT	Tooele	Canyon Station	COER Simpson		X	X	X		X
UT	Tooele	Faust's Station	COER Simpson		X				X
UT	Tooele	Lookout Pass/Point Lookout Station	COER Simpson		X	X	X		X
UT	Tooele	Simpson Springs Station Historic Site	COER Simpson		X	X	X		X
UT	Tooele, Juab, Salt Lake	Pony Express Back Country Byway	COER Simpson		X	X	X	X	X
WA	Walla Walla	Fort Walla Walla Museum	Whitman Mission Route, Upper Columbia River Route	X					
WA	Clark	Fort Vancouver National Historic Site	Cowlitz River	X	X	X	X	X	
WA	Clark, Skamania, Klickitat	Columbia Gorge National Scenic Area	Upper Columbia River Route	X	X		X		
WA	Lewis	Borst House	Cowlitz	X		X			
WA	Lewis	Jackson House	Cowlitz		X	X			
WA	Lewis	Lewis & Clark State Park Trail Remnants	Cowlitz		X				
WA	Lewis	McNulty Trail Remnant	Cowlitz		X				
WA	Pierce	Fort Nisqually Living History Museum	Cowlitz	X	X				
WA	Pierce	Pioneer Park and Ezra Meeker Mansion	Cowlitz		X	X			
WA	Thurston	Bigelow House	Cowlitz	X	X	X			
WA	Thurston	Chain Hill	Cowlitz		X				
WA	Thurston	George Bush Monument	Cowlitz		X				
WA	Thurston	Scatter Creek Trail Remnants	Cowlitz		X			X	
WA	Thurston	Tumwater Historic Park	Cowlitz		X				
WA	Thurston	Crosby House	Cowlitz	X	X	X			

State	County	Recreational or Interpretive Resource	Study Route	Museum/Visitor Center	Current or Potential	Historic Structure/ Ruin/Replica	Potential Historic Landscapes/District	Short Hikes to Trail Remnant/Site	Segment Access Over Trail
WA	Walla Walla	Twin Sisters Landmark	Upper Columbia River Route		X				
WA	Walla Walla	Frenchtown Historic Site	Whitman Mission Route, Upper Columbia River Route		X	X		X	
WA	Walla Walla	Whitman Mission National Historic Site	Whitman Mission Route, Upper Columbia River Route	X	X				
WA	Wasco	Columbia Gorge Discovery Center/Wasco County Historical Society Museum	Upper Columbia River Route, Umatilla River to The Dalles	X					
WY	Albany	Laramie River (near Pelton Creek) Segment	Cherokee		X		X		X
WY	Carbon	Elk Mountain-to-North Platte River Segment	Cherokee		X		X		X
WY	Carbon	Twin Groves-to-Five Buttes Trail Remnants	Cherokee-Southern Rt.		X		X		X
WY	Carbon	Fort Halleck Site	COER Lodgepole Creek		X	X			
WY	Carbon	North Platte River Crossing	COER Lodgepole Creek		X		X		
WY	Laramie	Camp Walbach Marker	COER Lodgepole Creek		X				
WY	Laramie	Cheyenne Pass and Pine Bluffs Trail Remnants	COER Lodgepole Creek		X		X		
WY	Laramie	Fort John Buford	COER Lodgepole Creek		X	X	X		X
WY	Laramie	Lodgepole Creek Ranch Grave	COER Lodgepole Creek		X		X		
WY	Laramie	Medicine Bow-Routt National Forest Trail Remnants	COER Lodgepole Creek		X		X		X
WY	Lincoln	Alfred Corum and Nancy Hill Graves	Sublette Cutoff		X		X		X
WY	Lincoln	Emigrant Springs Dempsey	Sublette Cutoff		X		X		X
WY	Lincoln	Green River Crossings Segment	Sublette Cutoff		X				
WY	Lincoln	Hams Fork Crossing to Rock Ridge Segment	Sublette Cutoff		X		X		X
WY	Lincoln	Names Hill/Holden Hill	Sublette Cutoff		X			X	
WY	Lincoln	Sullivan Hollow to Hams Fork Segment	Sublette Cutoff		X		X		X
WY	Lincoln	White Hill	Sublette Cutoff		X		X		X
WY	Natrona	Historic Fort Caspar	Sublette Cutoff		X	X			

State	County	Recreational or Interpretive Resource	Study Route	Museum/Visitor Center	Current or Potential	Historic Structure/ Ruin/Replica	Potential Historic Landscapes/District	Short Hikes to Trail Remnant/Site	Segment Access Over Trail
WY	Sublette	Parting of the Ways	Sublette Cutoff		X		X	X	X
WY	Sweetwater	Daniel Lantz Grave	Cherokee		X				
WY	Sweetwater	Powder Spring	Cherokee		X			X	X
WY	Sweetwater	Malinda Armstrong Grave	Cherokee-Southern Rt.		X		X		
WY	Sweetwater	Haystack Butte and Dry Drive Segment	Sublette Cutoff		X		X		X
WY	Uinta	Bear River Crossing	Bidwell-Bartleson		X		X		
WY	Uinta	Fort Bridger State Historic Site	Cherokee-Southern Rt.		X	X	X	X	

Sources: National Park Service, Evans Hatch 2004

APPENDIX C: CATEGORICAL EXCLUSION DOCUMENTATION FORM

National Park Service
U.S. Department of the Interior

National Trails Intermountain Region
Date: 7/30/2018

Categorical Exclusion Form

Project: *Four Trails Feasibility and Suitability Study Revision*
PEPC Project Number: 31277
Description of Action (Project Description):
Prepare a revised feasibility and suitability study to evaluate the qualifications, feasibility, suitability, and desirability of the designation of additional routes to four existing designated national historic trails.

