

Special Resource Study

ROUTE 66

Illinois, Missouri, Kansas, Oklahoma
Texas, New Mexico, Arizona, California

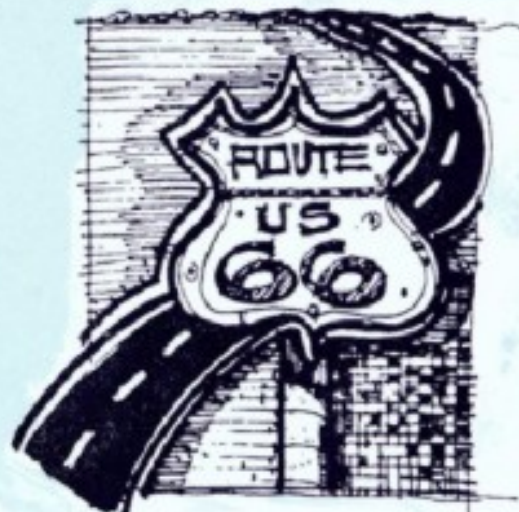
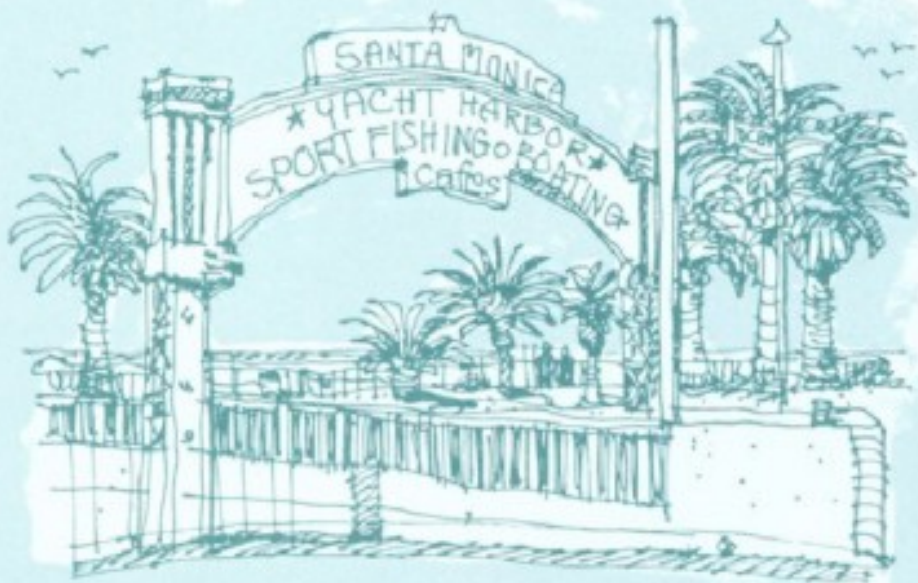


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Summary

Public Law 102-400, the Route 66 Study Act of 1990, directed the National Park Service to conduct a special resource study that would consider management and preservation options for Route 66. Congress knew that although the road was decommissioned in 1985, it still occupies a special place in the American consciousness. Route 66, through the popular culture of songs, films, books, and television, became the symbol of mobile, free, fast-moving America. From Model Ts to Corvettes, from Thunderbirds to family station wagons all seemed at home along the road. Even people who never traveled the road vicariously shared in the magic of Route 66 when they watched the television program or heard the lyrics of the theme song.

Route 66 also served much less glamorous but more important purposes. It played a part in the movement of emigrants from the Dust Bowl as well as a route for moving military convoys during World War II. It is remembered as the path to hope and as the road that gave America the means to move troops and materials quickly and efficiently. It helped to link the remote Southwest with the ideas, people, and industry of the East and Midwest. The road is 2,400 miles long, but all the various alignments taken together total about 5,000 miles of roadway. This study offers a variety of alternatives for the treatment of Route 66. These

alternatives include preservation, which would preserve key resources under a strong centralized management. The national historic trail concept would give the route national trail status, which would preserve significant resources and provide a partnership management scenario. The no further federal action alternative would allow for current conditions and programs to continue and would allow for actions not involving the federal government. Management would be unchanged and would include a mix of federal, state, local, and private entities. The commemorative redesignation alternative would sign the road consistently from Chicago to Los Angeles along all the various alignments. Federal involvement would be confined to the original manufacture and placement of signs; management otherwise would continue as it is today. The heritage highway alternative would provide for national recognition of the route and its history and would provide a resource preservation and technical assistance program, not federal management. There would be a 10-year limit on federal involvement. Each of the conceptual alternatives is explored in more depth in this document and the expected consequences of each are enumerated.

Statement of Significance

U.S. Highway 66, popularly known as "Route 66," is significant as the nation's first all-weather highway linking Chicago to Los Angeles. When contrasted with transcontinental corridors such as the Lincoln Highway and U.S. Highway 40, Route 66 does not stand out as America's oldest or longest road. Nevertheless, what sets this segment of national highway apart from its contemporaries is that it remains the shortest, year-round route between the Midwest and the Pacific Coast. U.S. Highway 66 reduced the distance between Chicago and Los Angeles by more than 200 miles, which made Route 66 popular among thousands of motorists who drove west in subsequent decades.

Like other highways of its day, Route 66 reflects the origin and evolution of road transportation in the United States. The often romanticized highway represents an outstanding example of the transition from dirt track to superhighway. Not only does Route 66 underscore the importance of the automobile as a technological achievement, but, perhaps equally important to the American psyche, it symbolized unprecedented freedom and mobility for every citizen who could afford to own and operate a car. Escalating numbers of motor vehicles and the rise of the trucking industry increased the need for improved highways. In response the federal government pledged to link small town U.S.A. with all of the metropolitan capitals.

The period of outstanding historical significance for Route 66 is 1933 to 1970. The national system of public highways brought geographic cohesion and economic prosperity to the disparate regions of the country. As a component of the federal network Route 66 linked the isolated and predominantly rural West to the densely populated urban Midwest and Northeast. Chicago had long served as a transshipment point for goods that were transported to the West. The creation of Route 66 ensured the continuation of this vital socioeconomic link. The appearance of U.S. Highway 66 came at a time of unparalleled social, economic, and political disruption and global conflict, and it enabled the most comprehensive movement of people in the history of the United States. One result was the irreversible transformation of the American far west from a rural frontier to a pacesetter, metropolitan region.

Perhaps more than any other American highway, Route 66 symbolized the new optimism that pervaded the nation's postwar economic recovery. For thousands of returning American servicemen and their families, Route 66 represented more than just another highway. "It became," according to one contemporary admirer, "an icon of free-spirited independence linking the United States across the Rocky Mountain divide to the Pacific Ocean." In recent years Route 66 imaginatively documented in prose, song, film, and television has come to represent the essence of the American highway culture to countless motorists who traversed its course during the more than fifty years of its lifetime.

Historical Background

INTRODUCTION

The history of this country has included a number of periods of human migration. Shortly after its emergence from the War of Independence, the new nation saw the steady outward drift of its people across the Appalachians into the Mississippi and Ohio Valleys. Navigable rivers and foot trails and military roads were the earliest transportation network. While some turnpikes leading to and from burgeoning centers of trade were surfaced with gravel or "pounded stone," most roads were improved only to the extent of removing stumps, boulders, and other major irregularities. Most backwoods trails remained impassable to wheeled vehicles, especially during the winter or subsequent spring thaws. For the most part, bridges were nonexistent; early travelers forded smaller streams and crossed larger ones by ferry.

At the beginning of the 19th century the first federal subsidies of roads and highways were granted. East of the Mississippi River, postal roads and public thoroughfares like the Cumberland Road benefited from limited government appropriations for construction and maintenance. Meanwhile, west of the Mississippi, land-hungry settlers traveled wagon roads forged earlier by U.S. Army Corps of Topographical Engineers. When Mexico ceded to the United States the vast western territories from Texas to the Pacific Ocean, the great trails Santa Fe, Oregon, California and Mormon made possible a mass westward movement of Americans in search of economic prosperity and free land. A century later, the rut-filled corridors of the western frontier yielded to the smooth-surfaced, all-weather highways of a highly urbanized, postwar America. U.S. Highway 66 was one of several roads that hastened the continuous flow of emigrants west during the most recent decades.

Americans assumed an identity as a people on the move, constantly in hope of job opportunities and new beginnings. The trend westward continued well into the present century. When the United States Bureau of Census published its findings in 1980, it revealed for the first time that neither the industrialized Northeast nor the agricultural Midwest were the nation's most populous regions. Census figures for 1980 indicated that most Americans resided either west of the Mississippi River or south of the Mason-Dixon Line. A decade later, the West, traditionally a region of uninterrupted vistas and sparsely populated states, became decidedly urban. The 1980 census showed that 78% of all westerners lived in metropolitan areas (defined as major cities with populations in excess of 50,000 inhabitants). While this demographic transition from snowbelt to sunbelt was in evidence as early as 1920, the decades from 1930 to 1980 clearly marked a high point in the migration of thousands of Americans.

Not since the great Oregon migrations and California gold rush of the 1840s had the nation witnessed such a dramatic shift in population from east to west. When contrasted with demographic figures for the 1940s and 1950s, however, the westward movement of the previous century pales in comparison. The most obvious consequence of this major population influx to the West Coast was the increase in metropolitan areas in the region, which clearly outpaced the remainder of the United States. The West by 1980 added 39,121,000 metropolitan residents, or 1.4 times its entire regional population in 1940. During the decades 1940 to 1980 the average size of western metropolitan areas increased more rapidly than those in either the East or the South. Moreover, while the western metropolis was substantially smaller than its eastern counterparts in 1940, it was effectively equal in size by 1980. Whereas the metropolitan West accounted for merely 9% of the nation's residents in 1940, it harbored 23% just four decades later. In fact, 14 of the 20 American metropolitan areas with the largest population increases since 1980 were west of the Mississippi River.

The urbanization of the 20th century West resulted in no small measure from America's love affair with the automobile and the longstanding belief of millions of enthusiastic motorists that the federal government should underwrite the cost of a comprehensive network of all-weather, cross-country highways. U.S. Highway 66 was one of only a handful of east-west corridors to appear early in the 20th century as a result of federal and state partnerships. Still, the genesis of one of America's most popular modern highways is rooted in the mid 1800s. Like the primitive trails that tenuously linked the vast open spaces of the west to the population centers of the East and Midwest, U.S. Highway 66 evolved from a government-sponsored wagon road program initiated just before the Civil War. In the 1900s America's infatuation with personal mobility brought forward the notion of an all-weather, surfaced highway connecting Chicago to Los Angeles. Proponents joined a populist-based national cause known as the "Good Roads Movement."

One response to the public outcry for an ocean-to-ocean highway was U.S. Highway 66. What sets Route 66 apart from the other roads that were absorbed into the body of national highways is (1) it was America's first continuously paved link between Los Angeles and Chicago, gateway to the industrialized Northeast, and (2) it (along with the segments of interstate highway that replaced it) remains the shortest all-weather route between these two cities. To the average motorist the importance of Route 66 was that it reduced cross-country travel between the Midwest and the Pacific Coast by at least two hundred miles.

Beginning at the corner of Jackson Boulevard and Michigan Avenue in Chicago, Route 66 wound 2,400 miles across America to Santa Monica, California. Its oiled surface etched a trail across the landscape by way of St. Louis, Tulsa, Oklahoma City, Amarillo, Albuquerque, Flagstaff, San Bernadino, and Pasadena. Its broad, sweeping arch connected Illinois with Missouri, then sliced through the agricultural Midwest, rolled across the Great Plains, and crossed the desert Southwest.

To many Americans, Route 66 represents more than just an official highway. According to cultural geographer Arthur Krim, it (Route 66) was the symbolic river of America moving west in the auto age of the twentieth century. For others, the well traveled public road was a commercial lifeline. From its inception in 1926, U.S. Highway 66 was designed to connect rural communities to their respective metropolitan capitals. In so doing, gas stations, motels, "Mom and Pop" restaurants, and grocery stores were built in the hope of servicing an increasingly mobile public. When bypasses and interstate freeways were introduced in the 1960s to increase speed and reduce travel time, the economic base stimulated by the appearance of Route 66 began to erode.

Route 66 is an excellent physical illustration of the method by which the nation's highways evolved. There was a strong government commitment to serve its citizens, who were becoming more dependent on highways for their livelihoods. Although it is only one of several notable highways in America, Route 66 is revered by hundreds of thousands of motorists as the model of the modern American highway and the emerging automobile culture it serviced.

PRE-1926

U.S. Highway 66 had its origin in the wake of the nation's first trans-Mississippi migration. In 1853 Congress commissioned Captain Amiel Weeks Whipple of the Army Topographical Corps to conduct a survey for a proposed transcontinental railroad. Congress opted against the railroad and instead subsidized a network of wagon roads intended to improve military and civilian communications throughout the western frontier. In 1857 Congress commissioned Lieutenant Edward Fitzgerald Beale to chart a wagon road following the 35th parallel from Fort Defiance (near the New Mexico/Arizona border) to the Colorado River. Beal's Road, as the route came to be identified, established a vital military transportation and communication link between Fort Smith near the Arkansas River and the westernmost reaches of the Southwest. In underwriting the \$200,000 expense to establish what Lt. Beale felt certain would become "the great emigrant road to California," the federal government provided the impetus for the creation of the transcontinental railroad.

Beal's Road was the frontier antecedent of Route 66. Interest in the route resurfaced under the National Old Trails Road Movement when motorists began to discuss the need for an ocean-to-ocean thoroughfare in the first decades of this century. Promoters hoped to capitalize on the national appeal of the Panama-Pacific Expositions, scheduled to open in San Diego and San Francisco in 1915, as justification for federal subsidies of a continuously paved transcontinental highway. The National Old Trails Road, as conceived in 1912, originated on the East Coast with branches to Baltimore and Washington, D.C., and terminated on the West Coast at San Diego. The road's promotional arm, the National Old Trails Road Association, supported two ideas during its lifetime (1) it promoted improvement of the proposed ocean-to-ocean corridor as it retraced the nation's historic trails, and (2) the association championed good roads in America by advocating direct federal involvement in road construction in lieu of federal aid to state agencies. This concept was eventually incorporated into federal highway policy in 1916 and continues today.

The first leg of the ocean-to-ocean highway proposed by the National Old Trails Association in 1912 originated in Washington, D.C., and traced the Cumberland Road, a well-established historic avenue, to St. Louis. From Missouri, the highway followed the Santa Fe Trail to Albuquerque and Santa Fe before taking a

more southerly course through Arizona to Flagstaff, gateway to the Grand Canyon. Flagstaff's pioneer lumberman Matthew J. Riordan detailed the final leg of the route, which most closely approximates the 1927 orientation of U.S. Highway 66. Christened the "Grand Canyon Route," the road was eventually constructed from Williams to Ashfork and Seligman in Yavapai County to Topock on the Colorado River, where automobiles could be loaded on railway flatcars and transported across an expansion bridge built by the Santa Fe Railroad to Needles, California. From this desert community, the road proceeded 164 miles across the Mojave to Barstow and the desert communities of Bakersfield and San Bernadino to San Diego.

The official origin of Route 66 was the Federal Aid Highway Act of 1921. A road assessment taken a decade earlier estimated the total mileage of rural roads in America at approximately 2.5 million miles, 10.5% of which were listed as surfaced. Of those 257,291 miles only 32,180 were paved with bituminous material, brick, or concrete. The Federal Aid Highway Act of 1921, successor to the earlier highway appropriations legislation of 1916, was designed to create a coherent highway network by requiring that federal aid be concentrated upon such projects as will expedite the completion of an adequate and connected system of highways, interstate in character. To that end, a minimum of 60% of federal funds would be spent on what was designated the primary or interstate network.

It can be argued that the miracle of the 20th century was not the automobile, but the construction of the vast network of highways that gave motorists someplace to go. In the case of Route 66, the two technological achievements were together from the outset. The Lincoln Highway, established to facilitate travel across the 3,000-mile stretch of mountains and prairies between New York and San Francisco, predated Route 66 by more than a decade. Nevertheless, from 1912 until the end of the First World War, cross-country travel along the Lincoln Highway was largely limited to the wealthy few who could afford an automobile and dared to challenge the uneven, ill-defined course of the road.

Route 66 was the result of America's infatuation with rapid mobility, mass transportation, and technological change. Historian Richard Davies wrote, the automobile constituted a personalized urban mass transit system, allowing the owner to travel whenever or wherever he desired." Moreover, it provided a personal means of escape from the congestion of metropolitan America. One significant effect of the increased use of the automobile, according to Davies, was to reduce cross-country travel from an adventure of the affluent and stout hearted to a relatively inexpensive and common occurrence.

The 1920s were the first boom years for the automobile. In 1910, two years before the authorization of the Lincoln Highway, there were 180,000 registered automobiles in the United States a ratio of about one for every 5,000 citizens. During the subsequent decade more than 17 million cars, trucks, and buses were added to America's motor fleet. (This figure increased 6.5 times to 112 million in 1970s. Not surprisingly, Americans demanded improved highways to meet the growing number of vehicles on America's roadways. It was the federal government's early response to these demands that first breathed life into Route 66.

Although entrepreneurs Cyrus Avery of Tulsa, Oklahoma, and John Woodruff of Springfield, Missouri, deserve most of the credit for promoting the idea of an interregional link between Chicago and Los Angeles, their lobbying efforts were not realized until their dreams merged with the national program of highway and road development. While legislation for public highways first appeared in 1916, with revisions in 1921, it was not until Congress enacted an even more comprehensive version of the act in 1925 that the government executed its plan for national highway construction. Officially, the numerical designation 66 was assigned to the Chicago-to-Los Angeles route in the summer of 1926. With that designation came its acknowledgement as one of the nation's principal east-west arteries. For the most part, U.S. 66 was just an assignment of a number to an already existing network of state-managed roads, most of which were in poor condition.

From the outset, public road planners intended U.S. 66 to connect the main streets of rural and urban communities along its course for the most practical of reasons: most small towns had no prior access to a major national thoroughfare. Before 1926, for example, Cyrus Avery's hometown of Tulsa, and most of what was once called "Indian Territory" before Oklahoma achieved statehood in 1907, claimed few improved roads. In those days it took six hours to drive the 103 miles of uneven dirt roads to Oklahoma City. The same was true of New Mexico and Arizona, which were both admitted to the union in 1912, scarcely fourteen years before construction of Route 66. Use of the new road in these remote desert states was

sporadic. In 1925 New Mexico's Office of the State Engineer reported an average daily use of only 207 cars between Albuquerque and Gallup. Although Arizona reported a slightly higher daily count of 338 cars, road conditions left much to be desired. The section between Ashfork and Seligman was described in the summer of 1925 as "Unimproved except in the way of removing boulders from the road that might menace a low-clearance car . . . it is a twenty-mile (per hour) road." Despite these obvious short-comings, the extension of U.S. Highway 66 into these desolate western territories helped facilitate their transition from territory to statehood by offering greater access to prospective residents and travelers.

FORMATIVE YEARS: 1926 - 1932

Route 66 was a highway spawned by the demands of a rapidly changing America. Contrasted with the Lincoln, the Dixie, and other highways of its day, Route 66 did not follow a traditionally linear course. Its diagonal course linked hundreds of predominantly rural communities in Illinois, Missouri, and Kansas to Chicago; thus enabling farmers to transport grain and produce for redistribution. The diagonal configuration of Route 66 was particularly significant to the trucking industry, which by 1930 had come to rival the railroad for preeminence in the American shipping industry. The abbreviated route between Chicago and the Pacific coast traversed essentially flat prairie lands and enjoyed a more temperate climate than northern highways, which made it especially appealing to truckers. The Illinois Motor Vehicles Division reported that between Chicago and St. Louis trucks increased from approximately 1,500 per day in 1931 to 7,500 per day a decade later, 25% of which were "large tractor-truck, semi-trailer outfits." It was the intent of highway designers to make Route 66 "modern" in every sense of the term. State engineers worked to reduce the number of curves, widen lanes, and ensure all-weather capability. Until 1933 the responsibility to improve existing highways fell almost exclusively to the individual states. The more assertive and financially prepared states met the challenge. Initial improvements cost state agencies an estimated \$22,000 per mile. In 1929 Illinois boasted approximately 7,500 miles of paved roads, including all of its portion of U.S. Highway 66. A Texaco road report published that same year noted the route fully concreted in Kansas, 66% paved in Missouri, and 25% improved in Oklahoma. In contrast, the 1,200-mile western stretch (with the exception of California's metropolitan areas) never saw a cement mixer. Until the height of the Great Depression, Texas, New Mexico, Arizona, and the desert communities of southeast California collectively totaled only 64.1 miles of surfaced highway along Route 66.

DEPRESSION AND THE WAR: 1933 - 1945

Washington's increased level of commitment began with the Great Depression and the national appeal for emergency federal relief measures. In his famous social commentary, *The Grapes of Wrath*, John Steinbeck proclaimed U.S. Highway 66 the "Mother Road." Steinbeck's classic 1939 novel, combined with the 1940 film recreation of the epic odyssey, served to immortalize Route 66 in the American consciousness. An estimated 210,000 people migrated to California to escape the despair of the Dust Bowl. Certainly in the minds of those who endured that particularly painful experience, and in the view of generations of children to whom they recounted their story, Route 66 symbolized the "road to opportunity."

Contemporary writers have reexamined the Great Depression years and found that thousands of disillusioned immigrants returned home within months after reaching the Golden State. Of the more than 200,000 refugees who journeyed west to California beginning in the early 1930s "less than 16,000 people from the Dust Bowl proper ended up in California." Despite popular perceptions promoted in Steinbeck's novel, James Gregory argues convincingly that barely 8% of the "dust bowlers" who set out for California remained there (Gregory 1989). In fact, California's total demographic growth between 1930 and 1940 reflected scarcely more than a 22% increase (compared to a 53% growth rate in the following decade).