Project Locations: The 26 study routes that are eligible for designation as part of one or more existing national historic trails are located in 146 counties in 13 states, as described in the table below:

State (# Counties)	Counties
California (12)	Alpine, Calaveras, Contra Costa, Modoc, Mono, Nevada, San Joaquin, Sierra, Siskiyou, Stanislaus, Tuolumne, Yuba
Colorado (18)	Adams, Arapahoe, Bent, Boulder, Broomfield, Crowley, Denver, Douglas, El Paso, Elbert, Jackson, Jefferson, Larimer, Otero, Prowers, Pueblo, Sedgwick, Weld
Idaho (3)	Caribou, Cassia, Franklin
Iowa (7)	Appanoose, Clarke, Davis, Decatur, Lucas, Monroe, Wayne
Kansas (25)	Atchison, Barton, Brown, Butler, Chautauqua, Doniphan, Edwards, Elk, Finney, Ford, Gray, Hamilton, Harvey, Johnson, Kearny, Leavenworth, Marion, Marshall, McPherson, Montgomery, Nemaha, Pawnee, Rice, Washington, Wyandotte
Missouri (2)	Buchanan, Jackson
Nebraska (18)	Buffalo, Cheyenne, Colfax, Dawson, Deuel, Dodge, Douglas, Garden, Hall, Keith, Kimball, Lincoln, Merrick, Morrill, Nance, Platte, Scotts Bluff, Washington
Nevada (13)	Carson City, Churchill, Douglas, Elko, Eureka, Humboldt, Lander, Lyon, Mineral, Pershing, Storey, Washoe, White Pine
Oklahoma (4)	Mayes, Nowata, Rogers, Washington
Oregon (20)	Benton, Columbia, Crook, Deschutes, Douglas, Gilliam, Harney, Jackson, Jefferson, Josephine, Klamath, Lake, Lane, Malheur, Morrow, Multnomah, Polk, Sherman, Umatilla, Wasco
Utah (10)	Box Elder, Cache, Davis, Juab, Morgan, Salt Lake, Summit, Tooele, Utah, Weber
Washington (7)	Benton, Clark, Cowlitz, Klickitat, Lewis, Thurston, Walla Walla
Wyoming (7)	Albany, Carbon, Goshen, Laramie, Lincoln, Sweetwater, Uinta
13 States (146)	

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 *Four Trails Feasibility and Suitability Study Revision* because the study would result in no environmental impact. The study is intended to provide Congress with information about the resource qualities of the additional study routes. Although the study has implications for potential future NPS actions, it will not result in environmental impacts. If Congress designates any of the study routes for addition to one or more of the four existing designated national historic trails, NTIR will prepare revised comprehensive plans to include the additional routes. The revisions will be subject to further NEPA compliance considerations.

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

Superintendent:_____ **Date:** 7/24/18
Aaron Mahr

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.

Regional Director_____ **Date:** _____
Sue E. Masica

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 130007)?	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	

APPENDIX D: COMPLIANCE, CONSULTATION, AND COORDINATION

COMPLIANCE WITH PUBLIC LAW 111-11

Public Law 111-11 states:

SEC. 5302. REVISION OF FEASIBILITY AND SUITABILITY STUDIES OF EXISTING NATIONAL HISTORIC TRAILS.

Section 5 of the National Trails System Act (16 U.S.C. 1244) is amended by adding at the end the following:

"(g) REVISION OF FEASIBILITY AND SUITABILITY STUDIES OF EXISTING NATIONAL HISTORIC TRAILS.—

"(1) DEFINITIONS.—In this subsection:

"(A) ROUTE.—The term 'route' includes a trail segment commonly known as a cutoff.

"(B) SHARED ROUTE.—The term 'shared route' means a route that was a segment of more than 1 historic trail, including a route shared with an existing national historic trail.

"(2) REQUIREMENTS FOR REVISION.—

"(A) IN GENERAL.—The Secretary of the Interior shall revise the feasibility and suitability studies for certain national trails for consideration of possible additions to the trails.

"(B) STUDY REQUIREMENTS AND OBJECTIVES.—The study requirements and objectives specified in subsection (b) shall apply to a study required by this subsection.

"(C) COMPLETION AND SUBMISSION OF STUDY.—A study listed in this subsection shall be completed and submitted to Congress not later than 3 complete fiscal years from the date funds are made available for the study.

"(3) OREGON NATIONAL HISTORIC TRAIL.—

"(A) STUDY REQUIRED.—The Secretary of the Interior shall undertake a study of the routes of the Oregon Trail listed in subparagraph (B) and generally depicted on the map entitled 'Western Emigrant Trails 1830/1870' and dated 1991/1993, and of such other routes of the Oregon Trail that the Secretary considers appropriate, to determine the feasibility and suitability of designation of 1 or more of the routes as components of the Oregon National Historic Trail.

"(B) COVERED ROUTES.—The routes to be studied under subparagraph (A) shall include the following:

"(i) Whitman Mission route.

"(ii) Upper Columbia River.

"(iii) Cowlitz River route.

"(iv) Meek cutoff.

"(v) Free Emigrant Road.

"(vi) North Alternate Oregon Trail.

"(vii) Goodale's cutoff.

"(viii) North Side alternate route.

"(ix) Cutoff to Barlow road.

"(x) Naches Pass Trail.

"(4) PONY EXPRESS NATIONAL HISTORIC TRAIL.—The Secretary of the Interior shall undertake a study of the approximately 20-mile southern alternative route of the Pony Express Trail from Wathena, Kansas, to Troy, Kansas, and such other routes of the Pony Express Trail that the Secretary considers appropriate, to determine the feasibility and suitability of designation of 1 or more of the routes as components of the Pony Express National Historic Trail.

"(5) CALIFORNIA NATIONAL HISTORIC TRAIL.—

"(A) STUDY REQUIRED.—The Secretary of the Interior shall undertake a study of the Missouri Valley, central, and western routes of the California Trail listed in subparagraph (B) and generally depicted on the map entitled 'Western Emigrant Trails 1830/1870' and dated 1991/1993, and of such other and shared Missouri Valley, central, and western routes that the Secretary considers

appropriate, to determine the feasibility and suitability of designation of 1 or more of the routes as components of the California National Historic Trail.

"(B) COVERED ROUTES.—The routes to be studied under subparagraph (A) shall include the following:

"(i) MISSOURI VALLEY ROUTES.—

"(I) Blue Mills-Independence Road.
"(II) Westport Landing Road.
"(III) Westport-Lawrence Road.
"(IV) Fort Leavenworth-Blue River route.
"(V) Road to Amazonia.
"(VI) Union Ferry Route.
"(VII) Old Wyoming-Nebraska City cutoff.
"(VIII) Lower Plattsmouth Route.
"(IX) Lower Bellevue Route.
"(X) Woodbury cutoff.
"(XI) Blue Ridge cutoff.
"(XII) Westport Road.
"(XIII) Gum Springs-Fort Leavenworth route.
"(XIV) Atchison/Independence Creek routes.
"(XV) Fort Leavenworth-Kansas River route.
"(XVI) Nebraska City cutoff routes.
"(XVII) Minersville-Nebraska City Road.
"(XVIII) Upper Plattsmouth route.
"(XIX) Upper Bellevue route.

"(ii) CENTRAL ROUTES.—

"(I) Cherokee Trail, including splits.
"(II) Weber Canyon route of Hastings cutoff.
"(III) Bishop Creek cutoff.
"(IV) McAuley cutoff.
"(V) Diamond Springs cutoff.
"(VI) Secret Pass.
"(VII) Greenhorn cutoff.
"(VIII) Central Overland Trail.