While the importance of Route 66 to emigrating "Dust Bowlers" during the depression years has been widely publicized, less is known about the importance of the highway to those who opted to eke out their living within the devastated economies of Kansas, Oklahoma, West Texas, and New Mexico. During this time, U.S. Highway 66 and other major roads in America were integrally linked to President Roosevelt's revolutionary New Deal program for work relief and economic recovery. Road improvements and maintenance work was a central feature of the New Deal's Civilian Conservation Corps (CCC) and Works Project Administration (WPA) programs. From 1933 to 1938 thousands of unemployed male youths from virtually every state were put to work as laborers on road gangs. As a result of this monumental effort, the Chicago-to-Los Angeles highway was reported as "continuously paved" in 1938. In the final analysis, Route

66 affected more Americans on federal work relief than people who used it during the famous exodus to California.

Completion of the highway's all-weather capability on the eve of World War II was particularly significant to the nation's war effort. The experience of a young Army captain, Dwight D. Eisenhower, who found his command bogged down in spring mud near Ft. Riley, Kansas, while on a coast-to-coast maneuver, left an indelible impression. The War Department needed improved highways for rapid mobilization during wartime and to promote national defense during peacetime. At the outset of American involvement in World War II, the war Department singled out the West as ideal for military training bases in part because of its geographic isolation and especially because it offered consistently dry weather for air and field maneuvers. In keeping with this policy, over \$230 million was invested in new military bases in Arizona alone. Several military installations Ft. Leonard Wood in Missouri, Ft. Wingate Ordnance Depot in New Mexico, Navajo Ordnance Depot in Arizona, and Edwards Air Force Base in California were established on or near Route 66.

America's mobilization for war after Pearl Harbor underscored the necessity for a systematic network of roads and highways. The War Department's expropriation of the nation's railways left a transportation vacuum in the West that only the trucking industry could fill. Automobile manufacturers suffered critical shortages of steel, glass, and rubber during the war years, and plants in Detroit converted to the production of tanks, aircraft engines, ordnance, and troop transports. According to one government source, the number of new cars produced dropped from 3.7 million in 1941 to 610 in 1943, all of which were rationed.

At the same time trucks capable of hauling loads in excess of 30,000 pounds were produced in sufficient quantity to keep pace with wartime demands. Studies by the Public Roads Administration (PRA) during 1941 to 1943 showed that at least 50% of all defense-related material destined for America's war production plants was transported and delivered by truck rather than by rail. As the shortest corridor between the west coast and the industrial heartland beyond Chicago, it was not uncommon to see mile-long convoys moving troops and supplies from one military reservation to another along U.S. Highway 66.

Route 66 helped to facilitate the single greatest wartime manpower mobilization in the history of the nation. Between 1941 and 1945 the government invested approximately \$70 billion in capital projects throughout California, a large portion of which were in the Los Angeles-San Diego area. This enormous capital outlay served to underwrite entirely new industries that created thousands of civilian jobs. By 1942, however, available local labor in most areas of the Pacific Coast had been exhausted, which sent war contractors on a frantic search for skilled and unskilled workers from across the United States. Under the provisions of the West Coast Manpower Plan, initiated in September 1943, contractors prepared to offer jobs to 500,000 men and women to meet the production demands of global war. In February 1942 PRA Commissioner Thomas MacDonald announced that only a small fraction of the 10 million workers required to man the defense plants could possibly be accommodated by the existing rail and bus transit facilities. The rest would have to move in private automobiles.

They moved in unprecedented numbers. The net result of this mass migration was the loss of more than 1 million people from the metropolitan northeast between 1940 and 1943. Three Pacific Coast states California, Oregon, and Washington increased 38.9% in population (measured against a national average of 8.7%).

POSTWAR YEARS: 1945 - 1960

The social dislocation and uprooting of millions of Americans that began during the Great Depression and continued through World War II did not abate with the surrender of Germany and Japan. After the war Americans were more mobile than ever before. Thousands of soldiers, sailors, and airmen who received military training in California, Arizona, New Mexico, Oklahoma, and Texas abandoned the harsh winters of Chicago, New York City, and Boston for the "barbecue culture" of the Southwest and the West. Again, for many, Route 66 facilitated their relocation.

One such emigrant was Robert William Troup, Jr., of Harrisburg, Pennsylvania. Bobby Troup, former pianist with the Tommy Dorsey band and ex-Marine captain, penned a lyrical road map of the now famous cross-country road in which the words, "get your kicks on Route 66" became a catch phrase for countless

motorists who moved back and forth between Chicago and the Pacific Coast. One scholar likened the popular recording released in 1946 by Nat King Cole one week after Troup's arrival in Los Angeles to "a cartographic ballad." No doubt Bobby Troup's musical rendition provided a convenient mental road map for those who followed him west.

It was during the postwar decades that the population shift from "snowbelt" to "sunbelt" reached its zenith. Census figures for these years revealed population growth along Route 66 ranged from 40% in New Mexico to 74% in Arizona. Because of the great influx of people during the war years, California claimed over half of the total population of the West between 1950 and 1980. The Golden State attracted over 3 million new residents in the 1960s and an additional 2 million in the 1970s. Based on the census for 1980, "California displayed the most rapid and sizable population development in the industrialized world in the forty years following World War II." Los Angeles and San Diego rivaled New York and Philadelphia as America's most rapidly growing cities.

The demographic disruption that began in the 1930s stimulated opportunities for roadside commerce. Store owners, motel managers, and gas station attendants recognized early on that even the poorest travelers required food, automobile maintenance, and adequate lodging. Just as New Deal work relief programs provided employment with the construction and the maintenance of Route 66, the appearance of countless tourist courts, garages, and diners promised sustained economic growth after the road's completion. If military use of the highway during wartime ensured the early success of roadside businesses, the demands of the new tourism industry in the postwar decades gave rise to modern facilities that guaranteed long-term prosperity.

The evolution of these facilities is well represented in the roadside architecture along U.S. Highway 66. For example, most Americans who drove the route did not stay in hotels; they preferred the accommodations that emerged from automobile travel motels. Motels evolved from earlier features of the American roadside such as the auto camp and the tourist home. The auto camp developed as townspeople along Route 66 roped off spaces in which travelers could camp for the night. Camp supervisors some of whom were employed by the various states provided water, fuel wood, privies or flush toilets, showers, and laundry facilities free of charge. Camp Joy near Lebanon, Missouri, and Red Arrow Campground in Thoreau, New Mexico, are examples of auto camps that have survived to the present day. The successor to the auto camp was the tourist home, which provided many of the same amenities but with the added feature of indoor lodging in the event of inclement weather.

The natural outgrowth of the auto camp and tourist home was the cabin camp (sometimes called cottages) that offered minimal comfort at affordable prices. Many of these cottages are still in operation; among the better known examples is John's Modern Cabins in Arlington, Missouri. Eventually, auto camps and cabin camps gave way to motor courts in which all of the rooms were under a single roof. Motor courts offered additional amenities such as adjoining restaurants, souvenir shops and swimming pools. An estimated 30,000 motor courts/motels were in operation along the nation's many highways in 1948. Among the more famous still associated with Route 66 are the El Vado and Zia Motor Lodge in Albuquerque, New Mexico, and the Coral Court in St. Louis, Missouri.

In the early years of Route 66, service station prototypes were developed regionally through experimentation, and then were adopted universally across the country. Buildings were distinctive as gas stations, yet clearly associated with a particular petroleum company. Most evolved from the simplest filling station concept a house with one or two service pumps in front and then became more elaborate, with service bays and tire outlets. Among the most outstanding examples of the evolution of gas stations along Route 66 are Soulsby's Shell Station in Mount Olive, Illinois; Bob Audette's gas station complex in Barton, New Mexico; and the Tower Fina Station in Shamrock, Texas.

Route 66 and many points of interest along the way were familiar landmarks by the time a new generation of postwar motorists hit the road in the 1960s. Many drew upon memories from excursions with their parents. World War II transformed the American public from a predominantly agricultural-industrial laboring class to an urban-technological society with increasing leisure and recreational time. The American tourists'

fondness for automobile travel and their enjoyment of sightseeing made them ideal targets for the service industries that cropped up along U.S. Highway 66. There was a growing fascination with American Indian cultures, which became increasingly commercialized as public highways penetrated once inaccessible reservations. This, coupled with the scenic, geologic, prehistoric, and historic wonders protected by the national park system, lured countless sightseers. To the average motorist, a trip down Route 66 was an adventure through mainstream America accentuated by quaint Mom-and-Pop motels, all-night diners, garish Indian curio shops, and far-too-infrequent restroom facilities.

DEMISE OF INTEREST

Excessive truck use during World War II and the comeback of the automobile industry immediately following the war brought great pressure to bear on America's highways. Automobile production jumped from just over 65,000 cars in 1945 to 3.9 million in 1948. Meanwhile, the national highway system had deteriorated to an appalling condition. Virtually all roads were functionally obsolete because of narrow pavements and antiquated structural features that reduced carrying capacity.

Emergency road building measures developed during wartime left bridges and culverts woefully inadequate for postwar needs. During the 1940s most bridges in Illinois and Missouri used wood as a substitute for steel. Steel reinforcements were virtually nonexistent in concrete pavement, and sporadic maintenance left U.S. 66 and other highways riddled with potholes and gaping fissures.

The need for a modern system of national highways, while painfully obvious, was not a novel idea. In February 1941 Thomas MacDonald, director of the Public Roads Administration, told of the urgency for improved highways across the country in his report, "Highway For the National Defense." MacDonald estimated that 78,000 miles of roads and highways vital to the war effort needed improvements. The director estimated the cost for maintenance and repair to be \$458 million. In anticipation of postwar traffic needs, MacDonald proposed a transcontinental expressway not to exceed 40,000 miles, designed to connect all of the major metropolitan centers in the United States. The Interregional Highway Committee, President Roosevelt's advisory group on national defense highways, adopted the so-called MacDonald Plan with the recommendation that \$500 million be allocated over three years to implement the interstate highway system. National defense priorities during the war, however, tabled MacDonald's proposal until the surrender of Germany and Japan. The Federal Aid Highway Act of 1944 incorporated both civilian and military highway needs into a single piece of legislation. In essence, the act became the legal embodiment of the MacDonald Plan. The act preserved the idea of a 40,000-mile national system of interstate highways, but Congress failed to appropriate funds specifically designated for its construction. Not until the 1950s, and the War Department's prediction that the Korean Conflict was merely a prelude to a more widespread involvement in Asia, did the dream of an interstate system of expressways linking all regions of the United States become reality.

Ironically, the public lobby for rapid mobility and improved highways that gained Route 66 its enormous popularity in earlier decades also signaled its demise beginning in the mid-1950s. Mass federal sponsorship for an interstate system of divided highways markedly increased with Dwight D. Eisenhower's second term in the White House. General Eisenhower had returned from Germany very impressed by the strategic value of Hitler's Autobahn. "During World War II," he recalled later, "I saw the superlative system of German national highways crossing that country and offering the possibility, often lacking in the United States, to drive with speed and safety at the same time." Heightened global tension hastened by the Cold War affirmed Eisenhower's resolve to improve the defense capabilities of the nation's highways.

The congressional response to the president's commitment was the passage of the Federal Aid Highway Act of 1956, which provided a comprehensive financial umbrella to underwrite the cost of the national interstate and defense highway system. In accordance with the terms of the legislation, the major segment of U.S. 66 running west from Oklahoma City, the Texas Panhandle, New Mexico, northern Arizona, to Barstow, California, would be replaced by Interstate 40. By 1960 each of the states along original U.S. 66 expended from \$14 million to \$20 million to construct their portions of the interstate, which was designed to accommodate 1975 traffic projections. The 1960s were perhaps the period of the most comprehensive federal-state expenditures for the new interstate system.

By 1970 the remaining segments of original Route 66 were replaced by two, equally modern four-lane highways Interstate 55 between Chicago and St. Louis and Interstate 44, which absorbed the old diagonal section from St. Louis to Oklahoma City. On June 26, 1979, the American Association of State Highways and Transportation Officials (AASHTO) accepted the recommendation to eliminate the designation of Route 66. The committee noted that "U.S. 66 markings no longer served as a through-state guide to tourists, but in fact generated confusion because the route coincided with interstate designations over much of its length." Many of the states along the route pledged to preserve some symbol of the historic highway with signs reading "Old U.S. 66."

In many respects the physical remains of Route 66 mirror the evolution of highway development in the United States from a rudimentary hodge-podge of state and county roads to a federally subsidized complex of uniform, well-designed interstate expressways. Various alignments, many of which are still detectable, illustrate the evolution of road engineering from coexistence with the surrounding landscape to domination of it. One outstanding example of the highway in its early form is the 3.5 mile section near Miami, Oklahoma, estimated to have been constructed between 1919 and 1924. While many of the original segments of Route 66 have been either abandoned or modified for secondary use, modern improvements such as widened shoulders, adequate swales, gentler curves, resurfaced pavement, and brightly painted safety stripes cannot keep the highway from becoming obsolete.

Route 66 symbolized the renewed spirit of optimism that pervaded the country after economic catastrophe and global war. U.S. Highway 66 linked a remote and under-populated region with two vital 20th-century cities Chicago and Los Angeles. In doing so it etched an imprint on America that bridged a once inhospitable frontier beginning a transformation into an urban oasis. The automobile equipped with all of the modern conveniences of air-conditioning and stereophonic sound provided relative comfort to millions of Americans seeking greater social and economic mobility.

The outdated poorly maintained vestiges of U.S. Highway 66 succumbed to the interstate system in October 1984 when the final section of the original road was replaced by Interstate 40 at Williams Arizona. As the highway nears its 70th birthday in 1996, its contribution to the region as well as the nation must be evaluated in the broader context of American social and cultural history. The appearance of U.S. Highway 66 on the American scene coincided with unparalleled economic strife and global instability that hastened the most comprehensive westward movement in United States history. Like the early trails of the late 19th century, Route 66 helped to spirit a second and perhaps more permanent mass relocation of Americans. One indisputable result of its construction was the transformation of the far west from a rural frontier to a metropolitan region.

The Visitor Experience: Cruisin' Route 66

Route 66 is many things to many people. Each individual tends to experience the road differently. There is a spirit, a feeling, that resides along this highway. The spirit of Route 66 lives in the people and their stories, the views and structures, and travelers' perceptions of them along the route. To gain an understanding of Route 66 and the spirit of Route 66, there is no substitute for driving the highway.

When Route 66 was decommissioned and its signs were removed, the ability of drivers to easily find Route 66 was lost. To help people locate the road, several states have installed Historic Route 66 signs along portions of the road. These signs do not typically appear on interstate highway exits, do not usually give directions, and are often stolen for souvenirs. Finding Route 66 can be an adventure and a challenge requiring a good sense of direction, several maps and guidebooks, a navigator, and patience to decipher the highway's various alignments. Recently published guides to the highway and publications by state Route 66 associations are available.

The experience of Route 66 is formed by the travelers and the people, sights, sounds, and tastes they encounter. The surroundings are constantly changing, and there is a sense of mystery about what lies around the bend. Regional differences in rural landscapes and natural features figure prominently in the

experience, as do small towns and cities. However, the Route 66 experience lies less in the individual scenes than in their association with the road. The following is only one of many possible experiences and interpretations of the people, places, and vistas that can be found driving Route 66.

Starting at the interstate off-ramp, Route 66 transports drivers into the countryside, where they slow down and become aware of the road's texture and rhythm. The scenery comes into focus the shape of the land, the plants, the farms, the industry, the communities, the people, the life. The road follows the natural topography of the land, which makes the horizon appear closer and more intimate. Distance is measured by the number of towns, sights, and people encountered. The driver is both spectator and participant, ready for the road.

Driving through the woodlands of Illinois, Missouri, and Kansas is like driving through a continuous rural community, punctuated periodically by small towns. Travelers can almost always see houses and barns. Settlements, towns, and cities blend into one another across wooded and gently rolling hills and valleys. In rural areas there is a feeling of being surrounded by lush green foliage. Creek and river crossings are commonplace, and many noteworthy bridges are still in use. Along the road, in various states of repair and operation, are reminders of the route in its heyday the Coral Court, Chicken Basket, Dixie Truckers Home, Cozy Dog Drive Inn, Park In Theater, Abbylee Court, Tri-County Truck Stop, and Funk's Grove, to name a few.

Cultivated fields and pastures, occasionally separated by hedgerows, line many of the rural road sections for as far as the eye can see. The road, field, and sky meet at the horizon, bounded by an endless stream of telephone poles. There are few surprises here. Grain elevators loom in the distance, and roads are flat and straight. Everything seems to conform to the straight, the square, and the parallel.

Competition for motorists' attention along Route 66 brought billboards and flashing neon signs that displayed messages in huge, gaudy letters, often outshining the actual attraction. Images of folksy hillbillies, lumberjacks, rustic architecture, and down-home cooking were immortalized. Meramec Caverns, a genuine attraction, advertised throughout the region on rooftops and barns. Over time, the painted advertisements themselves became regional landmarks.

Route 66 can be hard to follow through Chicago and St. Louis. Surrounded now by development, office parks, and malls, these remnants, like the Del Rhea Chicken Basket and Ted Drewes' Frozen Custard, seem disconnected, yet continue to thrive. Others have gone the way of the Coral Court, now closed despite its being on the National Register of Historic Places.

Heading west through Oklahoma, Texas, and eastern New Mexico there is an obvious transition between Midwest and West, between land that is arable, lush, and green and land that is grazed and sparsely vegetated. Forests are left behind and trees grow only here and there. Oil pumps bow with hypnotic regularity, silently counting underground wealth. Cattle chutes and holding pens are next to the railroad tracks that serve them. Hazy, obstructed views give way to a sky so expansive it seems to level everything beneath it. Even the arc of Route 66 flattens out into a straight line.

Towns are often separated by miles of fields and fenced rangeland. Solid brick and stone storefronts face each other across the highway that is their main street. While a depressed economy has inadvertently saved many of the important structures along the road from demolition, some are now boarded up, giving main streets a deserted feeling. Oriented to the highway, they await better times.

Cowboys and Indians, steak and potatoes, oil and Cadillacs, and Will Rogers are all frequently seen on signs, place mats, and postcards promoting the region. Some roadside entrepreneurs have gone to such extremes that their advertisements are the primary appeal not their product or attraction. Billboards announced rattlesnake pits in the 1940s and 50s, but seeking their ruins today can be an adventure.

Today, such handmade wonders as the Blue Whale and Galloway's Totem Poles can be considered monuments to tourist attraction. They also represent automobile-scale folk art and reflect the ingenuity and

imagination of their makers. Local efforts have been made to maintain some of these, and despite being closed and/or fenced off, Route 66 buffs continue to pay their respects.

In Tulsa, Oklahoma City, and Amarillo, a few early art deco buildings stand amid glass and chrome skyscrapers. These cities held some of the last portions of Route 66 to be bypassed by the interstates, and some businesses maintain an association with the road even though the surrounding neighborhoods may not.

In western New Mexico and eastern Arizona, Route 66 dips, curves, and winds across arid rangeland, American Indian reservations, and national forests to the edge of the Mojave Desert. Much of the rural landscape has been grazed by cattle, sheep, and horses for centuries. Average annual rainfall is under 20 inches. Livestock grazing is the predominant land use. Barbed wire fences are everywhere. Windmills mark stock tanks where livestock and wildlife come to drink. These, along with railroad tracks and telephone poles, are often the only reminders of human habitation. This is a land where distant mesas and mountains can appear nearby in the clear, dry air. Locations for towns were determined by topography and availability of water and are usually separated by many miles.

Once beyond the large towns or cities, there are few signs, few fences and paved roads, and fewer delineations of private property. Some new tourist attractions such as the Route 66 Diner in Albuquerque and tribally owned bingo parlors and discount centers are beginning to appear. Most towns have a distinct downtown or business district, but interstate-era strip development has grown up around them.

The expansive views and unusual land formations coupled with the cultural diversity of the area give this region its reputation for mystery and magic. Businesses along Route 66 have exploited that allure and attempted to make it more appealing to the public. Trading posts, even those located on reservation land, cater to tourists. Cow skulls, silhouettes of howling coyotes, wooden Indians, tepees and rubber tomahawks, and cactus jelly have come to represent the southwest region to travelers. Rock shops sell Apache tears, petrified wood, and desert roses. Today, nostalgia for these regional souvenirs is a large part of the appeal of the roadside attractions.

Albuquerque, Santa Fe, Gallup, and Flagstaff are national centers for American Indian trade and exhibitions. Evidence of both American Indian and Spanish roots is everywhere, from the names and faces to the architecture and food. Route 66 is the main drag through them all, and many well-known traders, galleries, restaurants, and museums remain side-by-side with the railroads and reservations.

The Mojave Desert dominates the western Arizona and eastern California section of Route 66. To Dust Bowl and Depression-era travelers, this section of Route 66 must have seemed a cruel joke, a final test of their determination to reach California. Cars no longer have to be towed or driven backwards up Sitgreaves Pass between Seligman and Kingman, but this legendary piece of highway that twists and turns across rangeland and desert, past ruined mines and tourist camps, is still daunting. Likewise, driving the 150 or so miles of Mojave Desert from Needles to Barstow gives a real sense of its size and of the fear that crossing it inspired. Services are scanty. Though the road can seem endless with little respite from extremes of heat and cold, its function as a connector and an economic lifeline continues. For most of this stretch, the road is a well preserved two-lane, and the impact of the interstates can be forgotten. The silent desert feels eternal and the views of canyons, buttes, and snow-capped mountains are unspoiled.

From Seligman to Barstow, settlements and towns often shimmer in heat waves radiating from hot pavement. Route 66 frequently follows the railroad that was this area's first lifeline. Seligman has always been proud of Route 66 and is a headquarters for road buffs.

Much of Route 66 in downtown Kingman is part of a commercial historic district. In Oatman attractions as dissimilar as tame burros and the honeymoon hotel room of Clark Gable and Carole Lombard lure tourists to stop and walk the streets of this picturesque western ghost town. Between Needles and Barstow stone graffiti is scrawled between the highway and the railroad. Rusted shells of automobiles, shacks, and abandoned gas stations are scattered along the road. A here today, gone tomorrow feeling lingers in the dry air. Once over Cajon Pass, Route 66 winds through the arid mountain landscape next to barricaded and

overgrown sections of an older alignment. Along the way to San Bernardino, a few dilapidated tourist cabins, garages and cafes are slowly turning to dust.

The advertising images popular in this region include bleached bones, vultures, rattlesnakes, cactus, palm trees, burros and gold prospectors. Promotional strategies swing from the understated to the miraculous. The role of the desert as a place to test religious faith also appears. Biblical quotes and beliefs in eternity, peace, and love are expressed on hand-lettered signs and menus, in roadside graffiti, and on murals.

The last leg of Route 66 to the Pacific coast has undergone the most change. Once famous for its wide boulevards and manicured landscapes, Los Angeles has now become a megalopolis laced with freeways and parking lots. Drive-ins, shopping malls, and housing developments have largely replaced the vineyards and orange groves that once separated these communities. Still, an occasional 1940s or 50s drive-in theater, motor court, or service station provides a brief look into the past.

One important element of Route 66 is the people who live and work along the highway. These people have faced the challenges of everyday life along the road and have enriched the experiences of travelers who stopped for gas, food, or lodging. They offer Route 66 memorabilia, the latest version of a green chili burger, or a room for the night. In addition, they may tell stories of the last Route 66 association cruise that came through or when the next one is due: they may tell what Route 66 has meant to their town or area; they may talk about Mickey Mantle, Will Rogers, Garth Brooks, or some other well-known person who came from a town along Route 66; they may recommend sights or attractions; they will probably remark on how things used to be and how they are now: and they may joke about getting your kicks on Route 66.

Much of the current formal interpretation of Route 66 heritage focuses on the automobile touring experience of the 1950s and 1960s. Local and regional history organizations have produced exhibits in their museums that display road-related artifacts and depict this era. Various Route 66 organizations sponsor automobile caravan tours or "cruises." Tour companies have offered organized bus tours of Route 66, and bicycle tours are becoming popular.

The highway can tell many more stories than those of the 1950s and 1960s. Route 66 has an infinite number of insights into the history, people, and places along its course. The stories of this road range from the science and technology of road building to personal remembrances of individuals who have traveled the highway. Properly preserved, presented, and integrated, Route 66 and its resources could bring these stories to life.

The highway continues to evolve and impact the people and places it touches, so some stories have yet to happen. A representative sample of Route 66 stories would include:

- ? the evolution of the national highway system and Route 66
- ? the automobile industry and its changing technology
- ? American mobility and transportation changes, rail to highway evolution
- ? the technology of highway construction
- ? the geography of the midwestern and western United States
- ? the cultures of the region (American Indian, Hispanic, rural, urban, etc.)
- ? the romance and mystique of the road
- ? tourism and the growth of the service industries
- ? the economic impact of Route 66
- ? the role of Route 66 during the Great Depression
- ? the role of Route 66 in the Dust Bowl
- ? Route 66 as depicted in music, film, literature, and television
- ? the built environment of the highway architecture, bridges, signs, etc.
- ? the people and communities
- ? federal programs (employment transportation funding)
- ? ecosystem diversity
- ? the evolution of the trucking industry
- ? the highway's role during World War II

- ? the postwar travel industry boom
- ? population migration between regions of the United States

Preservation Issues

Any attempt to preserve Route 66 would be complex because of the length of the road and its many landscapes. The major character-defining features of the cultural landscapes are the road itself, bridges, local architecture, size and nature of the communities linked, adjacent land use, regional vegetation, topography, and soils.

Route 66 is not a single entity; it changes dramatically as it crosses from rural to urban areas and back again, traversing a variety of geological formations and biogeographical zones. Many segments have been dramatically modified. Some areas have been affected more than others, and the route's historical continuity has been destroyed.

Preservationists face another major challenge to preserve a "living" highway as a historical route while allowing for normal change. As a local or regional road Route 66 is constantly evolving, and it would be unrealistic to try to impede its evolution. But, if changes are allowed without restriction, the charm and appeal of the road will soon be lost. Change could be guided by formulating and enforcing local, state, or regional criteria for preservation and development along the route. Transportation related safety needs cannot be ignored, but it is essential that the fragile and sensitive nature of the resource and its setting are considered. Road preservation techniques compatible with the character and integrity of the old roads must be adopted.

Decisions must also be made about other aspects of preservation, rehabilitation, and restoration. For example, one of the most appealing activities is driving old Route 66 alignments. When segments are heavily used, they require maintenance that often results in the loss of the character that made them attractive. Certain communities have identified abandoned segments as bikepaths or trails, but this approach can accelerate road deterioration, is not feasible on much of the road, and conflicts with the very essence of the highway - it was built to be driven.

When alignments are bypassed or when segments are not used at all, the road still deteriorates. For example, in eastern New Mexico (near Tucumcari and Santa Rosa) the old segments of Route 66 have become virtual dirt tracks; near Lexington, Illinois, a portion of the original concrete closed to traffic is now so badly cracked that it has to be mowed every summer to prevent further deterioration.

Buildings along the route include a broad palette of architectural styles and designs, particularly in commercial properties and associated cultural landscapes. Many do not meet current standards of national or regional significance, yet they are important because they reflect the customs, beliefs, needs, and values of both the travelers and the people along the highway.

Some resources essential to understanding the evolution of Route 66 should be nominated for listing on the National Register of Historic Places. Structures that do not meet the current standards of national or regional significance but contribute to the overall integrity of a resource or area might be nominated as part of historic districts or cultural landscapes. The criteria for inclusion should be broad enough to encompass the wide variety of structures along the route, such as flashing neon signs, roadside stands in the shape of huge oranges, reconstructed forts depicting the wild west, motel rooms constructed like tepees, fiberglass dinosaurs, jackalopes, and rattlesnake pits. Modern establishments built to replicate this character are also important to a living highway. Buildings in various states of disrepair (some boarded up and others in ruin) also help to define the landscape.

The primary issue is the need to define the most important areas or landscapes that are essential to preserving the character of the road in light of the extensive horizon-to-horizon viewsheds that exist and the

need to find preservation strategies or treatments that are responsive to the evolving nature of the highway and the people who live along it.

Groups Active Along Route 66

Supporters in all the states along Route 66 have established local and regional organizations to promote the road, preserve its most notable landmarks, and lobby on its behalf. These groups thrive today. Growing memberships and expanded projects reflect increased interest in the road and its future. Local, state, and federal agencies have also become involved in a series of projects that highlight the importance of the highway.

The various state Route 66 organizations publish newsletters and organize annual antique auto shows or driving activities. Practically all of the work is done by volunteers who contribute substantial numbers of hours to support the highway. Sometimes they cooperate to restore and preserve buildings along the road, such as the Coleman Theater in Miami, Oklahoma, the Texaco gas station in Chandler, Oklahoma, or the Phillips gas station in McLean, Texas. Quite often they rally to preserve a landmark, such as the Willow Creek bridge near Riverton, Kansas, or the Coral Court Motel in St. Louis, Missouri. Their struggles (the Willow Creek bridge was lost and the future of the Coral Court is uncertain) have not deterred them. In some cases they share in the operation of museums where the story of the road can be told. Among the most successful is the Devil's Rope Museum in McLean, Texas. Other interesting Route 66 exhibits are in Chandler, Oklahoma, Rancho Cucamonga, California, Needles, California, and McClean, Illinois.

There is often a close tie between those who are interested in the highway for its own sake and those who see it as a means of promoting businesses and the economic development of their community. The majority of the members, however, share a deep love for the road and contribute substantial amounts of time, money, and effort to keep it alive.

In most instances the various Route 66 associations work closely with state and local agencies to achieve their objectives. In Illinois the state organization publishes and distributes free pamphlets guiding motorists along the old alignments. It has also cooperated with the Illinois Department of Transportation and the State Historic Preservation Office in planning and designing the current survey of the road, which will include a pavement evaluation and an inventory of all structures eligible for the National Register of Historic Places.

The Missouri state association has been instrumental in undertaking a statewide survey of roadside commercial architecture. Professional and volunteer members have completed historic inventory survey forms for more than half of all relevant structures along the road except for bridges and the roadway. The organization has published an annotated map of Route 66 in Missouri with detailed information on the various alignments. It was also the first group to put up directional signs throughout the state to enable motorists to follow the old road alignments.

Although Kansas has less than twenty miles of the highway, the members of the state association have demonstrated a profound appreciation for the remaining historic resources. They mounted a campaign to save the Willow Creek bridge, and although they failed to convince county officials to preserve the old concrete arch, they raised awareness among other groups who now act together. The members have photographed all those structures they consider significant. The state association was also responsible for putting up directional signs.

Some of the strongest supporters of the road live in Oklahoma. This state has been able to take advantage of the Federal Highway Administration's Intermodal Surface Transportation Efficiency Act program to complete a survey of the commercial architecture along the highway and establish a Route 66 museum at Clinton. Numerous regional branches of the state association sponsor a variety of programs that aim to keep the road on the public mind. The Oklahoma Department of Transportation has compiled extensive documentation on the various road alignments and has collaborated in publishing one of the most detailed

state guides. The Oklahoma association directional signs are placed sporadically but are very helpful, particularly in the large cities.

In Texas only the panhandle is traversed by Route 66, but support for the highway among the various local groups is strong, and they work hard for its preservation. The Amarillo group has nominated the San Jacinto heights area along 6th Street to the national register. At McLean they have restored the Phillips 66 gas station and created one of the best Route 66 exhibits in the Devil's Rope Museum.

In New Mexico the state association has cooperated with the Department of Tourism and the State Historic Preservation Office to fund and publish the first systematic inventory of all commercial properties along Route 66. A model of its kind, this is an important first step in identifying the resources that define the road. The local association has collaborated with the city of Albuquerque to publish an excellent map of all the Route 66 resources still standing today.

Support for Route 66 is strong throughout Arizona. The people have worked hard to maintain the visibility of the highway and have succeeded in having it designated as a state scenic highway. The state historic preservation office has sponsored an inventory of Route 66 properties but it is not complete. They have also supported a study of transportation along the highway.

Two organizations in California work for the future of Route 66. One of them has published the only state guide to the highway. The same group sponsored a shield relay that traveled from Chicago to Los Angeles. They started at the shore of Lake Michigan and were met by representatives from all the local Route 66 associations as they traveled the entire length of the highway. This was an important event and brought together many of the highway's supporters. Another organization operates a museum and is trying to bring together those who favor the preservation of resources and those who are more interested in the economic benefits Route 66 could generate.

Federal agencies are responding to the steady interest in the road. In Arizona the Kaibab National Forest conducted an inventory of all the remnants of the highway within its boundaries and nominated seven of them to the national register. The Bureau of Land Management has designated and signed a portion of the road in western Arizona as a National Back Country Byway.

The National Trust for Historic Preservation is currently conducting a study of the resources along the road and trying to craft a program that would meet the needs of the various highway communities.

Main Street is another national trust program that has been adopted in selected Route 66 towns, such as Sapulpa, Oklahoma. Although the program has been successful, it requires a substantial commitment of funds that is beyond the means of most small communities along the highway.

Departments of tourism, chambers of commerce, and county and city officials all realize that renewed interest in the road has implications for the economic well-being of their region. The popularity of Route 66 has extended beyond the United States. Foreign visitors have shown an increased interest in traveling the road. Europeans, particularly Germans, are among the most frequent travelers.

Alternatives

INTRODUCTION

Route 66 covers a geographical and temporal continuum stretching halfway across the country and from 1926 to the present. Since much of the road is still in use, the time continuum endures.

One component of Route 66 is physical. It consists of historic and nonhistoric sections of road infrastructure as well as historic and nonhistoric views of structures, businesses, and natural landmarks. The physical element is substantial. Route 66 manifests the two-lane American experience. The route also serves as an example of highway evolution and construction in the United States from just after the turn of the century to

the present development of multilane super highways. Other highways also exhibit this evolution, particularly the Lincoln Highway, which ran coast to coast and is now primarily U.S. Highway 30; and the National Road, which ran from Maryland to Illinois, and is now mostly represented by U.S. Highway 40 and Interstate 70.

There is also an abstract element. This is the perception of Route 66 and its history, which underlie the spirit of Route 66. In many ways, it is this component that has distinguished the road from other American two-lane highways. From the beginning Route 66 was promoted in the popular media as a kind of conceptual national main street. This has continued through the present and is responsible to some degree for raising the highway in the consciousness of America.

Route 66's time in American history and its strategic location support the media view of the highway. The route served as a critical transportation corridor during the migrations of the early 20th century, and during later war mobilizations.

Under NPS Management Policies, a natural, cultural, or recreational resource is considered nationally significant if it meets all the following criteria;

- ? It is an outstanding example of a particular type of resource.
- ? It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage.
- ? It offers superlative opportunities for recreation, public use, and enjoyment or for scientific study.
- ? It retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource.

Route 66 meets all of the criteria. It is an outstanding example of a 20th century highway. It possesses exceptional value in illustrating the evolution of road and bridge construction, gas station and motel architecture, and the automobile travel industry. It offers superlative opportunities for those interested in a traditional driving experience before the advent of the interstate system.

Route 66 is known internationally for its variety of automobile-related recreational opportunities, the enjoyment of which includes an appreciation for the variety of landscapes, architectural styles, and cultures found along the road. The number and complexity of resources associated with Route 66 could provide the basis for various social studies, such as the development of the American transportation system, road construction, and how the evolution in architectural forms reflect social changes.

Many segments of Route 66 retain a high degree of integrity. Although some have deteriorated, they still provide travelers with the opportunity to experience what it was like to travel in the United States before interstate highways.

The route is as much a conceptual and emotional idea to many Americans as a physical reality. Most Americans have not driven Route 66 from end to end, yet that possibility existed. Perhaps one had only to stand on the pavement to imagine the route stretching all the way from Chicago to Los Angeles. The route made it conceivable to travel to places far away. Whether a resident along the route had visions of long journeys or not, the route did serve as the first reliable and fast connector between isolated rural settings and urban centers. It was the path to commerce and adventure.

The concept that Route 66 provided the freedom to travel swiftly to adventure and possible success at the end of the journey was no accident. It was promoted by the media and booster groups from the highway's inception, entering the American consciousness more fully through popular entertainment. These promotional ideas, many of which are still being perpetuated, have distinguished Route 66 from other major two-lane highways. It is this attention, coupled with Route 66's historic background, that has engendered a Route 66 mystique and given the highway a significance that is national in scope.

Like many other two-lane highways, Route 66 has not been discarded and forgotten so much as merely relabeled. It has evolved into something else. This continuing evolution is one of the hallmarks of the highway's existence.

The main experience associated with the route is one of linear movement and travel. With the route disjointed, this experience is compromised. Still, long sections do exist, and shorter segments can still be found. The integrity of the traveling experience can be discovered intact on many of those parts.

Beyond its historic significance Route 66 has taken on special significance in the hearts and minds of many people who have ties to the road and its history. Resources exist that reflect the various eras important to the historic continuum of Route 66.

The route's dynamic nature over time is one of its important qualities. The traveler of Route 66 is currently exposed to the flow of time along the route. This flow is apparent, for example, in the abandoned businesses sharing the road with similarly aged, viable, and modern businesses.

Five conceptual alternatives for the future of Route 66 are presented. Each alternative must be evaluated carefully and critically. Congress may select components of different alternatives, develop other proposals, or take no action.

Alternatives 1 and 5 might lend themselves to future legislation as national heritage areas.

Alternative 1: The Resources Preserved

CONCEPT AND PHILOSOPHY

This alternative would allow for a traditional NPS approach to the preservation and management of Route 66. Property would be purchased by a congressionally authorized commission, and a large number of sites, facilities, and personnel would be needed. Partnerships with property owners would be stressed.

This alternative would concentrate on saving the most representative features associated with Route 66. This alternative would tell the Route 66 Story, while providing a national recognition of the route as a whole, and would center on saving and interpreting those resources necessary to illustrate the highway's history.

Consistency between sites and the emphasis on preservation of key resources would be the primary focus of this approach. Preservation based on national register criteria would concentrate on resources from 1933 to 1970. Although the entire Route 66 Story, would be emphasized along with the local and regional stories of each site, no effort would be made by the federal government to mark the entire length of the route. Only key areas would be highlighted. Discovery of other opportunities existing along the highway would be entirely self-directed and the preservation of Route 66 resources that have only local or regional significance would be left to local agencies and groups.

Route 66 as a continuous and evolving highway would not be emphasized by the federal government. Instead, the focus would be on preserving fundamental sites and elements of the historical Route 66 story. Under this concept, strict criteria would be developed to guide visitor experience, preservation, and interpretation of resources at the managed sites. Only those resources that meet specific criteria would be preserved and interpreted by the commission.

MANAGEMENT

This alternative would require strong, centralized management. A federal Route 66 commission would be authorized by Congress and appointed by the secretary of the interior. Tools designed to regulate land use such as fee, or less-than-fee (i.e. scenic easements), land acquisition, and eminent domain authority would be available to the commission. The commission would purchase and assume long-term management of selected sites and maintain a professional staff to implement its management, technical assistance, preservation, and interpretation goals.

The commission would function primarily as the central management body but would use partnerships with federal, state, and local agencies (as well as private organizations and individuals) to maintain, preserve, and interpret Route 66 whenever possible. Such partnerships would be crucial to the success of this

alternative because many of the Route 66 resources are commercial enterprises that function today much as they have historically. Although the commission would have land acquisition and eminent domain authority, these options would be used only when there was no possibility of presenting and interpreting resources through a partnership.

In addition to land and staff, expertise and funding to achieve the goals of the commission could also be accomplished through contributions from partnerships. The commission would have federal funding available for grants or loans to individuals, organizations, businesses, and institutions to accomplish its goals.

RESOURCE TREATMENT

A strong emphasis would be placed on preserving the most representative resources associated with Route 66. The commission would establish strict criteria for preservation based on National Register of Historic Places standards. The Route 66 significance statement would also serve as an underlying guide for criteria development. However, these criteria would acknowledge that in some cases the nature of Route 66 would require deviation from the national register's 50-year exclusion rules.

Preservation and resource protection would always have priority over use. Because many of the key resources probably would be highway segments, the commission would have to work closely with state and local organizations to ensure that use was not deleterious. Two levels of protection would be developed. Some sections would be fully protected, while some would see continued, though limited, use. Limits would be initiated on a case-by-case basis and might be established through fee, simple purchase, easements, and agreements.

A sign program would be established in areas designated by the commission. Although there would be no attempt to install signs along the entire roadway, technical assistance from the commission would be available to local organizations wishing to install signs.

No reconstruction of missing segments of the road or other resources is expected.

VISITOR EXPERIENCE AND INTERPRETATION

Only certain resources and experiences would be highlighted, with emphasis on 1933 to 1970. Interpretation would center on overall Route 66 themes, but these would be demonstrated at only a few sites. Existing facilities, such as state welcome centers, would deliver interpretive messages and visitor orientation. More in-depth interpretive media would be used at the select, commission managed sites. These facilities would employ professional level interpretive techniques, including formal and multimedia programs, modern exhibits, signs, maps, and guidebooks. The commission would ensure consistency between interpretive sites. Different portions of the Route 66 story would be emphasized at the various centers and interpretive sites. Visitors would need to visit several to gain an appreciation for the entire story and the significance of Route 66.

There would be particular emphasis on the comprehensive history of the road and understanding Route 66's place in the development of transportation in the United States. Because Route 66 has continued to evolve, it would be impossible for visitors to receive an accurate, historic driving experience. No attempt to recreate such an experience would be made.

IMPLICATIONS

This alternative would require a substantial initial federal investment to purchase property and to develop a large number of facilities. An ongoing commitment of funds would be needed to maintain the commission staff and support commission-sponsored grants, loans, and technical assistance.

The in-depth focus on select sites has several implications. Although the route is still fairly cohesive, it is often hard to find. The lack of consistent signs along the entire route coupled with the preservation of only select, representative elements of the Route 66 story would encourage segmentation. It would be difficult for many visitors to find their way without assistance.

The focus on a few representative features would ensure that those elements were saved. Preservation of the remainder of the route would be dependent on the efforts of others. Technical assistance from the commission would be available, no consistent approach to preservation and interpretation would exist. There would continue to be an evolution of uses along the highway, and some elements of the story would be lost.

The increased use of selected sections of the route as a result of focused visitation near commission-managed sites and segments would probably create a need for safety and structural improvements along those sections. Such improvements could severely degrade or destroy the resource. Cooperation between the commission and state agencies would be necessary to mitigate impacts.

IMPLEMENTATION STRATEGIES

Federal legislation would be required to establish the commission and its level of funding. The commission would prepare a comprehensive management plan for its activities along Route 66. Cooperative agreements would be established with the public and private partners identified in the plan.

Alternative 2: National Historic Trail

CONCEPT AND PHILOSOPHY

This alternative would provide for national recognition of Route 66 as a national historic trail unit of the national trails system. The purpose of a national historic trail is to preserve significant resources, interpret the route's history, and provide opportunities to retrace the route and promote outdoor recreation. A national historic trail (NHT) is dependent on a partnership between the federal government to administer the program and grassroots organizations, agencies, and individuals, including private landowners, for the day-to-day management.

A number of specific requirements must be met before this alternative can be fully addressed (see appendix B). Federal legislation and appropriations are needed to authorize a national historic trail. However, before legislation can be enacted, a recommendation must pass the National Park System Advisory Board.

Although this study is not intended as a NHT feasibility study, it meets most of the legislated requirements and could serve as one.