"(iii) WESTERN ROUTES.—

"(I) Bidwell-Bartleson route.
"(II) Georgetown/Dagget Pass Trail.
"(III) Big Trees Road.
"(IV) Grizzly Flat cutoff.
"(V) Nevada City Road.
"(VI) Yreka Trail.
"(VII) Henness Pass route.
"(VIII) Johnson cutoff.
"(IX) Luther Pass Trail.
"(X) Volcano Road.
"(XI) Sacramento-Coloma Wagon Road.
"(XII) Burnett cutoff.
"(XIII) Placer County Road to Auburn.

"(6) MORMON PIONEER NATIONAL HISTORIC TRAIL.—

"(A) STUDY REQUIRED.—The Secretary of the Interior shall undertake a study of the routes of the Mormon Pioneer Trail listed in subparagraph (B) and generally depicted in the map entitled 'Western Emigrant Trails 1830/1870' and dated 1991/1993, and of such other routes of the Mormon Pioneer Trail that the Secretary considers appropriate, to determine the feasibility and

suitability of designation of 1 or more of the routes as components of the Mormon Pioneer National Historic Trail.

"(B) COVERED ROUTES.—The routes to be studied under subparagraph (A) shall include the following:

"(i) 1846 Subsequent routes A and B (Lucas and Clarke Counties, Iowa).

"(ii) 1856–57 Handcart route (Iowa City to Council Bluffs).

"(iii) Keokuk route (Iowa).

"(iv) 1847 Alternative Elkhorn and Loup River Crossings in Nebraska.

"(v) Fort Leavenworth Road; Ox Bow route and alternates in Kansas and Missouri (Oregon and California Trail routes used by Mormon emigrants).

"(vi) 1850 Golden Pass Road in Utah.

"(7) SHARED CALIFORNIA AND OREGON TRAIL ROUTES.—

"(A) STUDY REQUIRED.—The Secretary of the Interior shall undertake a study of the shared routes of the California Trail and Oregon Trail listed in subparagraph (B)

and generally depicted on the map entitled 'Western Emigrant Trails 1830/1870' and dated 1991/1993, and of such other shared routes that the Secretary considers appropriate, to determine the feasibility and suitability of designation of 1 or more of the routes as shared components of the California National Historic Trail and the Oregon National Historic Trail.

"(B) COVERED ROUTES.—The routes to be studied under subparagraph (A) shall include the following:

"(i) St. Joe Road.

"(ii) Council Bluffs Road.

"(iii) Sublette cutoff.

"(iv) Applegate route.

"(v) Old Fort Kearny Road (Oxbow Trail).

"(vi) Childs cutoff.

"(vii) Raft River to Applegate.".

Public Law 111-11 assigned three tasks to the Secretary of the Interior with regard to the study.

(A) IN GENERAL- The Secretary of the Interior shall revise the feasibility and suitability studies for certain national trails for consideration of possible additions to the trails.

*(B) STUDY REQUIREMENTS AND OBJECTIVES- The study requirements and objectives specified in subsection (b) [*below] shall apply to a study required by this subsection.*

(C) COMPLETION AND SUBMISSION OF STUDY- A study listed in this subsection shall be completed and submitted to Congress not later than 3 complete fiscal years from the date funds are made available for the study.

Task 1: Revise the feasibility and suitability studies for certain national trails for consideration of possible additions to the trails.

This task has been accomplished with the analysis and findings presented in this study report.

Task 2: The study requirements and objectives specified in subsection (b) shall apply to a study required by this subsection.

This task has been accomplished by applying the study requirements and objectives specified in subsection 5 (b) of the National Trails System Act (Public Law 111-11) to every route under consideration.

Task 3: A study listed in this subsection shall be completed and submitted to Congress not later than 3 complete fiscal years from the date funds are made available for the study.

This task has been accomplished in 2017, eight years after the law was passed, but because full funding and staffing for the study was not available in the beginning of the study process, and because administrative policy changes created delays.

COMPLIANCE WITH THE NATIONAL ENVIRONMENTAL POLICY ACT

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

In late 2015, the National Park Service determined that the study did not require an EA under the National Environmental Policy Act but could be covered by a categorical exclusion (CE), instead. Therefore, the National Park Service terminated the EA process with a notice of the termination placed on the National Park Service Planning, Environment, and Public Comment (PEPC), web site on September 22, 2017. The National Park Service then proceeded to use the following CE for the National Environmental Policy Act 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 (National Park Service 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 C.

COMPLIANCE WITH ENDANGERED SPECIES ACT SECTION 7(A) (2) CONSULTATION

Under Section 7 (a)(2) of the Endangered Species Act, a federal agency such as the National Park Service must consult with the US Fish & Wildlife Service when any action the agency carries out, funds, or authorizes (such as through a permit) may affect a listed endangered or threatened species. Accordingly, in addition to sharing preliminary route information with affected federal land managers, the National Park Service (in a memorandum dated March 31, 2011) invited consultation with the US Fish and Wildlife Service under Section 7. The offices contacted are listed in Table D-3.

The Service declined to enter consultation with regard to feasibility study and requested that the National Park Service reinitiate consultation if any of the routes are designated and specific projects are planned.

COMPLIANCE WITH SECTION 106 OF THE NATIONAL HISTORIC PRESERVATION ACT

Upon initiation of the study preparation process, and while the National Environmental Policy Act pathway was thought to include an EA, the National Park Service initiated consultation with state historic preservation officers and state historical societies of the affected states. Offices contacted were:

California Office of Historic Preservation

Nevada State Historic Preservation Office

Colorado Historical Society

Oklahoma State Historic Preservation Office/ Oklahoma Historical Society

Idaho State Historical Society

Oregon State Historic Preservation Office/ Parks & Recreation Department

State Historical Society of Iowa

Utah State History Department

Kansas State Historical Society

Washington Department of Archeology & Historic Preservation

Missouri State Historic Preservation Office/State Department of Natural Resources

Wyoming State Historic Preservation Office

Nebraska State Historical Society

Because of particular known interests and concerns in the state of Wyoming, the National Park Service also communicated directly with representatives of the Wyoming governor's office.

The National Park Service followed up with meetings with available state historic preservation offices during the scoping period. Later, as the route alignments and their histories were developed in consultation with researchers and historians, the National Park Service invited affected state historic preservation officers to review and comment on the material. New information provided by those reviewers was incorporated into the study document.

The National Park Service initially contacted state historic preservation offices in the affected states with a letter dated March 31, 2011, declaring intent to initiate Section 106 review and inviting state historic preservation office comment and consultation. However, because the letter was nonspecific due to the preliminary nature of route alignment information and potentially affected historic properties, only two general responses were received from the state historic preservation offices.