Route 66 as a national historic trail would provide focus on important resources along the route and emphasize the links between them. Managing Route 66 as a national historic trail would require defining the historic period of the highway. Resources not considered as part of the historic period would not be included as potentially certifiable sites or segments. The Route 66 national historic trail would extend along the entire route from Chicago to Los Angeles.

This alternative would provide a comprehensive vision for the grassroots presentation and interpretation of Route 66 while maintaining federal standards. As in the first alternative, the emphasis would be centered more on resource preservation and interpretation than visitor experience and the spirit of Route 66.

MANAGEMENT

A national historic trail requires grassroots support of a common, overall vision for trail management that would be developed in a comprehensive management and use plan.

Cooperative agreements between other federal, state, and local agencies, grassroots organizations, private landowners, and the administering federal agency would be the primary mechanisms used for protecting resources and providing for appropriate public use. Federal land acquisition authority on national historic trails would be dependent on Congress and would have to be addressed in enabling legislation. Normally, national historic trail land acquisition is limited to willing sellers and willing buyers and is used only as

a last resort to protect important resources. Preferably, in keeping with the spirit of the National Trails System Act, grassroots managers would obtain interests in resources through agreements or acquisition of rights.

The National Trails System Act would require the full involvement of the federal agency in marking, preservation, and interpretive efforts.

The federal agency in charge of administering a Route 66 national historic trail would develop a comprehensive management and use plan designed to guide concerted actions along the whole trail. This plan would be developed to standards adopted by that agency and through a process involving extensive public involvement and input.

The federal agency would attempt to establish partnerships with state and local agencies, groups, and individuals who would have the option of seeking official NHT certification for qualifying sites and road segments. Certification would be based on mutual good faith agreement that would voluntarily commit the parties to preserving the resources and providing for public use. The agreement would be renewable and could be terminated by either party at any time. Certification would also entail making sites and segments with an official NHT logo. The creation of a single nonfederal coordinating organization to facilitate the federal/nonfederal partnerships would be desirable. While no federal funds would be expended in the day-to-day operation or maintenance of participating sites, other incentives would be provided. Limited federal financial assistance would be available to certified trail sites on a cost-share basis for appropriate preservation or development projects. Technical assistance from the administering federal agency would be available to the participating sites. The National Park Service or administering agency would help develop specific management, interpretation, or preservation plans for those areas.

Although it is possible to speculate on the types of resources that could be certified, it is not currently possible to identify and quantify specific participating sites and the groups or individuals responsible for managing them.

RESOURCE TREATMENT

Only federally owned sites and segments and certified sites would be included in national historic trail-administered protection programs. As a historic trail, the entire route would be uniformly marked and signed.

The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1983) would be used for resource protection, and the entire road and associated resources would be evaluated for the National Register of Historic Places. Only those sites with important ties to the major themes of the highway would be included in the certification program. Sites not meeting historic standards would not be certified. There would be no reconstruction of historic resources.

In order to maintain certified status, site owners would voluntarily agree not to modify their property without consultation and concurrence by the federal administering agency and the state historic preservation officer. Owners would retain all legal rights on their property. Certified sites would also be subject to compliance with the National Environmental Policy Act, the National Historic Preservation Act, and other resource compliance laws.

VISITOR EXPERIENCE AND INTERPRETATION

This alternative would provide an auto tour route between Chicago and Los Angeles. The NHT sign program would make finding the route much easier for travelers than it is at present. While only one principal alignment would be marked, other segments and associated resources would be accessible for the more adventurous visitors.

Designated interpretive themes would be explored in structured programs at participating sites. These themes would be coordinated over the whole route, and would be used in thematically consistent and widely available professional interpretive media. Brochures, maps, videos, guide books, and cassettes would be produced for distribution at the participating sites.

IMPLICATIONS

A number of implications stem from the establishment of a national historic trail. Grassroots initiatives and continued interest and support are crucial. Problems could arise because federal incentives and support would go to historic businesses but not to newer enterprises. Additionally, programs and resources managed by groups not related to the trail may exist side-by-side with certified NHT sites. This could confuse visitors.

Federal legislation is needed to authorize a national historic trail. Before legislation can be enacted, a recommendation for a trail must pass the National Park Service System Advisory Board.

There are also a number of implications specific to Route 66 as a national historic trail. A prime consideration is the traditional focus of such trail. Currently, all national historic trails do not allow motorized vehicles. They have ceased to evolve, and Route 66 does not easily fit into the NHT mold. The continuing evolution of resources along Route 66 would probably erode the sustainability of the NHT purpose. A national historic trail would not have the authority to direct the route's evolution and would merely try to influence it. The continuing use of the route probably would generate overwhelming demands for it to serve larger societal needs. Route 66 may not be as desirable for inclusion in the NHT program as the existing, nonevolving trails.

IMPLEMENTATION STRATEGIES

Designation of the Route 66 National Historic Trail by Congress would be required. Once the trail is designated the administering agency would prepare a comprehensive management plan for the trail. Cooperative agreements would have to be established with the public and private partners identified in the plan.

Alternative 3: No New Federal Action

CONCEPT AND PHILOSOPHY

No new federal action means that existing conditions on the highway, including currently active federal programs, would continue without any additional federal action or involvement related to this study. Should Congress choose to continue the current conditions on Route 66 and not involve the federal government in new programs, these conditions would persist unless others took action. This alternative recognizes that it would be advantageous to existing Route 66 organizations to combine their assets and energies under an umbrella organization and offers a possible scenario for such action.

There is no single, designated management entity responsible for activities along Route 66. States, local governments, and the private sector independently designate, protect, and provide interpretive experiences along Route 66. A nonfederal consortium would help present and interpret the resources associated with a corridor following the various alignments of Route 66. Although the consortium could require significant expenditures of nonfederal public funds and a professional staff, there would be no new federal programs. Despite the need for local funds, existing federal, state, and other programs could help to fund the consortium. However, state historic preservation officers traditionally have limited funding to provide matching grants for preservation of historic properties and to provide technical assistance for preservation-related activities. The consortium could be made up of representatives from the eight states the corridor would pass through.

Numerous groups and organizations have an interest in the history and future of Route 66. These groups include chambers of commerce, state historic preservation offices, civic clubs, state Route 66 associations, the National Trust for Historic Preservation, tourist industry groups and other public and private organizations. This alternative suggests the concept of bringing together as many interested parties as possible in an umbrella organization to focus energy and resources on Route 66.

Because of the potential diversity of its members, the consortium's focus could be broad and interstate in scope preservation of key resources, standards for a quality visitor experience for the road, sign standards for the entire highway, etc. These issues could have local as well as regional and transregional impacts,

motivating participation in the consortium. The consortium could also function as a clearing house for information on Route 66 activities.

MANAGEMENT

A comprehensive interstate program could be administered through a consortium of cooperating state agencies, local Route 66 organizations, local government representatives, and other interested parties. Forming an overhead organization could allow priorities to be set for needs and would provide the forum for a concerted appeal to aid programs. Although each organization could also continue to operate as a separate entity, the consortium could focus on the entire route and could coordinate activities and resources among the participating organizations. Consortium members could act locally but the effects of their coordinated actions could be comprehensive to Route 66.

Through established programs and mandates, the consortium could have limited land acquisition authority and the authority to enter into contractual or cooperative agreements with other public and private entities to carry out its programs. Acquisition authority also might be gained through individual state charters and used for siting facilities or for ensuring resource protection. The consortium could contract with state tourism offices and park and historic presentation agencies, historical societies, universities, or other organizations for the development of interpretive programs or the presentation of resources and promotion. The consortium could identify goals and objectives and work as an advocacy group to promote cooperation among different Route 66 organizations.

In order to support long-term strategies, the consortium could maintain a paid staff or dedicate certain existing positions to consortium functions to carry out its programs and activities.

RESOURCE TREATMENT

The consortium role in preservation would be to set overall priorities, establish preservation guidelines, provide technical assistance in preservation and interpretation, and facilitate funding and action by member groups. Segments of Route 66 could be maintained at current levels and conditions. The opportunity to drive the road could be provided or promoted wherever practical. Those historic segments that cannot meet the standards for automobile travel could be evaluated for presentation and adaptive uses such as biking and hiking trails. These evaluations would consider the implications of adaptive uses.

The corridor could provide a broad resource base that could incorporate a wide range of structures and other features. Landowners and businesses in the corridor could voluntarily participate in presentation and interpretive programs.

The consortium could establish resource presentation criteria and implementation programs for resources. The consortium could also have the option of adopting a sign program.

VISITOR EXPERIENCE AND INTERPRETATION

Visitors could be encouraged to explore areas within a broad heritage corridor along Route 66 that would function as a central linking spine. The experience could be loosely focused on the whole corridor. No formal interpretive structure would have to be in place to direct the visitor experience. There would be a variety of opportunities for visitors to experience national and state parks or other similar attractions near the route.

Interpretation could include a comprehensive guidebook and multimedia information. Visitor information points could be tied together through existing links between local chambers of commerce and state highway information centers. A cooperative effort with university television and radio stations could augment the interpretive programs. Existing state or local welcome stations could dispense information, and signs could direct visitors. Distinctions could be made between original Route 66 alignments and the various portions of the corridor that merely serve to enrich the overall experience.

IMPLICATIONS

State and local tourism and commercial development programs could be crucial to the success of this alternative. Historic resource preservation needs might be less important than interpretive and visitor

experience programs. The focus on experiences rather than resource preservation could give visitors a more traditional discovery experience in line with the spirit of Route 66.

This alternative would also require a high degree of cooperation and coordination between government and private organizations. Without the development of a guiding administrative organization with a comprehensive focus, programs could continue to falter through duplication of effort and a lack of cooperation. The consortium's success would depend totally on the active participation of its members.

There would be no federal programs established to carry out this alternative. The consortium would still compete for program funding. Any funding shortfalls might have to be made up by the private sector. Thus fund-raising would become one of the consortium's purposes.

IMPLEMENTATION STRATEGIES

Some public or private group or individual would call an organizational meeting of the various parties interested in the future of Route 66. Subsequent steps necessary to implement this alternative would be decided at that initial meeting.

Alternative 4: Commemorative Redesignation by Congress

CONCEPT AND PHILOSOPHY

This alternative would provide for a consistently signed Route 66 driving experience. It would be similar to the "No New Federal Action" alternative with the exception of a one-time federal involvement. The various alignments of Route 66 would be marked so that visitors could drive between Chicago and Los Angeles along the historic path of the route. Commemorative designation would not require that any road rehabilitation or reconstruction be done. Federal involvement would be limited to the legislation required to designate Route 66 as a commemorative highway and funding for the original signs. Emphasis would be on directing the driving experience to as many of the remaining original sections of the highway as possible. Interstate highways would be used where original sections of roadway cannot be directly linked.

MANAGEMENT

The federal government would provide initial congressional commemorative redesignation, recognition, and informational/directional signs along the entire route. It would then be up to the states, counties, communities, and organizations along the corridor to adopt, preserve, interpret, or promote the route. Although existing federal programs would continue, maintenance of the route's signs would be the responsibility of these nonfederal agencies.

RESOURCE TREATMENT

Route 66 would be consistently signed. Signs might incorporate dates to distinguish between parallel alignments. Those segments that have been replaced with interstate highway would also be supplied with directional and informational signs where appropriate to help visitors navigate older, original alignments.

VISITOR EXPERIENCE AND INTERPRETATION

The visitor experience would be centered around driving the path of Route 66. While adventurous travelers are able to drive much of the route today, the use of consistent signs would make finding the way considerably easier and would raise awareness of the route in the consciousness of travelers. Directional and informational signs on interstates would be designed to help visitors leave the interstate and travel older Route 66 alignments. Beyond the initial federal sign program, all interpretive and visitor experience efforts would be left to local and individual initiatives.

IMPLICATIONS

There would be minimal new federal involvement. A one-time commitment of federal funds would provide designation and consistent signs. This alternative would be relatively inexpensive for the federal government. The maintenance of the signs would be the responsibility of local and state organizations. Cooperation from state highway departments would be necessary for the success of this alternative.

IMPLEMENTATION STRATEGIES

Federal legislation would be required for commemorative designation of Route 66 and to provide funding for the sign program.

Alternative 5: Heritage Highway

CONCEPT AND PHILOSOPHY

This alternative recognizes the importance of Route 66 as a national resource and the inherent problems associated with the preservation of the route's unusual dynamic character. Much of the road's nature has evolved as the result of individual and uncoordinated efforts that resulted in singular developments, products, and structures. The imposition of standardized management at the federal level changes many of Route 66's local and unusual qualities. However, the lack of coordinated professional historic preservation input could place

Route 66 resources at risk. This alternative offers a balanced approach to maintaining the character of Route 66 and providing professional assistance with historic preservation of the highway and its associated structures. Route 66 would receive national recognition through designation by Congress as a national heritage highway. This designation would acknowledge both the historic aspects of Route 66 and the evolving roles it continues to play. The hallmarks of this alternative would be flexibility over time and partnerships between the federal government and local groups to professionally preserve important Route 66 resources. The visitor services and related opportunities would continue to be locally driven and managed, although limited federal technical advice would be available.

This alternative would establish a 10-year time limit (sunset clause) for federal involvement. At the end of a designated period(s), the direction and degree of the national level Route 66 management would be reevaluated. This program would provide for national recognition and resource presentation assistance. This would allow local activities along the route to continue promoting the idiosyncratic nature and spirit of the road.

MANAGEMENT

Congress would be asked to designate Route 66 as the first national heritage highway and to fund a federal office to stimulate and assist in its presentation. An appropriate agency would be selected to administer the office. The program would have a 10-year sunset clause. At the end of that period, the program would be reevaluated. While the option would then exist for continued federal administration, emphasis would be on changing the administration to a nonfederal organization.

The focus of the federal administrative office would be to support local efforts in preserving important features and resources of Route 66 through technical assistance, cost-sharing programs, grants, and loans. The office would also act as a clearing house for communication among local Route 66 organizations, individuals, and federal, state, and local governments along the highway. The office would have authority to enter into cooperative agreements, accept donations, provide cost-share grants, provide technical assistance in historic preservation and fund-raising, and conduct research. Federal involvement would be primarily directed toward preservation. Management would be primarily at the local and individual level.

The federal office would sponsor a sign program to be implemented on a cost-sharing basis with state and local organizations. It would not have the authority to acquire land or interest in land. Existing federal programs would continue to exist and be emphasized when possible.

Participation in the Route 66 programs would be open to sites and businesses integral to the continuing evolution of the Route 66 experience and spirit. As individual and local endeavors have traditionally been one of the foundations of the Route 66 experience, the federal role would be restricted to preservation assistance, not direction, management, or policy setting for program participants. Preservation assistance would be designed to save the important resources of Route 66 in a manner compatible with the idiosyncratic nature of the highway. To this end, there would be no overarching highway management plan

developed by the federal administrative office, but the states, working with local groups and others, would develop preservation plans to guide efforts to protect the most important or representative resources.

RESOURCE TREATMENT

The federal office would develop a program of technical assistance in historic preservation. It would also coordinate a program of historic research, curation, preservation strategies, and the collection of oral and video histories. This program would be designed for continuing use and implementation by other organizations after the federal administrative office reached its term. As part of the preservation program, guidelines and criteria for setting priorities for preservation needs would also be established. While these guidelines could be based on national register standards, they would be specific to the needs of Route 66 and might allow for the preservation of the spirit of Route 66 by including more modern resources that are integral to the evolution of the Route 66 experience.

Historic preservation cost-share grants might be available for resources that met the established criteria. Technical assistance would be provided to those interested in maintaining resource integrity and seeking inclusion in the assistance program and/or on the national register. Historic preservation grants would be subject to compliance with section 106 of the Historic Preservation Act and other preservation and environmental laws. Projects would be subject to the Secretary of the Interior's Standards for Historic Preservation, and all projects would require concurrence by the state historic preservation officer and the federal administering office.

Whenever possible, original Route 66 highway segments that retain historic integrity would be protected from heavy vehicle use. Existing programs and use on other sections of the highway would continue.

VISITOR EXPERIENCE AND INTERPRETATION

Much of the appeal of Route 66 has been derived from individual and local initiatives and the personal perceptions of those initiatives by travelers. The physical route itself has supplied the only connection between the long string of uncoordinated, disparate interpretive experiences that mark the highway. Beyond a cooperative sign program, the federal government would only offer technical interpretive planning aid as requested and focus on the interpretation of historic resources and historic presentation. All other interpretive and visitor experience efforts would be left to continued local and individual initiative and direction.

Signs would be placed on remaining sections of the road and on connecting roads as needed to provide as much of a continuous driving experience as possible. A standard Route 66 sign style would be suggested but not federally mandated. Cooperative agreements with states, Route 66 organizations, counties, municipalities, and individuals would be established to provide signs on segments under their control. This would be done on a cost-share basis.

IMPLICATIONS

This alternative would allow Route 66 to continue to evolve and function. The spirit of the highway would continue to be nurtured only in the short term. The historic elements of Route 66 would probably become more important, and the highway's evolution at specific resource sites would include historic presentation programs.

The federal programs would be designed as seed programs. Without the persistent involvement of grassroots organizations and individuals to continue the programs and manage participating sites, programs would expire after the 10-year term. Without cooperation between state, county, and local organizations, the sign program would eventually falter due to lack of maintenance.

IMPLEMENTATION STRATEGIES

Federal legislation would be required to establish the heritage highway program and to designate the federal agency responsible for providing technical assistance and to establish funding levels for the technical assistance program. That agency would develop guidelines for implementation of the technical assistance and grants programs.

Cultural Resources - Route 66

INTRODUCTION

Route 66 is a prime example of a historic transportation corridor a linear cultural landscape comprising a historically significant route along which people and/or goods have moved. Such a corridor is composed of several elements buildings, landscapes, bridges with different levels of integrity and representing various periods of time. The whole, or at least the interrelationship of the parts, is more important than the individual components. In terms of integrity and preservation, the historic corridor cannot be treated as a structure. Corridors are not single physical entities needing protection, but experiences represented through physical elements encountered in space and time. Historic transportation corridors link together elements sharing a common theme and provide a linear experience of temporal and spatial motion. The challenge facing the supporters of Route 66 is to preserve what is essential about the road while allowing it to exist in an environment of continual change.

What is essential about the road? Among the physical resources there are public works, such as the roadway and bridges; commercial architecture, such as motels, gas stations, diners, other roadside businesses; and distinctive structures or landmarks not essential to the traveling experience, such as the Arcadia Round Barn and the Coleman Theater. They are important because they combine with natural features to create landscapes that define the road and endow it with its distinctive character.

Many of the structures are in good condition and are currently used, mostly as commercial enterprises. Some are unoccupied. About 25% of the surviving buildings would need substantial repairs before they could be used again. Another 25% are virtually disintegrating.

The characteristics of commercial architecture along Route 66 are varied and represent a number of design styles and construction techniques. The most common formal architectural approaches are art deco and Pueblo revival. One of the most attractive construction methods is sometimes called Ozark giraffe.

The art deco style, zigzag and streamlined or moderne, is in evidence along Route 66. Zigzag was largely a system of low-relief, angular ornaments applied to smooth building surfaces (such as the 11th Street bridge in Tulsa, Oklahoma). Zigzag was popular from around the time of World War I until about 1930 when it was overtaken by streamlined. Moderne abandoned ornamentation almost entirely in order to focus on forms such as smooth walls, rounded edges, and circular windows (such as the Coral Court in St. Louis, Missouri, and the U-Drop Inn in Shamrock, Texas). Streamlined deco was especially well-suited to industrial buildings with designs implying speed and efficiency. Logically, transportation became its special theme. The moderne approach also had a persuasive logic viewed from the perspective of Depression-era economics. Whereas zigzag deco's success depended largely on fine materials, artistically wrought and skillfully applied, moderne's stripped down forms were ideal for mass production, typified by horizontal bands of steel windows, rounded corners, incised string courses, and flat roofs.

Pueblo revival architecture originated in New Mexico at the beginning of the 20th century. It was primarily a revival of traditional Pueblo architecture. In general, buildings were massive with projecting roof beams or vigas. Often they were accompanied by longer projections, or canales, which served as rainwater gutters. Pueblo style is adobe in appearance. Some have battered walls with blunt angles and irregularly rounded parapets. Walls are usually plastered, and the roofs are flat. When the building is more than one story, the stepped-up roofs of the Indian community house may be imitated. A veranda, or portal with wooden posts often having wooden bracket capitals, or corbels, is a common feature.

During the first two decades of the 20th century, Pueblo style became the popular choice for buildings of all sorts in New Mexico and Arizona. It was first used in hotel architecture around 1909 in the E1 Ortiz Hotel in Lamy. By 1920 it became the basis for the famous La Fonda Hotel in Santa Fe.

Widely adopted from the Midwest to California, Pueblo revival became one of the most common designs along Route 66, particularly for overnight accommodations. Its distinctive and visually appealing forms were

ideally suited for motor courts. Ready-made versions maintained essential no-frill interpretations. They included stucco over frame construction giving the appearance of the mud plastered adobe and the square projecting beams that recall the round vigas.

Most cities along Route 66 have motels that imitate this design. The heaviest concentrations are in the southwest, particularly New Mexico, Arizona, California, and Texas. But the motif is also present in the Midwest, as is seen in the Casa Grande Motel in St. Louis, Missouri.

The Ozarks were probably the origin of a colorful building style commonly encountered along Route 66. Often called Ozark giraffe, these slab-rock dwellings are a 20th-century variation on the older cobblestone house tradition. The technique may have been based on the cement-and-gravel wall construction method promulgated in the late 19th century. Ozark giraffe houses became especially popular in rural areas in the 1930s when agricultural extension bulletins depicted and encouraged the use of the technique. Slab-rock building was a true folk craft passed on with local and personal adaptations. The flat, smooth slices of rock embedded in cement were an economical use of indigenous material, which was mostly limestone that split easily. Often the use of stone and concrete went beyond veneer and was structural as well. In some rock-faced houses, the walls are formed of a pasty cement mixture combined with pebbles, then poured into wooden forms, with flat, smooth slices of rock embedded in cement on the exterior. In other examples, standard frame construction is covered with rock slabs. In Missouri this was sometimes used as a way of stabilizing and rebuilding existing frame houses that were deteriorating. The finest examples of this building style, such as the Wagon Wheel Motel, are in Missouri, but a substantial number of structures in Kansas and Oklahoma, such as the Rock Cafe in Stroud, Oklahoma, provide color and variety in the landscape.