The National Park Service later determined that initiation of the Section 106 review process for a feasibility study of this nature is not appropriate: 40 CFR 800.2 states that a federal agency official responsible for fulfilling the requirements of Section 106 "has approval authority for the undertaking and can commit the Federal agency to take appropriate action for a specific undertaking as a result of section 106 compliance." In this instance, Congress directed the Secretary of the Interior to initiate the study, the study was delegated to the National Park Service, and the agency has no authority to select, fund, and implement a particular action, as those decisions are reserved by Congress; nor does the National Park Service know what decision, if any, Congress might make with regard to route designations; and nor can the National Park Service commit to any obligations that might be incurred during Section 106 consultations regarding the study, since it is possible that some or all study routes will not be designated.

Further, Section 106 compliance for a feasibility study is not useful because the study does not propose any specific projects, activities, or programs that could potentially affect historic properties. In the event that Congress does designate study routes to the National Trails System, the National Park Service will conduct National Historic Preservation Act Section 106 evaluations for any National Park Service-funded project with the potential to affect historic properties along those routes. Therefore, this study is not intended to address the requirements of National Historic Preservation Act Section 106 and its implementing regulations. State historic preservation offices were consulted, however, in the development of route alignments and histories, and their comments and corrections were incorporated into the document where appropriate.

CONSULTATION WITH AMERICAN INDIAN TRIBES AND TRIBAL HISTORIC PRESERVATION OFFICERS

Table D-1 lists the present-day tribal lands and communities that are crossed by or located within a mile of one or more study route corridors. These lands were identified through National Park Service Geographic Information Systems analysis that compared route location data to the Bureau of Land Management's Surface Management Area database and the Protected Areas Database of the US (PAD-US).

TABLE D-1. PRESENT-DAY TRIBAL LANDS AND COMMUNITIES WITHIN ONE MILE OF A STUDY ROUTE

Tribal Lands or Community	State
Battle Mountain Indian Colony, Te-Moak Tribe of Western Shoshone Indians of Nevada	NV
Bridgeport Indian Colony, Miwok, Mono, Paiute, Shoshone, and Washoe Indian Tribes	CA
Burns Paiute Reservation, Paiute Indian Tribe	OR
Carson Indian Colony, Washoe Indian Tribe	NV
Celilo Indian Village, Yakama, Warm Springs (Tygh, Wyam, Tenino, Dock-Spus, Wasco, Northern Paiute), others	OR
Chicken Ranch Rancheria of Me-Wuk Indians	CA
Cow Creek Reservation, Cow Creek Band of Umpqua Tribe	OR
Elko Indian Colony, Te-Moak Tribe of Western Shoshone Indians	NV
Fallon Reservation and Colony, Paiute-Shoshone Tribe	NV
Fort Bidwell Reservation, Northern Paiute Tribe	CA
Fort Hall Indian Reservation, Shoshone-Bannock Tribes	ID
Goshute Reservation, Goshute Tribe	NV and UT
Karuk Reservation, Karuk Tribe	CA
Kickapoo Reservation, Kickapoo Tribe in Kansas	KS
Kickapoo Reservation/ Sac and Fox Nation Trust Land Joint Use Area	KS
Lovelock Indian Colony, Lovelock Paiute Tribe	NV
Muckleshoot Reservation, Muckleshoot Indian Tribe	WA
Puyallup Reservation, Puyallup Indian Tribe	WA
Sac and Fox-Meskawi Reservation and Off-reservation Trust Land, Sac and Fox Tribe of the Mississippi in Iowa	IA
Sheep Ranch Rancheria of Me-Wuk Indians of California	CA
Shingle Springs Rancheria, Shingle Springs Band of Miwok Indians	CA
Stewart Indian Colony	NV
Tuolumne Rancheria, Tuolumne band of Me-Wuk Indians	CA
Umatilla Indian Reservation, Cayuse, Umatilla, and Walla Walla Indian Tribes	OR
XL Ranch Reservation, Achomawi (Pit River) and Atsugewi Indian Tribes	CA
Walker River Reservation, Walker River Paiute Tribe	NV
Warm Springs Indian Reservation, Warm Springs, Wasco, and Paiute Tribes	OR
Wells Band Colony, Te-Moak Tribe of Western Shoshone	NV

Source: PAD-US, ver.1.3.

In April 2011, the National Park Service sent a letter and a project newsletter to federally recognized tribes having lands or known interests along the study routes, insofar as the study routes were known and mapped at that time. Tribes were invited to provide information about how designation of these routes might affect them, and to share any concerns, opinions, or ideas they might have about the routes.

As the feasibility study progressed, routes were modified and refined, additional routes were identified for consideration, and the National Park Service gathered new information about the historic routes and their impacts on indigenous peoples who lived or ranged in the areas through which the trails passed. Accordingly, the National Park Service reexamined the list of federally recognized tribes with

reservations, colonies, rancherias, communities, or other landholdings within a mile of the study routes and extended the list of potentially affected tribes to include those that do not presently reside along the study routes but that are traditionally associated with the lands and resources in the project area.

In December 2015, the National Park Service invited consultation with tribes whose present-day landholdings are within a mile of one or more study routes and invited comment from other tribes having traditional association with lands crossed by the study routes, although they might not reside in those areas today (Table D-2).

TABLE D-2. FEDERALLY RECOGNIZED AMERICAN INDIAN TRIBES INVITED TO CONSULT

State	Tribal Name	Land-Holding Near Study Route	Contacted April 2011	Contacted December 2015
CA	Alturas Indian Rancheria		X	X
	Bear River Band of the Rohnerville Rancheria			X
	Big Bend Rancheria		X	X
	Bridgeport Indian Colony	X	X	X
	Buena Vista Rancheria of Me-Wuk Indians of California		X	X
	Cachil DeHe Band of Wintun Indians of the Colusa Indian Community of the Colusa Rancheria			X
	California Valley Miwok Tribe	X	X	
	Cedarville Rancheria		X	X
	Cher-Ae Heights Indian Community of the Trinidad Rancheria			X
	Chicken Ranch Rancheria of Me-Wuk Indians of California	X		X
	Cortina Rancheria		X	X
	Enterprise Rancheria of Maidu Indians of California		X	X
	Fort Bidwell Community Council of the Fort Bidwell Reservation of California		X	X
	Fort Independence Indian Community of Paiute Indians of the Fort Independence Reservation			X
	Greenville Rancheria of Maidu Indians of California		X	X
	Grindstone Indian Rancheria of Wintun-Wailaki Indians			X
	Hoopa Valley Tribe			X
	Ione Band of Me-Wuk Indians of California		X	X
	Jackson Band of Me-Wuk Indians		X	X
	Karuk Tribe	X		X
	Lookout Rancheria (Pit River Tribe)	X	X	X
	Mechoopda Indian Tribe of Chico Rancheria		X	X
	Montgomery Creek Rancheria (Pit River Tribe)	X	X	X
	Mooretown Rancheria of Maidu Indians of California		X	X
	Paskenta Band of Nomlaki Indians of California			X
	Picayune Rancheria of Chukchansi Indians of California			X
	Pit River Tribe (XL Ranch, Big Bend, Likely, Lookout, Montgomery Creek, and Roaring Creek Rancherias)	X	X	X
	Quartz Valley Indian Community of the Quartz Valley Reservation of California			X
	Redding Rancheria		X	X
	Roaring Creek Rancheria (Pit River Tribe)	X	X	X
	Round Valley Indian Tribes, Round Valley Reservation			X

State	Tribal Name	Land-Holding Near Study Route	Contacted April 2011	Contacted December 2015
	Santa Rosa Indian Community of the Santa Rosa Rancheria			X
	Shingle Springs Band of Miwok Indians, Shingle Springs Reservation, California	X	X	X
	Smith River Rancheria			X
	Susanville Indian Rancheria		X	X
	Table Mountain Rancheria of California			X
	Tule River Indian Tribe of the Tule River Reservation			X
	Tuolumne Band of Me-Wuk Indians of the Tuolumne Rancheria of California	X		X
	Tyme Maidu Tribe, Berry Creek Rancheria of Maidu Indians of California		X	X
	United Auburn Indian Community		X	X
	Utu Gwaitu Paiute Tribe of the Benton Paiute Reservation			X
	Wilton Rancheria			X
	Wyot Tribe			X
	Yocha Dehe Wintun Nation			X
	Yurok Tribe of the Yurok Reservation			X
CO	Southern Ute Tribe of the Southern Ute Reservation	X		X
	Ute Mountain Ute			X
ID	Coeur D'Alene Tribe			X
	Kootenai Tribe of Idaho			X
	Nez Perce Tribe		X	X
	Shoshone-Bannock Tribes of the Fort Hall Reservation	X	X	X
IA	Sac and Fox of the Mississippi in Iowa (Meskwaki Nation)		X	X
KS	Iowa Tribe of Kansas and Nebraska		X	X
	Kickapoo Tribe of Indians of the Kickapoo Reservation in Kansas	X	X	X
	Prairie Band Potawatomi Nation		X	X
	Sac & Fox Nation of Missouri in Kansas & Nebraska	X	X	X
MT	Assiniboine and Sioux Tribe of the Fort Peck Indian Reservation			X
	Crow Nation Tribe		X	X
	Northern Cheyenne of the Northern Cheyenne Indian Reservation		X	X
NE	Omaha Tribe of Nebraska		X	X
	Ponca Tribe of Nebraska		X	X
	Santee Sioux Nation		X	X
NV	Battle Mountain Band (Te-Moak Tribe of Western Shoshone Indians)	X	X	X
	Carson Colony (Washoe Tribe of Nevada & California)	X	X	X
	Dresslerville Colony (Washoe Tribe of Nevada & California)	X		X
	Duckwater Shoshone Tribe of the Duckwater Reservation		X	X
	Elko Band (Te-Moak Tribe of Western Shoshone Indians of Nevada)	X	X	X
	Ely Shoshone Tribe of Nevada		X	X
	Fort McDermitt Paiute and Shoshone Tribes of the Fort McDermitt Indian Reservation, Nevada and Oregon		X	X
	Lovelock Paiute Tribe of the Lovelock Indian Colony	X	X	X
	Moapa Band of Paiute Indians of the Moapa River Indian Reservation			X
	Paiute-Shoshone Tribe of the Fallon Reservation and Colony	X	X	X
	Pyramid Lake Paiute Tribe of the Pyramid Lake Reservation		X	X
	Reno-Sparks Indian Colony	X	X	X

State	Tribal Name	Land-Holding Near Study Route	Contacted April 2011	Contacted December 2015
	Shoshone-Paiute Tribes of the Duck Valley Reservation		X	X
	South Fork Band (Te-Moak Tribe of Western Shoshone Indians)	X	X	X
	Stewart Community) Washoe Tribe of Nevada & California)	X		X
	Summit Lake Paiute Tribe		X	X
	Te-Moak Tribe of Western Shoshone Indians	X		X
	Walker River Paiute Tribe of the Walker River Reservation	X	X	X
	Washoe Tribe of Nevada & California	X	X	X
	Wells Band (Te-Moak Tribe of Western Shoshone Indians)	X	X	X
	Winnemucca Indian Colony of Nevada	X	X	X
	Woodfords Community (Washoe Tribe of Nevada & California)	X		X
	Yerington Paiute Tribe of the Yerington Colony & Campbell Ranch	X	X	X
	Yomba Shoshone Tribe of the Yomba Reservation		X	X
ND	Standing Rock Sioux Tribe of North & South Dakota		X	X
OK	Apache Tribe of Oklahoma			X
	Cherokee Nation	X		X
	Cheyenne and Arapaho Tribes		X	X
	Citizen Potawatomi Nation		X	X
	Comanche Nation			X
	Delaware Nation			X
	Eastern Shawnee Tribe of Oklahoma			X
	Iowa Tribe of Oklahoma		X	X
	Kaw Nation			X
	Kickapoo Tribe of Oklahoma		X	X
	Kiowa Tribe		X	X
	Modoc Tribe of Oklahoma			X
	Osage Nation of Oklahoma		X	X
	Otoe-Missouria Tribe		X	X
	Pawnee Nation of Oklahoma		X	X
	Peoria Tribe of Indians of Oklahoma			X
	Ponca Tribe of Indians of Oklahoma		X	X
	Sac & Fox Nation, Oklahoma		X	X
	Shawnee Tribe			X
	United Keetoowah Band of Cherokee Indians in Oklahoma			X
	Wichita and Affiliated Tribes			X
	Wyandotte Nation			X
OR	Burns Paiute Tribe	X	X	X
	Confederated Tribes of the Coos, Lower Umpqua, and Suislaw Indians of Oregon			X
	Confederated Tribes of the Grand Ronde Community of Oregon			X
	Confederated Tribes of Siletz Indians of Oregon			X
	Confederated Tribes of the Umatilla Indian Reservation	X	X	X
	Confederated Tribes of the Warm Springs Reservation of Oregon	X	X	X
	Coquille Indian Tribe			X
	Cow Creek Band of Umpqua Tribe of Indians	X		X
	Klamath Tribes			X