The majority of the commercial architecture along Route 66 does not reflect any formal architectural style, except the whim, convenience, and limited resources of their owners and designers. The eclecticism is apparent in buildings constructed of cinder block with western ranch and southwest mission influences, such as the Paradise Motel in Flagstaff, Arizona; structures made out of locally quarried stone, such as the Beale Hotel in Kingman, Arizona, and the Threatt Service Station near Luther, Oklahoma; cement tepees, such as the Tee Pee Restaurant in Lupton, Arizona, and thousands of structures made of bricks, cinder blocks, or clapboard siding. Most of the buildings are functional, simple, and have little adornment.

PUBLIC WORKS

Roadway

Approximately 2,400 miles of Route 66 survive. Although some portions of the original road have disappeared, significant segments parallel or crisscross the interstates that replaced the original road. Some even approach the core of the major metropolitan areas, such as Chicago and St. Louis.

Route 66 became a national highway in 1926. This designation, however, only meant that the new highway number would be imposed on existing roads, a substantial portion of which were unpaved. With the exception of Illinois and New Mexico, paving resulted in few alignment changes. Still, some alignment changes were made even before Route 66 was entirely paved.

Much of the road followed county boundaries, making sharp, right-angle turns in an effort to connect county seats. As Americans began to drive faster cars highway engineers began to straighten Route 66 for safety reasons. Increasing speed and the demands of heavy vehicles led to four-laning during World War II, most of which survives in Illinois. West of Oklahoma the course of Route 66 was always relatively straight as it paralleled the railroad. The highway meandered only to avoid topographic obstacles.

Variations in road features the traveled way, the shoulder, the median, the swale (drainage channel), the side slope (cut), the presence or absence of stripes and banked curves, and the type of construction (various forms of asphalt or concrete pavement) produced changes in the character of Route 66. Abandoned early alignments tend to be narrow, have no shoulders, stripes or swale, curve sharply, and closely follow the topography.

One of the alignments that should be included in any preservation strategy is in the vicinity of Miami, Oklahoma. This three and one-half mile paved section is one of the earliest existing sections of the highway. It is 9 feet wide with 6 feet of gravel shoulder on the sides. It was constructed sometime between 1919 and 1924 as part of Oklahoma Highway 7 and became Route 66 shortly after the highway's official designation. It remained a part of the road until 1936 when the highway was rerouted to its present location. The road is surfaced with an asphalt mixture over a concrete base. Some of the pavement is intact and smooth but most is weathered, cracked, and rough. Unbroken white lines, painted on the edges of the asphalt, remain visible.

Where the original concrete pavement survives mostly in Illinois, Missouri, Oklahoma, and California cracks are often overgrown with weeds. Those portions paved with asphalt are either on the verge of becoming dirt tracks or almost completely covered with vegetation. Traveling in Texas, New Mexico, and Arizona provides ample opportunity to observe the deterioration of the original pavement.

Many segments of the original Route 66 alignment are still used extensively. In most cases they have been modified to comply with highway department standards. Despite modern features such as wider shoulders, adequate swales, gentler curves, resurfaced pavement, and newly painted safety stripes, they often retain features that are a testimony to their age, such as stone curves and semicircular drains.

Heavy commercial traffic along Route 66 increased dramatically as a result of U.S. involvement in World War II. To accommodate growth, a substantial portion of the road became a divided highway. In Illinois, it is often possible to observe three generations of the road side-by-side the original Route 66 alignment, the divided highway that followed it, and the interstate that replaced them.

The old alignments often fail to meet current safety standards. Extremely narrow or non-existent shoulders with a winding roadway, inadequate drainage, and deteriorating pavement might appeal to those searching for Route 66, but the various highway departments, in charge of ensuring the safety of travelers, want to avoid the legal ramifications of accidents along such stretches.

BRIDGES

Many Route 66 bridges are on old alignments that are no longer heavily used or that are closed to automobile traffic. They are major contributors to the allure of Route 66. Like many other structures along the road, they bear testimony to the highway's evolution. Unlike modern bridges, which are nearly indistinguishable from the rest of the roadway, early bridges were distinct structures that were aesthetically appealing and provided a sense of crossing between places.

The bridges are also important because many reflect particular stages of bridge design and construction. Some of the earliest and most attractive bridges are single span steel trusses. The best known, and one of the most notable engineering/architectural features associated with Route 66, is the Chain of Rocks bridge, which crosses the Mississippi River north of St. Louis. A continuous through-steel truss, made up of a series of spans, it is really two bridges that form an obtuse angle where they join. This curved bridge offers splendid views of the river and the wetlands along its banks. The Chain of Rocks bridge appears to be in good condition, but it would have to be refurbished to meet safety standards. It is currently closed.

Another important structure is the 11th Street bridge in Tulsa, Oklahoma. A continuous multispan concrete arch bridge with verticals, it has ornate guardrails with art deco motifs, making it very unusual. It was labor intensive to build and reflects a technology and aesthetic approach to bridge construction that is seldom seen today.

Another interesting bridge is a steel truss over the Mojave River near Oro Grande, California. This skewed through truss is the only one of its type along the road. It has an unusually ornate guardrail. It also has an additional lattice immediately below the portal for stability.

Pony bridges are also common. In most cases, they are simple span bridges, but there are some exceptional multiple spans. The bridge crossing the South Canadian River near Hinton, Oklahoma, is a

Parker camel-back pony truss with multiple simple spans. It stretches for three quarters of a mile. This bridge also offers magnificent vistas of the river.

In southwestern Missouri, pony trusses are the norm. Though relatively small and simple, each bridge has singular characteristics that contribute to the sense of discovery derived from driving Route 66.

Another bridge worthy of national recognition is Rainbow Bridge near Baxter Springs, Kansas. This concrete arch is the only one along Route 66 and possibly one of few left in the country.

The most common type of bridge on Route 66 is a simple span steel girder on concrete pile foundations or concrete piers with concrete guardrails. Many of these bridges were already in place in 1926 but continued to be built throughout the 1930s. Eventually this basic design was enhanced to produce structures like Horse Creek Bridge east of Afton, Oklahoma. Still in excellent condition, this continuous span steel bridge with reinforced concrete decking and guardrail has a four-foot-wide pedestrian walkway on each side of the roadway. This was common on bridges built during the late 1930s and 1940s, but Horse Creek Bridge is one of very few along Route 66 that has pedestrian walkways.

State highway departments are concerned with safety hazards since the majority of the bridges lack approach rails, increasing the risk of serious accidents. Unfortunately their fascinating stylistic features often make them unsafe. Many Route 66 bridges are no longer heavily used or are closed to automobile traffic.

Many of the old trusses require detailed inspection since most were constructed before the advent of the heavy loads that oil trucks, tandem trailers, and concrete mixers carry on highways today. The failure of one member or connection of a truss bridge can result in complete structural collapse.

MOTELS

Overnight accommodations provide some of the most interesting examples of commercial architecture along Route 66. Preliminary inventories (see appendix D) indicate that they constitute close to 50% of all the commercial establishments built before 1960. Surviving motor courts and motels show the evolution in design and construction that resulted from economic considerations and travelers' needs and expectations.

Hotels dominated the lodging industry in the early 1900s but were oriented toward public transit travelers. Located in central business districts, few were convenient to automobile users. Garages, where they existed, were usually some distance away with valet parking for a fee. Hotel design emphasized public space large entrance lobbies, lounges, and expansive corridors, as well as restaurant, coffee shop, bar, banquet room, ballroom, and meeting room facilities. Private spaces were cramped. The standard accommodations included a bed, a chair, a desk, a tiny closet, and a small bathroom. This emphasis on public rather than private space reflected the hotel industry's peculiar profit mix. Only 50% of hotel profits have come traditionally from room rentals, compared to about 80% for motels since World War II.

Although few hotels are closely associated with Route 66, they provide an excellent example of the top-notch accommodations available to Americans at the time the highway was officially designated. Railroad hotels, such as El Garces in Needles, and the Harvey House in Barstow are architecturally imposing but face away from the road and were unlikely to have been chosen by early Route 66 travelers. Other hotels, like El Rancho in Gallup and the Oatman Hotel in Oatman, Arizona, are famous for attracting glamorous movie stars as well as many dusty and weary automobile travelers.

Most Americans who drove Route 66 did not stay in hotels but in accommodations that emerged as a result of the growth of automobile travel. The motel, the most common, evolved from other features of the American roadside. Its predecessors were the auto camp and the tourist home. Auto camps developed as an alternative to the more expensive and less convenient hotels. Partly out of civic pride and partly from a sense of self-protection, towns along popular routes roped off spaces for campers. Water, fuel wood, privies or flush toilets, showers, and laundry facilities were provided free of charge. The majority of the structures in the camps were inexpensively constructed with locally available materials.

The need for cheap accommodations increased and private operators entered the auto camp business nationwide. The typical camp had a central service building and tent sites defined by picnic benches, restrooms, a keeper's house, and the trodden ground of previous campers. Auto camps like Camp Joy in Lebanon, Missouri, and Red Arrow Campground in Thoreau, New Mexico, still survive.

Tourist homes also filled many of the auto camp's functions, particularly in areas where the weather was not conducive to camping. The typical tourist home was a private house, usually located on a major thoroughfare near downtown, where one or more bedrooms were rented for the night. A fine example of such a structure is just off old Route 66 on South San Francisco Street in Flagstaff, Arizona.

As highway travel increased, more businesses along the road began selling gasoline and oil and offering other services to travelers. As soon as the gas stations opened, need for more suitable accommodations became apparent and the cabin camp appeared. Growth was rather dramatic. In 1926 the Amarillo city directory listed one tourist campground, an outdoor tourist camp, and a cottage camp. Two years later it listed 25 tourist courts along Route 66.

Three varieties of cabin camps emerged the auto camp with cabins added, the cabin camp built from scratch without tent camping, and the tourist home with cabins added. Cabin camps were arranged in a number of ways row, row-in-row, L, crescent, and clustered.

Cabin camps offered certain advantages. They were located in peripheral highway locations where land was cheap. Those with less than a dozen cabins could be operated by two people, usually a husband and a wife who lived in the premises. Building and operating costs were low and room prices could be kept to a minimum. Few hotels could compete with their rates and those that did were usually run-down and derelict establishments. Cabin camps intercepted travelers at the city's edge. Parking space was readily available. Above all, cabin camps offered informality.

As cabin camps became more substantial, they became known as cottages. Cottages were more permanently constructed, and they were larger and winterized for year-round business. Cabins and cottages tended to be arranged geometrically on open spaces or courts. U-shaped courts were narrow or wide depending on the depth of the lot and the extent of highway frontage. Cottage complexes usually had less than ten units each. In the 1920s cottages were usually arrayed as individual units with open spaces in between, like John's Modern Cabins in Arlington, Missouri. Attached garages were popular after 1930. Later it was common to find cottage/garage combinations linked wall-to-wall to form continuous facades. Although a facade might be continuous, the integrity of each building was preserved in individual rooflines. A separate building housed a small reception desk, the only interior public space. Public space was relegated out-of-doors to courtyards or the front yards of row and L-shaped complexes. Architecturally, cottages were made to look like up-to-date suburban housing.

Surviving cabin camps and cottage courts are common along Route 66 and include some of the most distinctive examples of commercial architecture. Some are log cabins, such as a few of John's Modern Cabins. Some reflect rich architectural traditions, particularly the slab-rock construction (Ozark giraffe) common in Missouri. Prime examples of giraffe design in Missouri are the Rancho Court in Springfield, the Wagon Wheel Motel in Cuba, and the Shamrock Motel in Sullivan. Other notable cottage courts are the Wigwam Motels in Holbrook, Arizona, and Rialto, California. Constructed of cement and painted white with Indian-style designs, these courts are examples of the widely heterogeneous character of architecture along Route 66. Probably the court that has attracted the most attention is the Coral Court in St. Louis, Missouri. This national register property, a prime example of art deco moderne, is in danger of disappearing. It is vacant and might require a substantial investment to become economically viable.

Motor courts evolved by copying the form of cottage courts, but room units were totally integrated under a single roofline and often were in one building. They were single-story structures with or without garage facilities. Many courts had coffee shops as part of the integrated design. By 1948 there were approximately 30,000 motels in operation nationwide with an average of twenty units per establishment.

Motor courts varied from converted cabin and cottage courts to elaborate complexes. Although a range of architectural styles was represented, western themes were most popular. Motor courts with facades integrated around interior courts were reminiscent of Spanish missions and haciendas. They imitated the Pueblo revival style, especially when constructed of stucco to simulate adobe. Names like El Rancho and Casa Grande appeared often and were scattered from the Midwest to the Pacific coast.

Albuquerque probably has the highest concentration of motor courts built in the Pueblo revival style. El Vado, Zia Motor Lodge, Aztec Motel, and Tewa Lodge are only a few among those that edge Central Avenue and provide it with a distinct character. Others reflect the idiosyncratic designs typical of businesses along the road. A prime example is the Dubeau Motel in Flagstaff, Arizona.

After World War II new motor courts were also called motels. Although they are the most common businesses along Route 66, few exhibit the distinctive architectural characteristics of their predecessors. Socioeconomic developments explain the loss of individuality in their design and construction. Many were built at a time when the future of Route 66 became questionable, when tax incentives discouraged investing in structures, and when franchises encouraged standardization.

Motel construction boomed in the late 1950s and early 1960s. For financial reasons motel owners often provide only minimal maintenance and repair and often sell after the tax advantages expire. Buildings often deteriorate until they change ownership and are renovated. Architectural integrity in motel building is thus short-lived. The tax code has encouraged a brisk trade in second, third, and even fourth-hand motels, many of which would otherwise have been abandoned. It has also encouraged flimsy construction. In 1960 the average life of a motel building was nine years.

Franchise motor inns were substantially larger and more luxurious than motor courts often a complex of two-story buildings around a courtyard. Besides an elaborate outdoor area focused on a swimming pool, the typical motor inn featured expanded public space indoors. Although investment money was readily available, lenders wanted assurance that new motor inns would show a profit. The motel chain provided this added security. Although different types of chains evolved franchise chains, referral chains, one-operator chains, and co-owner chains, they all operated with uniform standards. The architectural distinctiveness that was typical of earlier Route 66 accommodations was discouraged and eventually disappeared. Chains resulted in regimentation and eliminated much of the idiosyncratic architecture that characterized the road until the 1950s.

Route 66 properties eligible for the national register (must be at least fifty years old to be included) have received more attention than the businesses built after World War II. The Munger Moss Motel in Lebanon, Missouri, and the Gardenway Motel near Gray Summit, Missouri, merit attention. They are solidly constructed and exhibit an attention to detail that disappeared in later examples. They are also important because they document the latter stages in the evolution of overnight accommodations along Route 66.

GAS STATIONS

Gas station design evolved to accommodate changing gasoline distribution patterns and marketing strategies. Service station prototypes were developed through experimentation in many places and then were adopted almost universally across the country. Stations had to look like gas stations and have distinctive company features. The challenge was to find a different but similar look that would attract customers but also reassure them. This prompted a constant drift to new color schemes, signs, and decorations but always within a narrow range of building types in any one time period. For example, the "house with canopy" look prevailed until the expansion into sales of tires, batteries, and accessories and the introduction of automobile repair encouraged adoption of the oblong box during the Depression.

Several gas station designs are commonly found along Route 66 the house, the house with canopy, the house with bays, and the oblong box, which was common until the price of gasoline rose significantly in the 1970s.

Curbside pumps and sheds were the first structures specifically designed to dispense gasoline but most had disappeared by the late 1920s. The term "filling station" first applied to the curbside pumps and underground

storage tanks developed about 1915. These stations were installed along streets in front of grocery, hardware, and other stores that had expanded into gasoline sales. Gasoline was originally dispensed in tin cans and was poured by hand into automobile tanks. The curbside station was an important innovation. It allowed automobiles to be filled more efficiently. Centralized distribution reduced the threat of fire.

After 1920 fire safety ordinances forced curbside stations to close in the larger cities. They continued to thrive only in rural areas in conjunction with roadside businesses.

While the original pumps are only found in museums or antique shops, establishments that sell basic road services as well as gasoline continue to be a familiar sight along Route 66. In most cases their architecture reflects the emphasis on function over form. In general the main structure is built of local materials and conforms to the general design concepts prevalent in the region at the time. For example, the Funk's Grove Country Store in Illinois is wood frame with lumber facing, typical of the Illinois countryside. The Budville Trading Company in New Mexico has a southwestern motif. In some cases it is difficult to establish if the buildings originally might have served another purpose, such as Bob Audette's gas station complex at Barton, New Mexico.

The first off-street, drive-in gasoline stations brought a number of structural innovations. Small sheds were built to store oil, grease, and equipment. Before 1915 few motorists drove automobiles in inclement weather because automobiles were not enclosed. Cars were stored during the winter, so the sale of gasoline was a fair weather activity. Sheds came in a variety of shapes and sizes, but all were utilitarian buildings with little decoration beyond advertising signs. Driveways were usually of dirt or gravel. Some stations were surrounded by board fences to hide the utilitarian metal, clapboard, or tar paper sheds and the clutter of the unimproved driveways. Visually, these early stations had much in common with lumber and coal yards.

It is difficult to determine whether any of the businesses that have a gas pump up front now are descendants of the original gasoline sheds. Such commercial establishments are wide-spread, particularly in the West, but their function is not limited to the sale of gasoline. Architecturally they have little in common with gas stations.

In urban areas the curbside and shed filling stations were generally located in and around the central business districts. After 1920 oil companies invested heavily in neighborhood service stations. These were often on residential streets where large houses on big lots faced wide, paved thoroughfares. The oil companies sought large corner lots that were capable of accommodating the necessary driveways and that were accessible from two streets. Before 1930 stations not only had to attract customers but had to be attractive as well. Resistance to the destruction of old houses and the disruption of residential neighborhoods lent support to zoning and other land use controls generally feared by gasoline interests. The oil companies sought to build stations that blended into residential neighborhoods to reduce opposition to their real estate practices.

The neighborhood service station was made to look like a small house. The most popular styles sported low hip roofs. Most stations contained small offices, one or two small storage rooms, and public restrooms. Some companies pursued traditional architectural styles as a means of establishing company identities and developed a cottage style with hip roof and cupola, trimmed with shuttered windows and cornice to simulate a federal-style house. Others imitated the English cottage style with steep, end-gabled roofs of blue tile and walls of white stucco placed either on hollow tile or on wood lathe. Travelers can see excellent examples of this type of gas station along Route 66. From the simple and functional lines of those found in Phelps, Missouri, McLean, Texas, and Miami, Oklahoma, to the more sophisticated design of the Chandler, Oklahoma, Texaco, they demonstrate the range of options available to those who became involved in the gas retailing business. Even though the basic concept remained unaltered they looked like houses they were designed to blend into their surroundings. The station at Chandler has been restored and is among the best examples of this type of structure along the road. Built of masonry in 1929 in the Tudor cottage style, it features a steeply pitched gable roof with a frontal cross gable, a fireplace chimney with set-in clock, an arched entry and display windows. It has a multicolored asphalt shingle roof with two large garage bays.

The addition of a canopy, supported by simple posts or balustrades that simulated porches, produced another distinctive type of service station the house with canopy. Bays, another design feature, soon became necessary. By 1925 most gasoline stations were equipped with grease pits and car washing floors. Car washing required a solid, well drained surface, so concrete aprons were built. Grease pits, open trenches with walls of poured concrete or masonry, were usually located immediately beside the station. Cars were elevated slightly above a pit on ramps that straddled the trench. After 1925 rotary lifts operated by air compressors gradually replaced the grease pits. Where winter weather interfered with outdoor car maintenance, prefabricated steel and glass washing parlors appeared. More common, however, were the additions of covered bays to existing station houses or the construction of new stations with two or more bays covering the washing and lubricating floors.

Fine examples of the most common gas stations extend from Illinois to California. Like their predecessors, these structures were unmistakably service stations but still retained individual characteristics that set them apart from others down the road. The station at Afton, Oklahoma, was constructed in the early 1930s of stucco-covered masonry. The canopy and office were designed as a whole under a hipped metal tile roof. The two drive-through openings are arched, as is the front opening for pumps. Windows are single-pane and rectangular, with wood frames. Large wood brackets are attached to the soffit. There are attached restrooms on both west and east sides of the building, with tiled pyramid roofs and single wood entries.

The station at Rancho Cucamonga, California, dates from the 1920s. Its appeal stems from the tiled details on the roof parapets and the curved stepped roofs with raised edges. Its drive-through canopy is arched. The stucco-covered masonry is reminiscent of the Pueblo revival. The large unattached covered bays and garage were built at the same time and provide an appropriate and attractive background for the main building. The curved, fluid lines of this building are not common in the design of other gas stations of this type that tend to be characterized by a straight and angular style.

Not all the surviving gas stations of this type exhibit such a degree of sophistication. Most display the simple lines and function typical of roadside architecture. Good examples of these buildings are in Groom, Texas, Seligman, Arizona. and Prokup, Oklahoma.

The Depression brought many changes to gasoline station design. To counter deteriorating gasoline sales, many companies expanded auxiliary product lines requiring larger display rooms and larger storage spaces. The sale of tires, batteries, and accessories was widely adopted. At the same time companies began to emphasize automobile repair, which required more and larger bays. In addition, the Depression encouraged many companies to expand their territories into new areas, where the oil companies built stations that were distinctive.