State	Tribal Name	Land-Holding Near Study Route	Contacted April 2011	Contacted December 2015
SD	Cheyenne River Sioux Tribe of the Cheyenne River Reservation		X	X
	Crow Creek Sioux Tribe of the Crow Creek Reservation		X	X
	Flandreau Santee Sioux Tribe of South Dakota			X
	Lower Brule Sioux Tribe of the Lower Brule Reservation		X	X
	Oglala Sioux Tribe		X	X
	Rosebud Sioux Tribe of the Rosebud Reservation		X	X
	Sisseton-Wahpeton Oyate of the Lake Traverse Reservation		X	X
	Yankton Sioux Tribe of South Dakota		X	X
TX	Kickapoo Traditional Tribe of Texas			X
UT	Confederated Tribes of the Goshute Reservation, Nevada and Utah	X	X	X
	Northwestern Band of Shoshoni Nation		X	X
	Skull Valley Band of Goshute Indians of Utah	X	X	X
	Ute Indian Tribe of the Uintah & Ouray Reservation		X	X
WA	Confederated Tribes & Bands of the Yakama Nation	X	X	X
	Confederated Tribes of the Chehalis Reservation	X		X
	Confederated Tribes of the Colville Reservation			X
	Cowlitz Indian Tribe			X
	Muckleshoot Indian Tribe	X		X
	Nisqually Indian Tribe of the Nisqually Reservation			X
	Puyallup Indian Tribe of the Puyallup Reservation	X		X
	Snoqualmie Indian Tribe			X
	Suquamish Indian Tribe of the Port Madison Reservation			X
WY	Arapaho Tribe of the Wind River Reservation		X	X
	Shoshone Tribe of the Wind River Reservation		X	X

The National Park Service sent letters to tribal governments and to tribal historic preservation officers. Of these, the Osage Nation Historic Preservation Office, the United Auburn Indian Community of the Auburn Rancheria Historic Preservation Office, and Greenville Rancheria of Maidu Indians of California accepted the invitation to consult further.

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 feasibility 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 the National Environmental Policy Act. The National Park Service sent letters to the tribes on the original list in 2017 to inform them of the change.

CONSULTATION WITH FEDERAL AGENCIES

In March and April 2011, the National Park Service sent study notification letters to federal agencies with management or administrative authority within the project area. The study team followed up with meetings with land managers during the scoping period. Later, as the study route alignments and their histories were developed in consultation with researchers and historians, the National Park Service invited affected federal land managers to review and comment on the material and to express any management concerns they might have about the routes (Table D-3). New information provided by those parties was incorporated into the study document.

TABLE D-3. FEDERAL AGENCIES INVITED TO CONSULT

Federal Agency	State	Unit
Bureau of Land Management	California	California State Office
	Colorado	Colorado State Office
	Idaho	Idaho State Office Burley Field Office Four Rivers Field Office Idaho Falls District Jarbridge Field Office Pocatello Field Office Shoshone Field Office Southern Nevada District Upper Snake Field Office
	Iowa	Northeastern States District
	Missouri	Northeastern States District
	Nevada	Nevada State Office Battle Mountain District Carson City District Elko District Ely District Winnemucca District
	Oklahoma	Oklahoma Field Office
	Oregon	Oregon State Office Ashland Resource Area Baker Resource Area Border Field Office Burns District Cascades Resource Area Central Oregon Resource Area Deschutes Resource Area Eugene District Grants Pass Resource Area Klamath Falls Resource Area Lakeview District Lakeview Resource Area Malheur –Jordan Resource Area Marys Peak Resource Area Medford District National Historic Oregon Trail Interpretive Center Prineville District Roseburg District Salem District

Federal Agency	State	Unit
		Spokane District Suislaw Resource Area Swiftwater Resource Area South River Resource Area Three Rivers Resource Area Tillamook Resource Area Upper Willamette Resource Area Vale District
	Utah	Utah State Office Salt Lake City Field Office West Desert District
	Washington	Border Resource Area Spokane District Wenatchee Resource Area
	Wyoming	Wyoming State Office Kemmerer Field Office Lander Field Office Pinedale Field Office Rawlins Field Office Rock Springs Field Office
National Park Service	California	Lava Beds National Monument
	Colorado	Bents Old Fort National Historic Site
	Idaho	City of Rocks National Reserve Craters of the Moon National Monument & Preserve Hagerman Fossil Beds National Monument
	Kansas	Brown v Board of Education National Historic Site Fort Larned National Historic Site
	Nebraska	Chimney Rock National Historic Site Midwest Regional Office Scotts Bluff National Monument
	Utah	Golden Spike National Historic Site Utah State Coordinator
	Washington	Fort Vancouver National Historic Site Whitman Mission National Historic Site
	Wyoming	Fossil Butte National Monument Fort Laramie National Historic Site Wyoming State Coordinator
USDA Forest Service	California	Eldorado National Forest Humboldt-Toiyabe National Forest Klamath National Forest Lake Tahoe Basin Management Unit Lassen National Forest Modoc National Forest Plumas National Forest Shasta-Trinity National Forest Stanislaus National Forest Tahoe National Forest
	Colorado	Arapaho & Roosevelt National Forests Medicine Bow-Routt National Forest Pawnee National Grassland
	Idaho	Boise National Forest

Federal Agency	State	Unit
		Caribou-Targhee National Forest Payette National Forest Sawtooth National Forest Wallowa-Whitman National Forest
	Nevada	Humboldt-Toiyabe National Forest Lake Tahoe Basin Management Unit
	Oregon	Columbia Gorge National Scenic Area Deschutes National Forest Fremont-Winema National Forest Malheur National Forest Ochoco National Forest Rogue River-Siskiyou National Forest Umpqua National Forest Wallowa-Whitman National Forest Willamette National Forest
	Utah	Ashley National Forest Caribou-Targhee National Forest Sawtooth National Forest Uinta-Wasatch-Cache National Forest
	Washington	Columbia Gorge National Scenic Area Mount Baker-Snoqualmie National Forest Okanogan-Wenatchee National Forest
	Wyoming	Ashley National Forest Caribou-Targhee National Forest Medicine Bow-Routt National Forest thunder
	Multiple	Region 2, Rocky Mountain Region Region 4, Intermountain Region Region 5, Pacific Southwest Region Region 6, Pacific Northwest Region US Forest Service National Trail Information Coordinator
US Fish and Wildlife Service	Colorado	Colorado Ecological Services Field Office, Denver, Colorado
	Idaho	Snake River Fish and Wildlife Office, Boise, Idaho
	Illinois	Rock Island Illinois Field Office, Moline, Illinois
	Missouri	Columbia Missouri Field Office, Columbia, Missouri
	Nebraska	Nebraska Ecological Services Field Office, Grand Island, Nebraska
	Nevada	Nevada Fish and Wildlife Office, Reno, Nevada
	Oregon	Oregon Fish and Wildlife Office, Portland, Oregon
	Utah	Utah Ecological Services Field Office, West Valley City, Utah
	Washington	Upper Columbia River Fish and Wildlife Office, Spokane, Washington
	Wyoming	Wyoming Ecological Services Field Office, Cheyenne, Wyoming
	Region 3	Great Lakes, Big Rivers, Ft. Snelling, Minnesota
	Region 6	Mountain Prairie, Lakewood, Colorado
	Region 8	Pacific Southwest, Sacramento, California
Department of Defense	Kansas	Fort Leavenworth National Historic Landmark
Federal Highways Administration	None	(declined consultation)

Source: PADUS

NATIONAL PARK SERVICE REVIEWS

Director's Order 45 Panel Review

On January 27, 2016, Patrick Gregerson, National Park Service Chief of Park Planning and Special Studies, convened a special panel under the provisions of Director's Order 45. The purpose of the panel was to review the findings of the National Trails Intermountain Region office regarding the significance of seventy-seven study routes near the Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails. The panel recommended that the study team retain these findings and submit the material to the Washington Office for consideration by the National Park System Advisory Board, through the National Historic Landmarks Committee.

National Historic Landmarks Committee and National Park System Advisory Board Review

On May 9, 2016, National Trails Intermountain Region Superintendent Aaron Mahr presented the national significance statements for the eligible additional routes and the four parent national historic trails to the National Landmarks Committee of the National Park System Advisory Board for their review and consideration. The committee approved the statement and recommended its approval by the full board. The board approved the significance statement at their meeting of June 2, 2016 (Appendix E).

SUMMARY

A National Park Service interdisciplinary study team from the National Trails Intermountain Region office has prepared a revision of feasibility and suitability study examining the qualifications, feasibility, suitability, and desirability of adding certain routes to the existing Oregon, Mormon Pioneer, California, and Pony Express National Historic Trails. The team contacted federally recognized Indian tribes, affected federal agencies, state historical societies and state historic preservation offices, interested preservation organizations, and the public at large to solicit their opinions and comments about the routes. The study team considered all comments and used them to prepare the document, which will be transmitted to Congress for their consideration.

PUBLIC SCOPING AND OUTREACH

The National Park Service conducted public scoping for this feasibility study (when the study was thought to require an environmental assessment) from April 18, 2011, through July 30, 2011. To publicize the scoping effort, the National Park Service sent press releases sent to media outlets across the project area, posted project information on the National Park Service planning website, and sent letters and emails to known interested and affected persons and organizations, government agencies, and federally recognized Indian tribes. The scoping comment period was open from April 18, 2011, through July 30, 2011.

The National Park Service also conducted 16 public scoping meetings, which were advertised in newspapers and other media, to inform the public about the study and to solicit comments, concerns, opinions, and information pertaining to the study routes. The meetings were held in the following cities on the dates indicated in 2011:

Denver, Colorado – April 18

Casper, Wyoming – April 19

Tahlequah, Oklahoma – May 9

McPherson, Kansas – May 10

Topeka, Kansas – May 11

Independence, Missouri – May 11

Lincoln, Nebraska – May 12

Des Moines, Iowa – May 13

Salt Lake City, Utah – May 31

Rock Springs, Wyoming – May 31

Boise, Idaho – June 1

Walla Walla, Washington – June 2

Vancouver, Washington – June 3

The Dalles, Oregon – June 4

Carson City, Nevada – June 14

Sacramento, California – June 15

The National Park Service notified and sent newsletters to the following historical and trails organizations known to have a particular interest in this study:

Alliance for Historic Wyoming, Casper, Wyoming

National Pony Express Association, Pollock Pines, California

El Camino Real de los Tejas Trail Association, San Augustine, Texas

North Platte Valley Museum (now Legacy of the Plains Museum), Gering, Nebraska

El Camino Real de Tierra Adentro Trail Association, Las Cruces, New Mexico

Old Spanish Trail Association, San Augustine, Texas

Friends of Black Rock-High Rock, Gerlach, Nevada

Oregon-California Trail Association, Independence, Missouri

Great Platte River Road Monument, Kearney, Nebraska

Pony Express Trail Association, Laguna Hills, California

Iowa Mormon Trails Association, Corydon, Iowa

Santa Fe Trail Association, Lexington, Missouri

Lewis and Clark National Heritage Foundation, Great Falls, Montana

Trail of Tears Association, Oklahoma City, Oklahoma

LDS Church History Department, Salt Lake City, Utah

Trailside Center & Historical Society of New Santa Fe, Kansas City, Missouri

Mormon Oxen Organization, Fruit Heights, Utah

Utah Mormon Trail Association, West Valley City, Utah

National Frontier Trails Museum, Independence, Missouri

Wells Fargo Historical Services

National Oregon California Trail Center, Montpelier, Idaho

Results of the scoping effort are provided in a scoping report that can be found online at https://parkplanning.nps.gov/document.cfm?parkID=456&projectID=31277&documentID=45386.

Regarding the level of public support for designation of eligible routes, the scoping report states (p. 23):

> *One of the most popular topics that the public expressed related to their support for trail designation. The public showed almost universal support for trail designation at all scoping meetings. Virtually all written comments showed support for designation, except those from some companies and counties in Wyoming. The only cautionary words were expressed by these individuals and a question was raised at a meeting in Washington State regarding the worry that designation, would invite trespassing, depress property values, or restrict future uses.*

On September 22, 2017, the National Park Service published a press release announcing the termination of environmental assessment process. The notice was posted on the Planning, Environment, and Public Comment (PEPC) website at https://parkplanning.nps.gov/document.cfm?parkID=456&projectID=31277&documentID=83017.

SENATORS AND CONGRESSIONAL REPRESENTATIVES CONTACTED

At the beginning of the study process in 2011, the National Park Service contacted senators and representatives for the affected states to provide notification of the scoping meetings. These and others who were elected in subsequent years have been kept informed of the study's progress by occasional newsletters and updates. Individual contacted in 2011 were as listed below.