During the 1920s the oil companies had worked to soften the intrusion of the gasoline station in the American landscape, but in the 1930s they sought to maximize gasoline station visibility. Flat roofs replaced hip and gable roofs. Offices were enlarged and integrated with the service bays. The amount of plate glass was increased with a corresponding reduction in exterior decoration. Walls of stucco or brick were painted using colors appropriate to company logos. Terra cotta was a popular facing material in the 1930s: porcelain enamel dominated in the 1940s and 1950s.

The new oblong boxes contrasted sharply with their surroundings to attract attention. The use of porcelain enamel invited adoption of vivid colors. The glistening porcelain and glass facades were more easily lit at night. Some stations offered twenty-four-hour sales. The prefabricated buildings could be erected quickly, and they could be moved if a station proved unprofitable on a given site. They could be easily maintained: the facade materials did not require frequent painting. They contained little wasted space.

Some oil companies modified the oblong box to be more distinctive. Despite these modifications, the prime characteristic of the oblong box was its distinctive shape based on a rectangular floor plan and rectangular silhouette.

Most oblong boxes were prefabricated. Steel I-beam frames were shop-assembled in sections and then bolted together at a construction site. Structures were usually covered with porcelain enamel sheets and

plate glass. After 1950 cinder and concrete block construction replaced prefabricated steel and by 1960 acrylic-vinyl and translucent plexiglass had become popular. Plastic was used to simulate other building materials such as wood, stone, and brick after 1960.

Various types of oblong box gas stations along Route 66 offer travelers the opportunity to trace the evolution and the various manifestations of this extremely popular design. Examples of the classic streamlined style service station with porcelain panels on walls are at Ash Fork and Winslow, Arizona, and Chenoa and Carlinville, Illinois. Others can be found at Williams, Arizona, Tucumcari and Albuquerque, New Mexico, Amarillo, Texas, and Bristow, Oklahoma. A substantial number of these stations survive and many of them are well-preserved. In some cases, the tiles have been replaced and the integrity of the buildings compromised.

Gas stations along Route 66 exhibit a variety of designs and intriguing geographical distinctions. In general the older structures are more likely to display some measure of individuality and graceful lines. As the thirties came to an end widespread use of prefabricated buildings and the need to attract customers produced almost total architectural homogeneity among the gas stations. Distinctiveness disappeared. The trend continues today and now has expanded to most of the businesses that cater to tourists along the interstate.

EATING ESTABLISHMENTS

In the 1920s, as growing numbers of Americans drove the nation's highways, eating and driving became part of a single experience. Motorists traveling the roads that would become Route 66 had limited choices. Many camped and prepared meals. The early campgrounds and courts usually provided tourists with a kitchen or at least a stove. The alternatives were limited. Hotel dining rooms and downtown cafes, seldom convenient for motorists, were more closely associated with railroad travel and generally offered full meals.

By 1930 food stands and cafes catering to cross-country travelers and the many truckers who were using the road began to appear. Some offered drive-in service, anticipating the rise of fast-food drive-ins. Because of the success of franchises, few restaurants, diners, or cafes from the highway's early years have survived. Many of those that remain have undergone substantial alterations to conform to the changing standards and expectations of American drivers.

Eating establishments along Route 66 displayed eclectic architectural styles. Their design and construction methods were less deliberate than those of motels and gas stations and reflected the idiosyncrasies of their builders and owners even more than motels and gas stations. In the majority of cases these structures are hard to classify or describe because they were put together with little attention to detail. Requiring low maintenance and offering few frills, these buildings were angular, small, and simple, offered a basic service, and depended on large and flamboyant signs to attract attention.

Drive-ins with canopies for curbside service were among the earliest, but few appear to have survived. The Snow Cap in Seligman, Arizona, was built in the 1940s, but it retains the basic character of the early fast-food businesses. The Pig Hip in Broadwell, Illinois, is typical of the many eating establishments along the road: simple and functional. It attracted travelers because of the quality of the food and the service and the location. Other famous examples of this plain architectural style are the Club Cafe in Santa Rosa, New Mexico, Bob's Bar-B-Que in Arcadia, Oklahoma, Vernelle's near Kolla, Missouri, and Ted Drewes' Frozen Custard in St. Louis, Missouri. There are some notable exceptions. Among the best known is the often-photographed U-Drop Inn. Located in Shamrock, Texas, this famous landmark was built in 1936. A combination service station and cafe, it has both architectural merit and visual appeal. According to legend the plans for the building were scratched in the local dirt. Its art deco design sets it apart from other diners, but, like many other businesses along the highway, it offered motorists the convenience of stopping once for food and gas.

The Mill in Lincoln, Illinois, is architecturally distinctive and illustrates another common phenomenon along the highway building additions. The structure was enlarged at least twice to accommodate customers and/or different functions. What started as a bar and local cafe became an attractive restaurant and banquet facility. The additions reflect the effort to maintain the character of the original building.

About 25% of the travel-related businesses along Route 66 have multiple functions. The most common combinations are gas station/diner, gas station/general store and motel/diner. Roy's, a famous landmark to those crossing the California desert, offers food, overnight accommodations, and gas in one convenient location. The architectural features of these commercial structures are not exceptional. These buildings are not important because of their intrinsic architectural merit, but because they document the evolution of the services and the social context in which these travelers services were provided.

OTHER ROADSIDE BUSINESSES

Although mostly architecturally lackluster, these structures are notable for the owners' efforts to attract the attention of the motorist who traveled Route 66. They offered a wide range of goods and services and included wrecking services, automobile dealerships, auto parts stores, curio shops, grocery/general stores, manufacturing sites of Indian crafts, trading posts, and many others. These buildings originated in the late 1920s when entrepreneurs began to realize the economic potential of the highway and sought to combine local trade with tourist services.

Whether located in cities or in rural areas, the majority of these properties were built in vernacular styles with oversized signs that announced to motorists the services and/or goods provided. Like other commercial enterprises along the road, they tended to be constructed of local materials. Often the -66 structures have Indian-inspired murals on their facades, evidence that the builders relied on the Pueblo revival style for their inspiration.

The Claremore Auto Dealership/Tire Company in Claremore, Oklahoma, is among the finest examples of this type of building. Originally an automobile dealership made of bricks with a stucco coating and geometric designs. It is an attempt to imitate a Spanish style. Another substantial structure is the Bristow Motor Company in Bristow, Oklahoma. The auto dealership was constructed of brick and displays some of the finest architectural details for a building of this type.

Trading posts were common sights as Route 66 traversed the western plateaus. Some of the original structures, such as the Santo Domingo Trading Post near the Santo Domingo Pueblo in New Mexico, have managed to remain viable businesses and retain their original character and function. Others, like the Budville Trading Company, in Budville, New Mexico, barely manage to remain open. Most of their original form has been covered by new siding and roofs, various additions, and numerous coats of paint.

The structures called "tourist traps" or "snake pits," tended to have gaudily painted walls, fort-like palisades, or rustic board and batten facades covering concrete block walls. These are the least distinctive properties, both in function and in form, of those that line the road but are perhaps among the most colorful.

Near Winslow, Arizona, the Jackrabbit store, with its typical "here it is" signs, offers motorists a good example of the simple functional architecture that was characteristic of most curio shops. They were made of brick or cinder block, had pitched or flat roofs, gasoline pumps up front, Indian designs painted on the walls, and large signs. The giant jackrabbit wearing a saddle in front of the store represented a common gimmick, which often succeeded in getting the attention of weary parents traveling with their families. In some cases the business specialized in a local commodity, such as petrified wood in Holbrook, Arizona.

The spirit of these businesses continues today. In New Mexico and Arizona several commercial establishments have maintained their function and colorful exteriors. Such trading posts as Yellowhorse's, Tee Pee, and Fort Courage still attract travelers. The main buildings have been remodeled or rebuilt, but their owners still attempt (and often succeed) to persuade motorists to get out of their cars, give in to an impulse, and buy souvenirs.

ROADSIDE ATTRACTIONS

The Round Barn in Arcadia, Oklahoma, Galloway's Totem Pole Park in Foyil, Oklahoma, the Blue Whale near Catoosa, Oklahoma, Meramec Caverns near Stanton, Missouri, drive-in theaters, the Coleman Theater in Miami, Oklahoma, and the Kimo Theater in Albuquerque, New Mexico are among the most distinctive and

colorful road-side attractions. Quite different in function and condition, they symbolize the nature of what awaited motorists on their journeys. They were an important element for those driving Route 66 as they enlivened the trips offering an opportunity to stop and relax.

CONCLUSION

Most of the varied physical resources associated with Route 66 are significant mostly because of their association with the primary cultural and socioeconomic themes of the highway. Within the larger collections of resources contributing to particular themes there may be individual elements, including road segments, that, upon study of their physical character and integrity, may be found to best represent such themes.

Natural Resources

OVERVIEW

The natural topography, geology, wildlife, scenery, vegetation, and air quality enhance the Route 66 traveling experience. Especially in the western reaches of Route 66, vistas of undisturbed woodlands, rugged mountains, and prairie grasslands are broken by small town main streets and occasional cityscapes. Scenes of human development increased with population and urbanization, but natural resources remained an important ingredient of Route 66.

NATURAL RESOURCE REGIONS

Natural resources do not line up with recognizable state and county boundaries. In order to provide a workable natural resource description, the Route 66 corridor from Chicago to Los Angeles has been divided into seven natural regions that closely conform to the biological and geographical distribution of natural resources. These natural zones are segmented into traditional ecosystems and correspond geographically with Fenneman's Physiographic Divisions (1928), the natural regions classification outlined in Natural History in the National Park System, and the National Registry of Natural Landmarks (NPS 1990).

Central Lowlands

This natural region surrounds the route within the state of Illinois, the St. Louis area in Missouri, all of the route in Kansas, and the majority of the route in Oklahoma.

Climate. The area is warm-temperate and characterized by long hot summers and very cool to cold winters. Average summer temperatures (degrees Fahrenheit) range from the mid 70s to the mid 90s with winter temperatures in the 30s. Precipitation varies from about 27 inches to as much as 42 inches per year. Much of the region is subject to winds, localized severe thunderstorms, and tornadoes.

Topography/Geology/Soils. The topography is largely the result of glacial drift that filled low places. It is flat with a slight downward gradient toward the Mississippi River. East of the Mississippi the elevation varies from less than 600 feet at Lake Michigan to a low of about 400 feet at the Mississippi River near St. Louis. Oklahoma varies in elevation from approximately 2,100 feet in the west to about 800 feet in the east.

Prime and Unique Farmlands. The majority of land in the lowlands region is suitable for agricultural production, and soils identified as prime farmland vary between 12% and 70%.

Vegetation. Various subdivisions of the eastern deciduous forest, including beech-maple, maple-basswood, northern hardwoods, and oak-hickory occupy much of the region, with tall grass and mixed grass prairies in the western portion.

Wildlife. Animal species are diverse and widely distributed. Representative mammals are red and gray fox, mink, raccoon, muskrat, opossum, white-tailed and mule deer, and skunk. Resident and migrant bird species, such as bobwhite quail, American woodcock, meadowlark, thrushes, mourning dove, ducks, and geese can be found. Black and white bass, bullhead, channel catfish, crappie, carp, and sunfish are found in many of the ponds and streams along with turtles, frogs, and snakes in moist areas.

Threatened and Endangered Species. An inventory of all identified plant and animal species protected under the Endangered Species Act of 1977, as amended, has been made. Entries are listed by county and state in a document available from the Technical Information Center, Denver Service Center, P.O. Box 25287, Denver, Colorado, 80225.

Floodplains and Wetlands. There are 100- and 500-year floodplains along Route 66, primarily along the watercourses that intersect and immediately parallel the road. Many types of wetlands exist in low areas and along stream-courses, especially in Illinois and the St. Louis area. In the prairie lands of Oklahoma, wetlands are mainly associated with intersecting watercourses and potholes.

Water Resources. Surface water is primarily from intermittent small streams in the prairie lands and from major rivers of the Mississippi valley. Water quality varies from excellent to poor.

Air Quality. The majority of the route within this natural region is classified as in attainment for National Ambient Air Quality Standards (NAAQS). The metropolitan area of Chicago, Illinois is considered in nonattainment for NAAQS criteria pollutants of ozone (extreme and severe classification), PM-10 (particulate matter less than 10 microns), and sulfur dioxide. The St. Louis, Missouri, metropolitan area is considered in nonattainment for the NAAQS criteria pollutants of ozone (moderate classification) and PM-10.

Interior Highlands

This region type encompasses the majority of the route corridor within the state of Missouri.

Climate. The region is generally hot in summer with an average temperature of approximately 75 degrees Fahrenheit. Rainfall is fairly heavy and well distributed throughout the year with an average annual precipitation of approximately 40 inches. Winters are moderately cool with a common temperature of about 35 degrees Fahrenheit. Snow falls nearly every winter but usually melts within a few days.

Topography/Geology/Soils. Several large plateaus dominate the area with caverns and springs common in the limestone plateaus of Missouri. Elevation relief, because of the plateau topography, is minor and varies approximately 600 feet. Assorted silt loams comprise the vast majority of soil types within the region. Cherty silt loam on slopes from 0 to 35 degrees is the most typical.

Prime and Unique Farmlands. The soils in the counties that encompass the Route 66 corridor are identified as having from 10% to 50% prime farmland soils. **Vegetation.** Oak-hickory forest is the dominant vegetation throughout this region.

Wildlife. There are many animal species; representative mammals include red fox, fox squirrel, muskrat, opossum, skunk, white-tailed and mule deer, and raccoon. Resident and migrant bird species include bobwhite quail, northern cardinal, mourning dove, ducks, and geese. Bullhead, crappie, carp, and sunfish are found in many of the ponds and streams along with turtles and frogs.

Threatened and Endangered Species. An inventory of all identified plant and animal species protected under the Endangered Species Act of 1977, as amended, are listed by county and state for the entire route. The document is available from the Technical Information Center, Denver Service Center, P.O. Box 25287, Denver, Colorado, 80225.

Floodplains and Wetlands. The route intersects many floodplains along the stream channels within this region. Approximately 50% of the corridor may intersect or be adjacent to wetlands. Wetlands are associated with stream channels and low-lying areas.

Water Resources. Water quality varies from excellent to poor. No major water courses are associated with the Route 66 corridor, but numerous small streams drain the area into both the Missouri and Mississippi Rivers.

Air Quality. The Route 66 corridor within this natural region is classified as in attainment for NAAQS criteria pollutants. Three areas adjacent to the corridor in Missouri are designated in nonattainment of NAAQS standards for lead.

Great Plains

The plateau-like zone encloses the route through the Texas panhandle and the eastern third of New Mexico.

Climate. Summers are hot and winters vary from mild to cold. The average summer temperatures (degrees Fahrenheit) range from the 80s to low 90s, while the winter temperatures average in the upper 30s. Total annual precipitation is generally between 15 and 20 inches. Spring is often windy and thunderstorms are frequent during the summer.

Topography/Geology/Soils. Topography is a result of eastward alluvial outwash from the Rocky Mountains creating a relatively flat surface with a slight lowering grade to the east. Elevation is highest in the west at about 4,700 feet and lowest in the east at about 2,100 feet. Clay loam and sandy loam soils are the most common soil types.

Prime and Unique Farmlands. Soil types identified as prime farmland comprise approximately 10% to 15% of the area. The majority of these soil types need irrigation for agricultural crops.

Vegetation. Short-grass prairie is the most widespread vegetation type. It is interspersed with juniper-oak savannah. Grasses and herbaceous plants such as fescue, lovegrass, bromegrass, bluestem, wheatgrass, grama, and goldenrod are typical of the prairie. The juniper-oak savannah also includes shrubs such as bitterbush, mountain mahogany, and big sagebrush.

Wildlife. Prairie wildlife includes pronghorn, white-tailed deer, red fox, coyote, cottontail rabbit, meadowlark, lark bunting, field sparrow, a variety of snakes and other reptiles.

Threatened and Endangered Species. An inventory of all plant and animal species protected under the Endangered Species Act of 1977, as amended, is available through the Technical Information Center, Denver Service Center, P. O. Box 25287, Denver, Colorado, 80225.

Floodplains and Wetlands. Floodplains are identified with all watercourses. The low grade and relatively level surface expands the distance of the 100- and 500-year floodplains from the stream channels. Wetlands are primarily restricted to stream channels and prairie potholes.

Water Resources. Low gradient rivers, fewer permanent streams, and few lakes characterize the region. Water quality is highly variable from moderate to poor.

Air Quality. This segment of the Route 66 corridor within this natural region is considered as in attainment for all NAAQS criteria pollutants standards.

Chihuahuan Desert-Mexican Highland

The heart of this ecological zone is in Mexico, but the desert areas of Route 66 that lie at 4000 feet and above in the central one-third of New Mexico are within this regional type.

Climate. The climate ranges from arid to semiarid in the valley areas to subhumid in the higher elevations. Annual precipitation is about 10 inches in the valleys and about 20-24 inches in the higher elevations. Daytime temperatures vary and average annual temperature is approximately 40 degrees F. in the mountainous areas to 60 degrees F. in the valleys.

Topography/Geology/Soils. The terrain and elevations of this highland region vary widely. Elevation relief varies between 5,000 feet to as high as 7,500 feet. Geologically diverse types of mountains rise above the valleys with sand dunes common. Soils are diverse, but loams, loamy sands, and rock outcrops comprise the largest percentages of soil types.

Prime and Unique Farmlands. The vast majority of the lands in this region do not meet the criteria for prime agricultural purposes. Irrigation is required and less than 10% of the soils are classified as prime farmlands.

Vegetation. Plants of this desert-highland region never develop a high density of ground cover. Ocotillo, creosote-bush, mesquite, and numerous cactus species are among the most conspicuous plants. Grassland and shrub savannah occur, especially along the bottom land of the Rio Grande drainage. Mountains contain chaparral at the middle elevations and dry coniferous forests higher up.

Wildlife. The distribution of wildlife species is influenced by topography and land uses. Typical mammal species are mule deer, pronghorn, coyote, bobcat, cottontail rabbit, ground squirrel, prairie dog, and raccoon. Bird species vary widely with both resident and migrant species, including scaled and Gambel's quail, raven, wild turkey, road runner, and mourning dove. Several fish species occupy the limited surface waters in the area.

Threatened and Endangered Species. An inventory of all plant and animal species protected under the Endangered Species Act of 1977, as amended, by county and state has been done. The document is available through the Technical Information Center, Denver Service Center, P. O. Box 25287. Denver. Colorado, 80225.

Floodplains and Wetlands. Floodplains within this region are associated with the Rio Grande River and to a lesser extent along the intermittent arroyos and runoff channels that intersect the route. A variety of riverine wetland types are associated with the Rio Grande and a smaller amount of wetlands along arroyos.

Water Resources. The Rio Grande is the major river transecting the route in this region and other surface water is uncommon. Ground water quality and quantity varies greatly.

Air Quality. The majority of this natural region is in attainment for NAAQS criteria pollutant standards. The metropolitan area of Albuquerque is considered NAAQS non-attainment for carbon monoxide (moderate classification).

Colorado Plateau

This dry and deeply incised plateau includes the western one-third of New Mexico and the eastern two-thirds of Arizona.

Climate. The climate of the area is variable because of the diversity of terrain and elevation. Precipitation mainly falls during the summer months and averages between 8 and 15 inches annually. Summers are characterized as mild and daytime temperatures (degrees Fahrenheit) average in the 70s and 80s. Winters are cool and daytime temperatures average in the 30s and 40s.

Topography/Geology/Soils. The high, dry, and deeply- incised Colorado Plateau ranges in elevation from 7,000 feet to as low as 5,000 feet. Reddish-colored sandstone is the predominant rock formation with basaltic and shale rock as secondary formations. Soils are derived from these parent rocks, with well-drained, nearly level loamy sands, clay loams, sandy clay loams and gravelly loams forming the majority of the soils.

Prime and Unique Farmlands. Soils for agricultural purposes are dependent on irrigation to produce crops. Less than 30% of soil types are identified as prime farmland. Vegetation. Much of the region is semi-arid to arid and has vegetation characterized by sagebrush and shadscale. Grasslands may have once been common, but are now greatly disturbed and invaded by sagebrush. Dry coniferous forest is widespread.

Wildlife. Wildlife is the product of the land, and its abundance is directly related to the extent and diversity of habitat. Big game, small mammals, waterfowl, and non-game birds exist throughout this region. Bird species

include: wild turkey, mourning dove, chickadee, common raven, pinyon jay, and plain titmouse, Pronghorn antelope and mule deer are the primary large mammals. Small mammals include squirrels, chipmunks, and cottontail rabbit.

Threatened and Endangered Species. An inventory of all identified plant and animal species protected under the Endangered Species Act of 1977, as amended, has been made. Species are listed by county and state and the document is available through the Technical Information Center, Denver Service Center, P. O. Box 25287, Denver, Colorado, 80225.

Floodplains and Wetlands. Both floodplains and wetlands are infrequent and associated with arroyos and other intermittent water runoff channels. A 100 and 500 year floodplain and a variety of riverine wetland types are adjacent to the Colorado River.

Water Resources. Surface water is uncommon and the Colorado River is the major river system. Ground water quality is closely related to stratigraphic formations and ranges from good to poor. Water quantity is erratic depending on seasons and locations.

Air Quality. The majority of this natural region is in attainment for NAAQS criteria pollutant standards. The metropolitan area of Albuquerque is considered NAAQS non-attainment for carbon monoxide (moderate classification).

Mojave-Sonoran Desert

This region consists of the western one-third of Arizona and the eastern two-thirds of southern California.

Climate. The climate can be characterized as semi-arid, with warm winters and hot summers. Average summer daytime temperature (degrees Fahrenheit) is in the 90s and average winter daytime temperature is in the 50-60s. Sunshine is abundant throughout the year. Precipitation is moderate to light with average rainfall approximately 10-15 inches and unevenly dispersed throughout the year.

Topography/Geology/Soils. The physiographic features are desert basins separated by mountain ranges. The desert area of this region has the lowest elevation of approximately 500 feet at the Colorado River. Higher relief occurs at the eastern and western edges of the region. The eastern portion in Arizona is approximately 5,000 feet and in the western portion at the foothills of the coastal mountain ranges of California it is about 3-4,000 feet. Loamy sands, sandy loams and rock outcrops comprise the largest percentages of soil types in the area.

Prime and Unique Farmlands. Desert soils are not considered prime agricultural lands without irrigation. Approximately 20% to 30% of the area meets the requirements as prime farmland.

Vegetation. The Mojave Desert has simple plant communities dominated by creosotebush and bursage, with Joshua Trees at 3000- 4000 feet. Vegetation species representative of this region are creosote bush, rabbitbrush, mesquite, ocotillo, and Joshua tree. Vegetation associated with riparian or water areas are represented by cottonwood, willows, and tamarisk.

Wildlife. Desert wildlife species depend on the food and cover associated with water. Gray and kit fox, desert cottontail, kangaroo rat, Gambel's quail, mourning dove, thrashers, horned lizards, desert tortoises are representative of this desert region. Some human maintained ponds support introduced warmwater fish species such as largemouth bass, bluegill, and channel catfish.

Threatened and Endangered Species. An inventory of all identified plant and animal species protected under the Endangered Species Act of 1977, as amended, has been made. Species are listed by county and state, and the document is available through the Technical Information Center, Denver Service Center, P. O. Box 25287, Denver, Colorado, 80225.

Floodplains and Wetlands. Both floodplains and wetlands are infrequent and associated with arroyos and other intermittent water runoff channels. Most of the region is susceptible to flash floods. A 100 and 500 year floodplain and a variety of riverine wetland types are adjacent to the Colorado River.

Water Resources. Ground water wells provide the majority of the water for the area and the availability of suitable ground water in this region determines the pattern of land use. Water quality ranges from good to poor. The lower Colorado River is the only major surface water course within the area.

Air Quality. The majority of this region is classified as attainment for NAAQS criteria pollutant standards. San Bernardino California is classified as non-attainment for ozone (extreme and severe), carbon monoxide (moderate) and the western area of the county is in a PM-10 non-attainment area due to multiple types of emissions.

South Pacific Border

This region encompasses the coastal one-third of California in the greater Los Angeles metropolitan area.

Climate. Annual precipitation is generally between 10 and 15 inches. Summer temperatures (degrees fahrenheit) are usually in the 80s and 90s and winter temperatures average in the 60s.

Topography/Geology/Soils. Elevations and topography of the region vary from the sea-level beaches of Santa Monica to the 4,100 foot Cajon Pass area of the San Gabriel and San Bernardino coastal range mountains. Numerous faults underlie the region and earthquakes are a relatively common occurrence.

Prime and Unique Farmlands. Urbanization and commercial development severely limits agricultural production throughout the majority of this natural region. Less than 10% of the land surface is identified as prime or unique farmland.

Vegetation. Dry coniferous forests of the mountains and chaparral of the coastal range slopes are the principal native vegetation types. Coastal sage scrub and chaparral habitat is being replaced by residential development and exotic plant species, such as palms and sub-tropical flowers. Coastal plants, saltmarshes and freshwater marshes once dominated on beaches and dunes, but have disappeared because of intense development. A few remaining native coastal habitats remain in private or public preserves.

Wildlife. Urbanization of this region has altered both wildlife species composition and populations. Introduced species such as spotted dove, African clawed frog, bullfrog, Norway rat, and parrots have become established. Representative native species include desert cottontail, coyote, striped skunk, mule deer, American crow, gopher snake, and southern pacific rattlesnake.

Threatened and Endangered Species. An inventory of all identified plant and animal species protected under the Endangered Species Act of 1977, as amended, has been made. Species are listed by county and state, and the document is available through the Technical Information Center, Denver Service Center, P. O. Box 25287, Denver, Colorado, 80225.

Floodplains and Wetlands. Water development, flood control projects, and storm drainage facilities have substantially reduced the floodplain and riparian wetlands of the region. Mountainous regions are susceptible to rainfall caused mudslides. Saltmarsh and freshwater marsh wetlands once dominated on beaches and dunes, but have disappeared because of intense development.

Water Resources. Approximately two-thirds of the area's water is imported. Local groundwater basins and surface water sources provide the remaining needs. Water quality varies from poor to generally good. Many of the local water sources currently used for irrigation are unacceptably high in salinity for domestic use.

Air Quality. The Los Angeles metropolitan area is classified as non-attainment for ozone (extreme and severe), carbon monoxide (serious), nitrogen dioxide, and PM-10 due to multiple types of emissions. The area is attainment for other criteria pollutants.

Assessment of Impacts

The following provides a general analysis of the conceptual impacts that could result from implementation of the alternative concepts described in this special resource study. The alternatives do not propose general or specific development activities. To comply with the purpose and intent of the National Environmental Policy Act and other related laws, the impacts of site-specific development actions would have to be evaluated and assessed prior to implementation of an alternative with accompanying general management plan and/or development actions. Identified impacts would be avoided or mitigated.

IMPACTS ON CULTURAL RESOURCES

Alternative 1

Potential conflict between presentation and resource protection and visitor use would increase because driving the road is essential to retain the historic use and character of Route 66.

Resources not selected would be more likely to suffer neglect because they would be perceived as less important.

Alternative 2

Adequate signs would increase visitation to the designated routes.

By focusing on various alignments use would be dispersed and might result in decreased resource deterioration.

Alternative 3

Signing the entire route would result in increased visitation.

There would be no coordinated effort to preserve resources associated with the highway. Resource deterioration would continue and would increase as a result of expanded visitation.

Alternative 4

Visitor use would increase as a result of the extensive use of signs.

Increased visitation would impact resources and might result in increased deterioration.

Alternative 5

Visitor use would increase as a result of the extensive use of signs.

This alternative would encourage local preservation projects.

Certain resources would be lost if owners were to decline participation in the project.

IMPACTS ON NATURAL RESOURCES

Alternative 1

Restoration and adaptive use of structures would not have long-term impact on natural resources. Development of new structures could have an impact on natural resources. These impacts would be evaluated, and compliance with the National Environmental Policy Act and other applicable regulations would be necessary for federal or federally assisted actions.

If new structures were built, construction could include both temporary and permanent soil disturbance, compaction, and displacement.

Construction activities and removal of vegetation would temporarily displace resident bird, small mammal, amphibian, and reptile populations. Some small ground-dwelling species might be permanently displaced, but this would not be likely to adversely affect populations.

Alternative 2

Restoration and adaptive use of structures would not have long-term impact on natural resources. Development of new structures could have an impact on natural resources. These impacts would be evaluated, and compliance with the National Environmental Policy Act and other applicable regulations would be necessary for federal or federally assisted actions.

If new structures were developed, construction could include both temporary and permanent soil disturbance; compaction, and displacement.

Construction activities and removal of vegetation would temporarily displace resident bird, small mammal, amphibian, and reptile populations. Some small ground-dwelling species might be permanently displaced, but this would not be likely to adversely affect populations.

Alternative 3

Present impacts on natural resources would remain unchanged.

Alternative 4

Present impacts on other natural resources would remain unchanged.

Alternative 5

Restoration and adaptive use of structures would not have long-term impact on natural resources. Development of new structures could have an impact on natural resources. These impacts would be evaluated, and compliance with the National Environmental Policy Act and other applicable regulations would be necessary for federal or federally assisted actions.

If new structures were built, construction could include both temporary and permanent soil disturbance, compaction, and displacement.

Construction activities and removal of vegetation would temporarily displace resident bird, small mammal, amphibian, and reptile populations. Some small ground-dwelling species might be permanently displaced, but this would not be likely to adversely affect populations.

IMPACTS ON SOCIOECONOMIC ENVIRONMENT

Alternative 1

Implementation of this alternative would not result in significant impacts on social or economic conditions on a regional or national scale. Some impacts on the socioeconomic environment along the route would occur on a local basis.

There would be a permanent commitment of federal funds to support the staff and activities of the commission. The commission would serve to coordinate preservation efforts by using its own staff and partnership arrangements with private groups as well as local and state governments. The commission would coordinate federal funding for grants or loans to private groups and local and state governments. Local efforts to preserve and promote Route 66 would be influenced by the federal government through the workings of the commission.

Federal funds would be required to acquire property and preserve resources. Some resources and property would change ownership. Short-term positive economic impacts would occur in the areas along Route 66 where selected sites are purchased and managed. Development of some sites would provide a small

number of additional jobs. These expenditures along with administration and maintenance related disbursements within local economies would result in some long-term positive economic impacts. However, these impacts are not expected to significantly alter or improve local economies.

Tourism related to Route 66 could increase for some locations/sites along the route due to preservation efforts.

Alternative 2

There would be no significant impacts on social or economic conditions on a national or regional scale. No significant change in local social and economic conditions would be expected. There could be isolated local economic benefits, but this would not be anticipated.

There would be a permanent commitment of federal funds to support the activities and staff of the trail's management agency. Federal expenditures to acquire property and preserve resources would also be required.

Tourism along Route 66 would increase due to the national historic trail designation. Related management and preservation efforts would be encouraged and supported under this alternative.

Success of this alternative would depend upon the many cooperative agreements and partnerships necessary between federal, state, and local agencies, grassroots organizations, private landowners and the administering federal agency. The direction and tone of preservation and promotion efforts for Route 66 could be greatly affected by federal involvement.

Alternative 3

There would be no change to local, regional, or national socioeconomic conditions.

Existing efforts to preserve or promote the preservation and use of Route 66 would not be aided or hindered.

Alternative 4

Redesignation of Route 66 would not result in significant impacts on social or economic conditions on a regional or national scale. Minimal positive impacts on the socioeconomic environment along the route could occur on a local basis.

There would be a one time, short-term expenditure of federal funds to provide for the sign program. Existing efforts to preserve or promote the preservation and use of Route 66 would be aided by consistent signs along the route.

Tourism along Route 66 could increase due to standardized signs along the route. Some localized positive economic impacts could take place if Route 66 related tourism increases significantly.

Alternative 5

Implementation of this alternative would not result in significant impacts on social or economic conditions on a regional or national scale. Some impacts on the socioeconomic environment along the route would occur on a local basis.

There would be a 10-year commitment of federal funds to support technical assistance, cost-sharing programs, grants, and loans to local groups, counties, and states. Federal assistance would focus on programs to preserve important resources. Actual implementation would rely on state and local entities and private organizations and individuals. Individual initiatives would guide and sustain preservation efforts. Federal involvement would not result in significant federal control or guidance regarding policy.

Tourism along Route 66 would increase due to the national heritage highway designation, and consistent signs. Related management and preservation efforts by nonfederal entities would be encouraged and supported under this alternative.

IMPACTS ON MANAGING ENTITY

Alternative 1

This alternative would require substantial long-term federal funds to purchase property, develop facilities, and support the commission's staff and programs.

Developing a criteria for selecting sites would be difficult and time-consuming because it would depend on a comprehensive inventory of the road's resources.

This alternative would require the development of a preservation strategy for those segments of the road that would receive increased use. Improvements and maintenance would have to preserve the resource.

Lack of signs throughout the entire road would result in increased fragmentation of the driving experience.

Alternative 2

This alternative would allow for a gradual development of site certification and for flexible criteria that could be modified as perceptions of resource significance evolved with time.

Alternative 3

Cooperation among the various state Route 66 associations and the highway departments would require concerted effort on the part of the consortium.

The consortium's responsibilities would require a substantial amount of time commitment, which might mean that only those with substantial means could afford to serve.

Funding for the consortium, its staff and programs might not be easily obtained.

Alternative 4

Cooperation among the different agencies and organizations would be difficult.

Establishing a Route 66 board would be quite difficult unless a federal agency was identified to facilitate the process.

Local interpretation input might result in fragmentation and in varying degrees of accuracy of information presented to visitors.

Alternative 5

Preservation assistance and research program would require a substantial commitment of funds.

Development of criteria for the preservation of those road segments with historic integrity would be necessary.

IMPACTS ON NATIONAL PARK SERVICE MANAGEMENT

Alternative 1

The management entity proposed under alternative 1 is a congressionally established Route 66 commission. Because there is no National Park Service involvement proposed in this management entity, there would not necessarily be an impact on National Park Service management through the implementation of this alternative. Congress would determine what role, if any, the secretary of the interior would play in implementation.

Alternative 2

Although most established national historic trails are administered by the National Park Service, Congress could designate another agency to administer the Route 66 National Historic Trail. If another agency is designated, National Park Service management would not be affected.

Should Congress designate the National Park Service as the administering agency, this alternative would have the greatest impact on National Park Service management. It would require the establishment of an administrative office and staff to carry out the mandates of the National Trails System Act as applicable to the Route 66 National Historic Trail. In addition, funds to manage and operate the trail would be the responsibility of the National Park Service.

Alternative 3

This alternative proposes no new federal action, and would therefore cause no new impact on NPS management. The National Park Service does, however, administer some of the grant programs that are currently available to implement some of the concepts described under this alternative, and it would be assumed that the consortium would seek such grants to implement these programs. Because those requests would be handled as any other similar grant request, current National Park Service staff that administers those grants would not have to be increased.

Alternative 4

As in alternative 3, there would be no impact on NPS management through the implementation of alternative 4.

Alternative 5

As in alternative 1, alternative 5 does not specifically propose any direct National Park Service involvement in implementation of this alternative. Therefore, NPS management would not necessarily be affected if this alternative were to be implemented. Congress would determine what role, if any, the secretary of the interior would play in implementation.

However as described in alternative 2. Congress could determine that the National Park Service should be the appropriate federal agency to administer the Heritage Highway. In that event operations and management and funding for these activities would become the responsibility of the National Park Service, thereby impacting National Park Service management.

Appendix A - Legislation

PUBLIC LAW IOI-400 - SEPT. 28, 1990

Public Law 101-400 101st Congress

An Act

To authorize a study on methods to commemorate the nationally significant highway known as Route 66, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Route 66 Study Act of 1990" SEC. 2. FINDINGS.

The Congress finds that (1) United States Route 66, the 2,000 mile highway from Chicago, Illinois, to Santa Monica, California, played a significant role in the 20th-century history of our Nation, including the westward migration from the Dust Bowl and the increase in tourist travel;

(2) Route 66, an early example of the 1926 National Highway System program, transverses the States of Illinois, Missouri, Kansas, Oklahoma, Texas, New Mexico, Arizona, and California;

(3) Route 66 has become a symbol of the American people's heritage of travel and their legacy of seeking a better life and has been enshrined in American popular culture;

(4) although the remnants of Route 66 are disappearing, many structures, features, and artifacts of Route 66 remain; and

(5) given the interest by organized groups and State governments in the preservation of features associated with Route 66, the route's history, and its

role in American popular culture, a coordinated evaluation of preservation options should be undertaken.

SEC. 3. STUDY AND REPORT BY THE NATIONAL PARK SERVICE. (a) STUDY. - (1) The Secretary of the Interior, acting through the Director of the National Park Service and in cooperation with the respective States, shall coordinate a comprehensive study of United States Route 66. Such study shall include an evaluation of the significance of Route 66 in American history, options for preservation and use of remaining segments of Route 66, and options for the preservation and interpretation of significant features associated with the highway. The study shall consider private sector preservation alternatives. (2) The study shall include participation by representatives from each of the States traversed by Route 66, the State historic preservation offices, representatives of associations interested in the preservation of Route 66 and its features, and persons knowledgeable in American history, historic preservation, and popular culture.

(b) REPORT. - Not later than two years from the date that funds are made available for the study referred to in subsection (a), the Secretary shall transmit such study to the Committee on Energy and Natural Resources of the United States Senate and the Committee on Interior and Insular Affairs of the United States House of Representatives.

(c) LIMITATION. Nothing in this Act shall be construed to authorize the National Park Service to assume responsibility for the maintenance of United States Route 66.

SEC 4. AUTHORIZATION OF APPROPRIATIONS There are authorized to be appropriated \$200,000 to carry out the provisions of this Act.

Approved September 28, 1990.

LEGISLATIVE HISTORY - S.963 (H.R. 3493):

HOUSE REPORTS: No. 101-637 accompanying H.R. 3493 (Comm. on Interior and Insular Affairs)

SENATE REPORTS: No. 101-89 (Comm. on Energy and Natural Resources)

CONGRESSIONAL RECORD):

Vol. 135 (1989): Aug. 2, considered and passed Senate.

Vol. 136 (1990): July 30. H.R. 3493 considered and passed House.

July 31, S. 963 considered and passed House, amended, in lieu of HR 3493.

Sept 13, Senate concurred in House amendment.

Appendix B: Route 66 National Historic Trail Eligibility and Feasibility Analysis

OVERVIEW

The declaration of a trail as a national historic trail is based on the criteria set forth in the National Trails System Act. Section 5 of the act provides three broad criteria that must be met for a trail to qualify for designation. National historic trails, according to section 3 of the act, are extended trails. "Extended trails means trails or trail segments which total at least one hundred miles in length, except that historic trails of less than one hundred miles may be designated as extended trails, while it is desirable that extended trails be continuous, studies of such trails may conclude that it is feasible to propose one or more trail segments which, in the aggregate, constitute at least one hundred miles in length." The act also requires recommendations as to the desirability or suitability of trail designation. The criteria are stated below, followed by an analysis of Route 66 for each.

(A) 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 currently exist as a discernible trail to qualify, but its location must be sufficiently known to permit evaluation of public recreation and historical interest

potential. A designated trail should generally accurately follow the historic route, but may deviate somewhat on occasion of necessity to avoid difficult routing through subsequent development, or to provide some route variations offering a more pleasurable recreational experience. Such deviations shall be so noted on site. Trail segments that were developed as motor transportation routes may be designated and marked on-site as segments which link to the historic trail.

Analysis: The highway resulted from historic use and was historically significant. Most of the original route and the majority of historic buildings and other sites associated with the highway can be identified. Much of the road is still in existence as state and local highways. Information about the highway is adequate to assess the public recreation and historic interest potential, and such an assessment is included in this study. This criterion is met.

(B) 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 American Indians may be included.

Analysis: This special resource study supports the conclusion that route 66 was significant in its role in migration and the settlement of the western United States between 1933 and 1970. This included World War II troop movements and the development of defense industries in the west, postwar travel and settlement, and, to a lesser extent, migrations during the Dust Bowl. This criterion is met.

(C) 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 this category.

Analysis: Route 66 has proven potential for recreational use. Route 66 organizations are found in all states that hold portions of the highway, and membership includes people from across the country. Route 66 associations are even found in foreign countries. There has been national media attention to Route 66, and individuals and groups are touring parts of the highway. This interest has developed without a national program to draw attention to the highway. Much of the current interest is driven by an interest in tourism and its economic benefits. Historic appreciation and interpretation of Route 66 is currently limited.

Present public use is tied to an appreciation of Route 66 as a cultural symbol and is fueled by attention to popular songs, movies, and television shows. However, there is a growing interest in the broader history of the highway and the preservation of resources associated with it. Local and regional Route 66 museums are being established. Route 66 associations are working with cultural resource agencies and organizations to complete resource inventories of the highway and nominate eligible properties to the National Register of Historic Places. There is also a growing nationwide interest in other historic transportation corridors. Local grassroots efforts could be supplemented and assisted with a coordinated nationwide program of professional historical research, historic presentation, and interpretation. Numerous historic sites and potential interpretive facilities along the highway provide adequate potential to develop a program to provide for historic appreciation and interpretation beyond the current level of interest. Based on this potential and the trend toward more interest in the history and resource preservation needs of the highway, this criterion is met.

SUITABILITY AND FEASIBILITY

The National Trails System Act [section 5(b)] requires that other elements of a trail designation be explored in a trail study.

A trail study should include discussions of both the feasibility and desirability of designating a route as a national trail.

The act requires that "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.

Unlike a scenic trail, a national historic trail does not have to be continuous. Historic sites and segments of the trail are added through a certification process. The trail is tied together programmatically and need not be completely contiguous. The existence of significant lengths of original highway and numerous historic structures and sites pose no physical barrier to the development of a historic trail. Missing segments of the original road can be bridged by placing signs connecting roads as part of an auto tour route.

There are several different aspects to determining the financial feasibility of a Route 66 national historic trail. The initial funding needed for a new trail is for the development of a comprehensive management and use plan. Development of such a plan for existing national historic trails has cost approximately \$250,000. However, Route 66 is of significantly greater scope than previous trails in terms of identified route, numbers of historic sites, and number of communities and people potentially affected by such a designation. The Santa Fe National Historic Trail includes about 1,200 miles of designated trail and has about 200 identified sites. Route 66 is approximately 2,400 miles long, and New Mexico alone has over 557 historic properties. The exact number of sites on Route 66 is unknown, but there may well be several thousand overall. Also, Route 66 is still being used, unlike other historic routes. Such issues as extensive use of the actual historic resource, continuing adjacent land use, economic development, and residential use would be raised along Route 66. With the high level of public and agency involvement required to develop a plan for Route 66, at least \$500,000 would be necessary to properly complete the comprehensive plan.

Trails require a base operating budget for the managing agency. Funds cover basic administration of trail programs. Based on current national historic trail operations, it is estimated that \$250,000 annually would be required to provide a minimum level of professional staff and support services to operate a standard national historic trail. Due to the scope and nature of Route 66, at least \$500,000 per year would be needed. Staffing levels for a Route 66 national historic trail would be considerable. Among the personnel required would be a cultural resource specialist, historian, interpretive specialist, landscape architect, administrator, and clerical staff. A budget of \$600,000 would also allow funding for several minimal cost-sharing grants for interpretive and resource presentation projects per year. That level would not include funding for large scale projects such as video or film productions, major exhibit design and production packages, and major resource preservation grants, which would have to be funded through line item appropriations, or fundraising.