US Senators:

Sen. Tom Coburn, Oklahoma City, Oklahoma

Sen. James M. Inhofe, Oklahoma City, Oklahoma

Sen. Jerry Moran, Topeka, Kansas

Sen. Pat Roberts, Wichita, Kansas

Sen. Roy Blunt, Kansas City, Missouri

Sen. Claire McCaskill, Kansas City, Missouri

Sen. Mike Johanns, Lincoln, Nebraska

Sen. Ben Nelson, Lincoln, Nebraska

Sen. Chuck Grassley, Des Moines, Iowa

Sen. Tom Harkin, Des Moines, Iowa

Sen. Michael F. Bennet, Denver, Colorado

Sen. Mark Udall, Denver, Colorado

Sen. John Barrasso, Casper, Wyoming

Sen. Mike Enzi, Casper, Wyoming

Sen. Orrin Hatch, Salt Lake City, Utah

Sen. Mike Lee, Salt Lake City, Utah

Sen. Mike Crapo, Boise, Idaho

Sen. James E. Risch, Boise, Idaho

Sen. Jeff Merkley, Portland, Oregon

Sen. Ron Wyden, Portland, Oregon

Sen. Maria Cantwell, Vancouver, Washington

Sen. Patty Murray, Vancouver, Washington

Sen. John Ensign, Carson City, Nevada

Sen. Harry Reid, Carson City, Nevada

Sen. Barbra Boxer, Sacramento, California

Sen. Dianne Feinstein, San Francisco, California

US Representatives:

Rep. Mike Thompson, Napa, California

Rep. Wally Herger, Redding, California

Rep. Daniel E. Lungren, Gold River, California

Rep. Tom McClintock, Granite Bay, California

Rep. Doris Matsui, Sacramento, California

Rep. George Miller, Richmond, California

Rep. Barbara Lee, Oakland, California

Rep. John Garamendi, Walnut Creek, California

Rep. Jerry McNerney, Pleasanton, California

Rep. Dennis Cardoza, Merced, California

Rep. Jeff Denham, Modesto, California

Rep. Diana DeGette, Denver, Colorado

Rep. Jared Polis, Boulder, Colorado

Rep. Scott Tipton, Pueblo, Colorado

Rep. Cory Gardner, Ft. Collins, Colorado

Rep. Doug Lamborn, Colorado Springs, Colorado

Rep. Mike Coffman, Lone Tree, Colorado

Rep. Ed Perlmutter, Lakewood, Colorado

Rep. Dave Loebsack, Iowa City, Iowa

Rep. Leonard Boswell, Des Moines, Iowa

Rep. Tom Latham, Ames, Iowa

Rep. Steve King, Council Bluffs, Iowa

Rep. Mike Simpson, Boise, Idaho

Rep. Tim Huelskamp, Dodge City, Kansas

Rep. Lynn Jenkins, Topeka, Kansas

Rep. Kevin Yoder, Kansas City, Kansas

Rep. Mike Pompeo, Wichita, Kansas

Rep. Emanuel Cleaver, Independence, Missouri

Rep. Sam Graves, St. Joseph, Missouri

Rep. Blaine Luetkemeyer, Columbia, Missouri

Rep. Jeff Fortenberry, Lincoln, Nebraska

Rep. Lee Terry, Omaha, Nebraska

Rep. Adrian Smith, Scottsbluff, Nebraska

Rep. Dean Heller, Reno, Nevada

Rep. John Sullivan, Tulsa, Oklahoma

Rep. Dan Boren, Muskogee, Oklahoma

Rep. David Wu, Portland, Oregon

Rep. Greg Walden, La Grande, Oregon

Rep. Earl Blumenauer, Portland, Oregon

Rep. Peter DeFazio, Eugene, Oregon

Rep. Peter Schrader, Salem, Oregon

Rep. Rob Bishop, Salt Lake City, Utah

Rep. Jim Matheson, South Salt Lake, Utah

Rep. Jason Chaffetz, Provo, Utah

Rep. Jaime Herrera Beutler, Vancouver, Washington

Rep. Doc Hastings, Yakima, Washington

Rep. Cathy McMorris Rodgers, Walla Walla, Washington

Rep. Norm Dicks, Tacoma, Washington

Rep. Dave Reichert, Buckley, Washington

Rep. Adam Smith, Tacoma, Washington

Rep. Cynthia Lummis, Casper, Wyoming

APPENDIX E: LETTER FROM TONY KNOWLES, CHAIR OF THE NATIONAL PARK SYSTEM ADVISORY BOARD CONCURRING WITH SIGNIFICANCE STATEMENT

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

Linda J. Bilmes
Cambridge, Massachusetts

Leonore Blitz
New York, New York

Judy Burke
Grand Lake, Colorado

Milton Chen
Nicasio, California

Rita Colwell
College Park, Maryland

Belinda Faustinos
Azusa, California

Carolyn Finney
Berkeley, California

Gretchen Long
Wilson, Wyoming

Stephen Pitti
New Haven, Connecticut

Margaret Wheatley
Provo, Utah

June 2, 2016

CERTIFICATION OF ACTIONS BY THE NATIONAL PARK SYSTEM ADVISORY BOARD

■ **Recommendations Regarding Proposed National Historic Trail Significance**

The National Park System Advisory Board at its meeting in Anchorage, Alaska, on June 2-3, 2016, considered proposed additions to the national historic trails listed below.

- **Proposed additions to the Oregon, California, Mormon Pioneer and Pony Express National Historic Trails, CA, CO, ID, IA, KS, MO, NE, NV, OK, OR, UT, WA, and WY**

In accordance with section 5(b)(3) of the National Trails System Act, as amended, the Board reviewed the significance statements prepared in compliance with section 5302 of Public Law 111-11, Omnibus Public Land Management Act of 2009, and evaluated the recommendations of its National Historic Landmarks Committee on whether the proposed additions to the four existing national historic trails meet the criteria for national significance developed under the Historic Sites Act of 1935.

The Board recommended that the proposed additions to these trails meet the criteria for national significance.

Tony Knowles

Tony Knowles
Chair, National Park System Advisory Board

1849 C Street, NW | Room 2719 | Washington, DC 20240

APPENDIX F: STUDY TEAM AND LIST OF PREPARERS

National Trails Intermountain Region Office (NTIR)

Susan Boyle, historian and planner

John Cannella, GIS specialist and assistant superintendent

Brian Deaton, GIS specialist

Michael Elliott, archeologist and planner

Otis Halfmoon, tribal liaison

Lee Kreutzer, cultural resources specialist

Aaron Mahr, NTIR superintendent

Derek Nelson, GIS specialist

Frank Norris, historian

Sarah Rivera, GIS specialist

Brooke Safford, recreation planner

Kay Threlkeld (volunteer), GIS database manager and National Park Service interpreter (ret.)

Gretchen Ward, archeologist and planner

Contractors

EACOM

RED, Inc. Communications

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US DEPARTMENT OF THE INTERIOR