While it would be possible for a federal agency to administer Route 66 as a national historic trail, the nature of the resource, land and resource ownership and use, and other characteristics are very different than other national historic trails. Unlike existing national historic trails that preserve remnants of routes where primary uses have been discontinued, much of the remaining roadway and many of the structures and places along Route 66 are still in use. This produces potential for conflict. A section of highway cannot continue to be used, maintained, or upgraded to meet changing transportation needs and still be preserved as a historic remnant. Sections of the road that currently meet the certification requirements of a national historic trail might not continue to meet the requirements should road maintenance and safety needs require changes.

Most Route 66 structures that are well maintained are still functioning businesses. This raises additional concerns. The need for a business to survive and provide an adequate living for its owners and employees would be the first priority. Conflicts between business survival and the programs and standards of a national historic trail would be decided in favor of economics. Inclusion of a private business in a federal program that provides publicity for that business and technical and financial assistance could produce conflicts. A few current businesses operate in historic sites on existing national historic trails. Trail literature promotes these sites for their historic values and features but not for the businesses that are now present. On Route 66 the managers would frequently be promoting visits to sites where the historic use is the same as the current use.

A related issue is that Route 66 continues to evolve. For example, businesses that were started after the historic period on Route 66 (even those only a year or two old) frequently view themselves as being as much a part of Route 66 as those that are continuing from the 1930s, 40s, or 50s. A national historic trail, however, would focus only on the period of historic significance. Businesses or other features that were more recent would not be included in the national historic trail programs.

Programs could be developed to supplement the national historic trail that would allow recognition of road segments and sites that are part of the continuing Route 66 but not part of the historic road. This would require an additional government or private sector program and could result in public confusion and competition between the two programs.

The desirability of a Route 66 national historic trail should be thoroughly evaluated by decision makers, with additional public involvement. Other options in this document are more inclusive but provide a smaller federal administrative role.

Section 5(b) of the trail act also requires the following elements be included.

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

A general map of Route 66 and appropriate illustrations are included in the body of this special resource study (route variations over different time periods should be considered as part of any proposed national historic trail).

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

The cultural landscape and significant natural and cultural resources associated with Route 66 are described in this special resource study. Under a national historic trail program only those route segments and sites that have a direct and significant tie to the historic period would be included.

This would include only those route segments considered historically significant and structures and sites along these segments. Sites not on the immediate route with more indirect ties to the highway would not be included.

(3) the characteristics which, in the judgment of the appropriate secretary, make the proposed trail worthy of designation such 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)

A national historic landmark study was not called for under the requirements of this special resource study. The route demonstrates the historical values associated with the national historic trails and provides some opportunities to preserve representative cultural resources, including cultural landscapes. It meets the three primary criteria for historic trails. but due to its continued use and evolution, imposition of national historic trail management standards and policies would not be feasible. The National Park System Advisory Board has not been requested to review this study.

(4) the current status of landownership and current and potential use along the designated route

Landownership along the route includes both public and private holdings; private dominating the route in its eastern portions, and mostly state, U. S. Forest Service, and Bureau of Land Management in the desert southwest and western portions. In addition, much of the adjacent land in New Mexico and eastern Arizona is owned by a number of American Indian tribes.

Currently the route is used primarily as a secondary state highway or as a county or local road. A wide variety of businesses operate along the road, many of which have been operating since the early days of the highway. Strip development is common along the road near larger cities, frequently destroying historic structures and cultural landscapes associated with Route 66. With the increased interest in Route 66 there has been some development of new businesses. Rural sections of the road pass primarily through land used for farming and grazing. Some housing developments are found outside cities. Potential uses of the land are anticipated to be a continuation of present trends with increased development moving out from the cities. Local and state groups interested in Route 66 are taking action to promote development compatible with the spirit of Route 66.

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

At the level of detail set forth in this special resource study it is virtually impossible to provide reasonable estimates for land acquisition. Such decisions would more appropriately be made in the subsequent comprehensive management and use plan that would be developed if the Route 66 national historic trail were established. As noted in the discussion of the national historic trail alternative, however, it is dependent on cooperative partnerships among the managing federal agency and current property owners. Therefore, only minimal federal land acquisition is envisioned.

(6) the plans and costs for developing and maintaining the trail

The Route 66 national historic trail, if established, would use as much as possible the remaining/replacement highway sections currently being maintained by local, county or state highway departments. Nothing in the national historic trail alternative proposes to change that. It is possible, however, that additional maintenance costs may be incurred by those agencies if increased demand for use of the route results from its designation as a national historic trail.

(7) the proposed federal administering agency

Although the act stipulates that Congress can designate either the secretary of agriculture or the secretary of the interior to administer national historic trails, the National Park Service is the administering federal agency for most of the national historic trails established to date. The National Park Service now has established a body of knowledge, policies, guidelines, experienced staff, and a national level management structure for administering national trails. A lead administering agency would work in partnership with other federal agencies managing their respective Route 66 resources.

(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 land and in the administration thereof

Only minimal land acquisition is envisioned. Partnerships with states and their political subdivisions and public and private organizations would be critical to the success of a Route 66 national historic trail. The alternative concept is based on the assumption that states and counties as well as public and private organizations would continue to be supportive in the subsequent management of the trail.

(9) The relative uses of the land involved, including the number of anticipated visitor-days for the entire length of, as well as for segments of, such a trail; the number of months that 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.

Because much of the actual route of Route 66 will be included in the auto-tour route for the national historic trail, Route 66 would be available for recreational driving use, as it is now, all year. The National Trails System Act provides that non-federally owned sites and segments of a trail only become part of the national historic trail if the owner requests that the site be so certified and the site meets appropriate criteria for preservation and visitor use. These criteria would be set forth in the comprehensive management and use plan for the trail. Not all segments of Route 66 nor all historic sites along the route would become protected components of the national historic trail. Certified sites are frequently available for public use all year but in some cases use may be restricted to certain times or allowed only under certain circumstances to accommodate the needs and rights of private property owners. There is insufficient data available to provide estimates of the economic and social benefits of alternate land uses or the employment or expenditures that might accrue from such a 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.

Travelers have been driving Route 66 and enjoying its resources most of which are traveler service related, since its inception in the 1920s. This would be expected to continue with the designation of the Route 66 national historic trail and could increase. However, national historic trail programs include provisions for monitoring resource conditions, mitigation of visitor impacts through visitor use developments and interpretation, carrying capacity studies, and similar actions to balance use and preservation. A comprehensive management and use plan would have to be prepared for the Route 66 national historic trail should it subsequently be established. It would be within the purview of that plan to address the specifics of resource evaluation, use, and preservation strategies.

Appendix C: Public Involvement

Public involvement included compiling a mailing list, sending newsletters, requesting written responses, contacting road associations as well as state and local organizations, organizing public meetings along Route 66, and contacting American Indian governments. These efforts have allowed the team to identify what the public feels is important about Route 66. This is a summary of public input.

In the fall of 1992 the National Park Service, Denver Service Center distributed a newsletter describing the Route 66 special resource study. The newsletter presented the legislation, the study objectives, an overview of the resource, an explanation of the planning process, and the planning schedule, and listed future opportunities that the study could facilitate. The response form asked for comments on any aspect of the study and tried to encourage specific input on important resources and ideas for the future of Route 66.

NEWSLETTER NUMBER 1

Eighty-two responses were returned; 18 from organizations and agencies and 64 from interested parties.

Out of the 82 responses, 24 expressed concern over local or regional resources, 21 expressed a desire to have national recognition/designation of Route 66, including federal funds to revitalize the route. Forty-two people asked to be added to the mailing list or needed more information, while 26 requested research data or offered to contribute personally to Route 66. Of the respondents, nine belonged to one of the Route 66 associations. Eight were concerned with tourism and improved economic development associated with road revitalization. Six responses directly mentioned the importance of the Santa Monica pier as an important historical resource. The majority of respondents expressed concerns that centered on improved economic conditions for local business owners, including the preservation of important local landmarks, the road and associated resources (possibly through national register nominations and significance criteria). Other subthemes included concern about aiding the international visitor, preserving the resources for future generations, and development of proper highway signs and guidebooks. The open-ended nature of the comment form tended to generate stories related to personal reflection and individual or local history associated with Route 66.

NEWSLETTER NUMBER 2

In the spring of 1993 the second newsletter was distributed to approximately 1,000 interested individuals on the mailing list and to many more during the public meetings. This newsletter described four alternative concepts for the future of Route 66. The concepts were derived from a combination of comments from public meetings, the first newsletter, other NPS plans, and preservation and planning issues.

Of the 107 newsletters returned, 10 were from organizations and agencies and 96 from individuals.

Individuals on the mailing list were asked to comment on the four alternatives presented. The members of various organizations and agencies expressed interest in the road for economic and preservation reasons. Many of the comments included individual reminiscences about experiences along the road and various road attributes.

SPECIFIC RESPONSES

Concept 1: Route 66 Rediscovered and Nurtured

Those people who approved of this concept felt it was the simplest, included preservation of resources, orientation facilities, left touring decisions to the visitor, developed a focused commission, and offered standard signs and maps. However, many respondents remarked that this concept could fragment the road and its resources. Some worried about the creation of another government entity. Others feared that preservation criteria would be too subjective, or were confused over who would get jurisdiction over the resources, or felt that too much responsibility was given to local groups.

Concept 2: The Route 66 National Heritage Corridor The appealing aspects of this concept included regional economic benefits, the overall interstate scope, the focus on cultural heritage, historic preservation, hike/bike options, and the publication of guidebooks.

Respondents also felt that this concept was too broad and fragmented, and most articulated that the concept was more than Route 66 ever was itself. Some stated that the concept should include all alignments, and its primary emphasis should be on preservation of the road and the associated resources. Some preferred a federal commission to a local consortium, although most concluded that this concept would be too expensive. They felt that too many diverse and sometimes opposing organizations exist to form an effective consortium.

Concept 3: Route 66 Commemorated

The majority of comments received about this concept were negative. People felt that labeling the interstate would be an offense against Route 66 (alignments should be labeled) and that establishing a national board would be unrealistic. Most existing associations are only loosely linked. Others commenting felt that if the states were in control it would require intensive coordination. In addition, there would be gaps in both preservation and interpretation .

Benefits seen in this concept included independence from the federal government (which would provide the initial signs), the states would influence visitor experience. and there would be welcome centers for interpretation.

Concept 4: The National Historic Trail

Supporters of this concept felt that the prestige of national designation would help Route 66. They liked the overall tourism theme, putting qualifying resources on the national register, having the National Park Service manage the national historic trail program in partnership with others.

The negative comments included a feeling that the road is part of the built and actively used environment and not a trail. The fear of too much government intervention was also clear. They did not want federal land acquisition, the slow implementation process associated with federal projects, and the loss of identity. There was also a question of legal liability, the need for on-going preservation money, the feeling that national register criteria are inappropriate and that too much responsibility is put on site owners.

SPECIFIC SUGGESTIONS

People made a number of suggestions

- ? Route 66 should be the "premier" national heritage corridor of the auto age.
- ? The study should be integrated with the national biological survey and other state and local environmental programs.
- ? Department of Defense and Department of Transportation information should be included.
- ? There is a lack of money in the federal government.
- ? Route 66 is too cumbersome for a government to manage.
- ? The money for the study should have been spent on a survey of the road and its resources.
- ? Give congress a recommendation, not four options to choose from.
- ? Let the private sector preserve what is left
- ? The public meetings should be expanded on a regional basis or to the entire nation.

AMERICAN INDIAN CONSULTATIONS

Members of various tribes along Route 66 attended some of the public meetings. The Southwest Regional Office of the National Park Service provided a mailing list of American Indian contacts in the fall of 1993. The Western Regional Office supplied a few contacts for California and Arizona. The Midwest Regional Office had no contacts for the Route 66 corridor. As a result, most of the contacts were from California, Arizona, New Mexico and Oklahoma. In the winter of 1994 the tribes near and within the Route 66 corridor were directly contacted by mail. All road alignments were included. Only two individuals from New Mexico have responded: both preferred concept 1.

Additional Public Notification

Press releases were issued and articles were published to encourage participation in public meetings. Written responses were sought. Other publications that generated public interest were the Route 66 News (February 1993), Mother Road Journal, Grants Beacon, Out West: The Newspaper that Roams (Spring 1993), The 66 News (February 1993 Route 66 Association of Illinois), Rolling Route 66 (Netherlands),

Cibola County Beacon (Grants, New Mexico), Illinois Route 66 Association Newsletter (Winter 1992), Williams News (December 17, 1992), Route 66 News. (February 1993 Route 66 Association of Arizona), American History (May 1993), Friends of the Mojave Road, The Los Angeles Times and numerous others. In the spring of 1994 the Mother Road Journal ended publication.

Public Meetings

In the fall and winter of 1992 members of the Route 66 special resource study team traveled the entire length of Route 66 from Illinois to California. On this trip they observed the resources and met with members of state Route 66 associations, State Historic Preservation Offices, departments of tourism, highway departments, county planning personnel, and various museum and business owners on an informal basis to gather information on resources, current programs, concerns, and hopes for the future.

Formal public meetings were held in the fall of 1993. There were eleven public meetings in seven states (Rancho Cucamonga and Needles, California; Winslow, Arizona; Gallup and Albuquerque, New Mexico; Amarillo, Texas; Oklahoma City, Oklahoma; Springfield and St. Louis, Missouri; Springfield and Kirkwood, Illinois). More than 300 people attended the meetings. The participants included representatives of federal, state, and local agencies, American Indian tribes and private citizens.

Results

Based on public response to the newsletter and in the meetings, the team re-evaluated the four conceptual alternatives. The team rewrote the previous alternatives to reflect ideas and concerns that were raised and developed a fifth alternative: The Heritage Highway.

Appendix D: Inventories and Surveys

Surveys and inventories of Route 66 resources are limited. With the possible exception of New Mexico, surveys are so incomplete that comparisons or projections are extremely tentative. Lists of properties eligible for the National Register of Historic Places leave out significant resources that help to illustrate the character of Route 66, particularly properties built during the 1940s, 50s, and 60s that do not meet the 50-year National Register of Historic Places criteria. The New Mexico survey clearly demonstrates the problem. It lists 557 highway-related structures, although it does not include bridges, residences, parks, civic buildings, churches, or natural features. But only 38 of the 557 are considered eligible for nomination to the national register. The photographic survey done by the Kansas Route 66 Association illustrates the high density of highway-related resources. With slightly over 14 miles of road, Kansas has 75 structures that have been identified as important to the Route 66 experience. This is 5.3 structures per mile.

ILLINOIS

An inventory of national register eligible structures and pavement evaluation was completed in 1994. It is limited to the portion of the road between Dwight and Pontiac (roughly 25 miles of over 300 miles of Route 66 still surviving in the state).

MISSOURI

A survey of Route 66 roadside architecture eligible for the national register (including structures that do not meet the 50-year criteria) was started but not completed (it is about 65% done). It does not include bridges, road alignments, houses, or farms. Cities also need additional work. The survey listed 249 properties 85 hotel/motel/camps, 84 garages/gas stations/car dealers/body shops, 38 restaurants/diners/taverns, 36 stores, and 5 drive-in theaters.

KANSAS

The Kansas Route 66 Association has photographed 75 structures it considers significant; 63 stores/offices; 5 restaurants/bars; 3 garage/gas stations; 3 miscellaneous; and 1 bridge. It should be noted that Kansas only has 14 miles of road so the list includes over 5 structures per mile. Most of the original 14 miles are still in use.

OKLAHOMA

A survey of national register eligible properties was prepared in 1984. This survey listed 33 properties - 13 gas/service stations, 10 hotel/motels, 5 auto dealers, 3 bridges, 1 stretch of road, and 1 trading post.

TEXAS

There are two listed national register properties - the U-Drop Inn and the Phillips 66 Station in McClean. Preservation Amarillo has submitted a national register nomination. It includes 22 sites as representative properties in the Route 66 Historic District on 6th Street in San Jacinto Heights. There are 17 commercial buildings, 2 residences, 1 commercial vernacular, 1 church, and 1 site consisting of 16 WPA curb stamps.

NEW MEXICO

An inventory of New Mexico historic buildings lists 557 tourist-related properties along Route 66 (1926-1960), including road segments. Only 38 of these were rated as eligible for the national register - 13 tourist courts/motels, 9 gas stations, 6 curio/trading posts, 5 sections of abandoned road segments, 3 restaurants, and 2 municipal roadside attractions.

ARIZONA

The U.S. Forest Service prepared national register nominations for six sections of the road - Parks (1921), Parks (1931), Ash Fork Hill, Pine Springs, Branigan Park and Williams. There is also a nomination for the Kingman Multiple Resource Area that includes a list of ten commercial buildings that were on Route 66. All of these structures precede Route 66, and except for three cases (Hotels Beale and Brunswick and Old Trails Garage) they cannot be considered contributing resources. A Historic American Buildings Survey/Historic American Engineering Record inventory of Arizona bridges lists five bridges, all rated national register eligible. An Arizona historic property inventory lists 49 properties (but no bridges or road segments)- 24 motels, 19 gas stations/auto repairs/dealerships, 3 mixed uses, 3 diners, 1 store, and 2 miscellaneous.

CALIFORNIA

There are no inventories or surveys. Vivian Davies of the California Route 66 Association has authored a guide that describes many of the Route 66 related properties. However, there is no systematic inventory or survey. According to the AAA Guide, Route 66 was 2,481.9 miles long in 1931. But this was not a fixed distance. The guide periodically indicated how various highway options would save miles or provide greater traveling ease. For example, to drive between Mitchell and St. Louis there was a choice of two routes. The route via Granite City and Venice was 3.2 miles shorter: via Chain of Rocks bridge there was less traffic congestion.

Total Route 66 mileage figures seldom include the mileage from the various alignments that modified the road before and after 1931. These are not insignificant. Some of the major ones are in central Illinois (Chatham, Carlinville, Staunton, Edwardsville-77 miles: Glenarm, Litchfield, Mt. Olive, Edwardsville 73 miles) New Mexico (between Santa Rosa and Correo 147 miles). Arizona (between Seligman and Kingman 62 miles: between Kingman and Topock 67 miles). California (between Needles and Essex 35 miles: between Essex and Amboy 132 miles). There are also about 500 miles of less dramatic route changes in urban areas where the alignments used during the life of the highway were a short distance apart.

The descriptions below do not make an assessment of the quality of the driving experience. In some cases it is possible to drive on pavement that dates from the early 1920s. In others the original pavement and feel has disappeared. but the highway corridor remains almost unchanged. From Chicago to Los Angeles there are relatively few sections where all evidence of Route 66 has completely disappeared.

ILLINOIS

The 1931 AAA Guide indicated that the state had 294.5 miles of Route 66. Later realignments added about 30 miles in the area west of Joliet and more than 140 miles for the Chatham, Carlinville, Staunton road (Route 4). In some locations there are several generations of highway side by side. With very few exceptions, the interstate was not built on Route 66, and major portions remain a frontage road. Only in large cities, such as Chicago, Bloomington, Springfield, and East St. Louis, has the character of the road been overwhelmed by modern development. But it is still possible to find important Route 66 resources in all of these urban areas. There are more than 300 miles of Route 66 in Illinois.

MISSOURI

The 1931 AAA Guide indicated that the state had 302.2 miles of Route 66. A series of realignments through St. Louis and west of the city (Manchester Road to Gray Summit), around Devil's Elbow, Springfield and Joplin make up for the very few miles that cannot be driven east of Stanton and a 10-mile section west of St. Louis where the inter-state was built on Route 66. Nearly 300 miles of Route 66 can be driven today.

KANSAS

The 1931 AAA Guide indicated that the state had 14.7 miles of Route 66. There have been some realignments, but the road remains virtually unchanged.

OKLAHOMA

The 1931 AAA Guide indicated that the state had 408.3 miles of Route 66. Most of these original miles can still be driven today as Oklahomans claim to have the longest segment of Route 66. Several alignment changes through Tulsa, Oklahoma City, Miami, Vinita, Hydro, Elk City, and Erick indicate that the number of drivable miles today might exceed the distance recorded in the AAA Guide.

TEXAS

The 1931 AAA Guide indicated that the state had 194.7 miles of Route 66. According to local experts more than 91% of the road is drivable. Only a small segment near Alanreed and one on the eastern edge of the state have been lost. Amarillo boasts several realignments through town and the route through Jericho Gap follows an original 1920s alignment. There are at least 185 miles of Route 66 in Texas.

NEW MEXICO

The 1931 AAA Guide indicated that the state had 535.2 miles of Route 66. This included the alignments through Santa Fe and Los Lunas. After 1937 the road no longer went north to Romeroville from Santa Fe but directly east through Tijeras Pass to Albuquerque. It no longer went south to Los Lunas but east toward Laguna. The road through Gallup underwent small alignment modifications. Since it is still possible to drive the original alignments from Santa Rosa to Romeroville, Santa Fe, Albuquerque, and Los Lunas, there are probably more than 500 miles of Route 66 left in the state.

ARIZONA

The 1931 AAA Guide indicated that the state had 400.3 miles of Route 66. The actual losses of drivable road (mostly east of Winslow and west of Holbrook) are relatively small, and because the alignment change between Kingman and Topock offers additional miles, there are probably nearly 350 miles of Route 66 still drivable in Arizona.

CALIFORNIA

The 1931 AAA Guide indicated that the state had 332 miles of Route 66. The road ended at Los Angeles (Broadway and 7th) and did not extend to Santa Monica. With very few exceptions, it is possible to drive most of the original corridor through California.

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As the nation's principal conservation agency the Department of the Interior has responsibility for most of our nationally owned public lands and natural and cultural resources. This includes fostering wise use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places and providing for enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people. The department also promotes the goals of the Take Pride in America campaign by encouraging stewardship and citizen responsibility for the public lands and promoting citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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