



**GREENLEE COUNTY ROAD OWNERSHIP
STUDY**

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Mule Creek Highway, c. 1922.

Special Thanks:

Arizona State Archives

Arizona State Lands

Bureau of Land Management

Graham County Board of Supervisors

Greenlee County Board of Supervisors & Recorder

Sharlott Hall Museum Map Collection

US Forest Service

Phil Ronnerud

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The Coronado Trail, U.S. Highway 191.

Southeastern Arizona Governments Association is pleased to present the Greenlee County Road Ownership Study (ROS). This study is the result of three years of preparation, research, analysis and design, made possible by funding from Federal Highway Administration through the Arizona Department of Transportation’s State Planning and Research (SPR) program. The project had two primary goals: to assemble all available documents relative to road ownership in Greenlee County, and to assemble that data into an accessible Geographic Information System (GIS) for easy access.

Southeastern Arizona Governments Organization (SEAGO) is the author of the study, being the Council of Government for the region which includes Greenlee County. SEAGO performed the study in response to the needs of County staff and elected officials, who wanted a comprehensive review of available records organized in a user-friendly way. This would allow County staff and decision makers to get the facts they need.

During the course of this study, SEAGO researched approximately 44,000 pages of Board of Supervisors minutes, recorded deeds, surveys and plats from the Territorial era to the present, looking for road declarations, dedications and recorded easements. In addition to these critical sources, SEAGO also examined documents from the Arizona Department of Transportation (including surveys, maps and abandonments), the Arizona State Land Department, the Bureau of Land Management, and the US Forest Service. Finally, the authors made extensive use of available historical writings and maps, newspaper articles, archaeological surveys, oral histories, and other sources.

The results of this research are accessible through SEAGO’s GIS database, developed using ESRI’s Arc GIS Pro v 2.3.3 and Arc GIS Online. This geodatabase is the primary deliverable for this Study. The roads for which ownership-related documents exist are displayed on the GIS interface, and relevant documents are accessible through pop-up displays. The GIS product also includes other enhanced features, discussed below.

INTRODUCTION

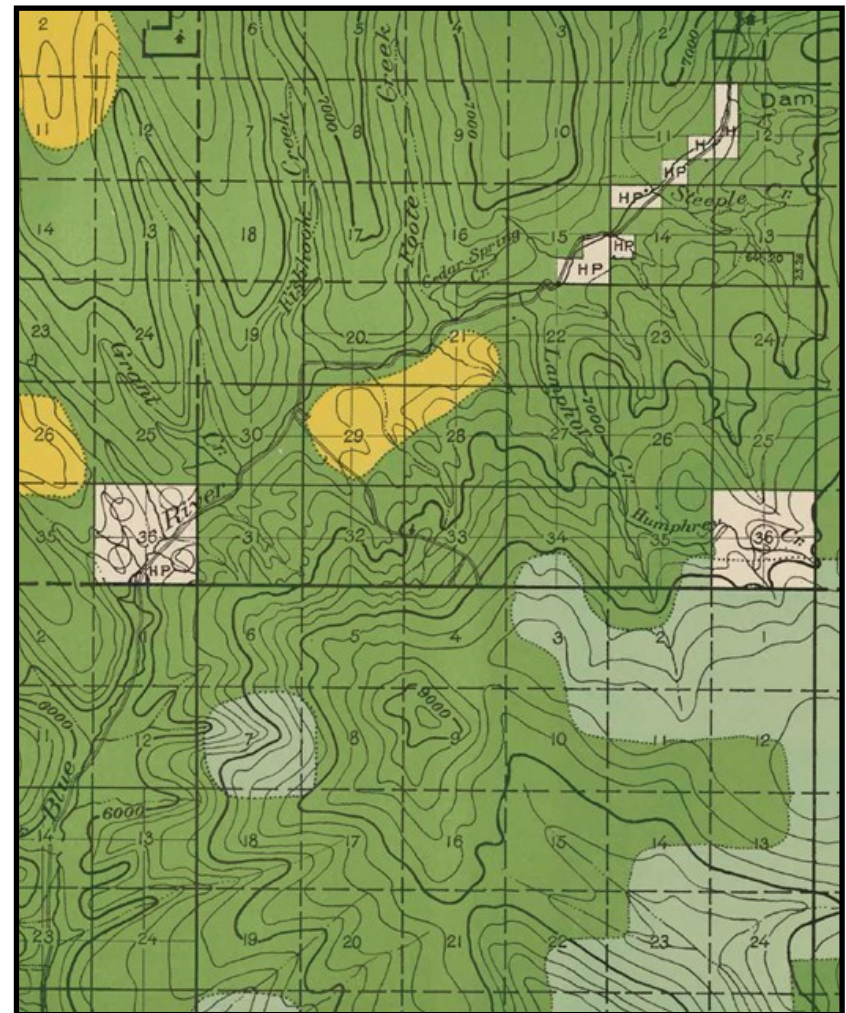


**SouthEastern Arizona
Governments Organization**

In addition to the geospatial database, the research results are indexed and stored on USB drives referred to below as the File Collections. The documents embedded in the GIS features are also stored in the File Collections, as are other collections of land patents, Homestead Entry Surveys, documents from the Forest Service, historical materials, and other documents. An important collection of high-resolution historical maps of Graham and Greenlee Counties, and Arizona Territory, obtained from archival collections are also included. Finally, the File Collections come with a backup of the GIS data used to rebuild or restore the system if needed.

The GIS and the File Collections are both configurable and are intended to be built upon as more documents or information develop in the future.

Finally, the Road Ownership Study includes this report. The pages below include the study methodology, result summaries, and user guides to the GIS and File Collections. The report also includes a brief transportation history of Greenlee County, drawn from the many sources consulted in this study.



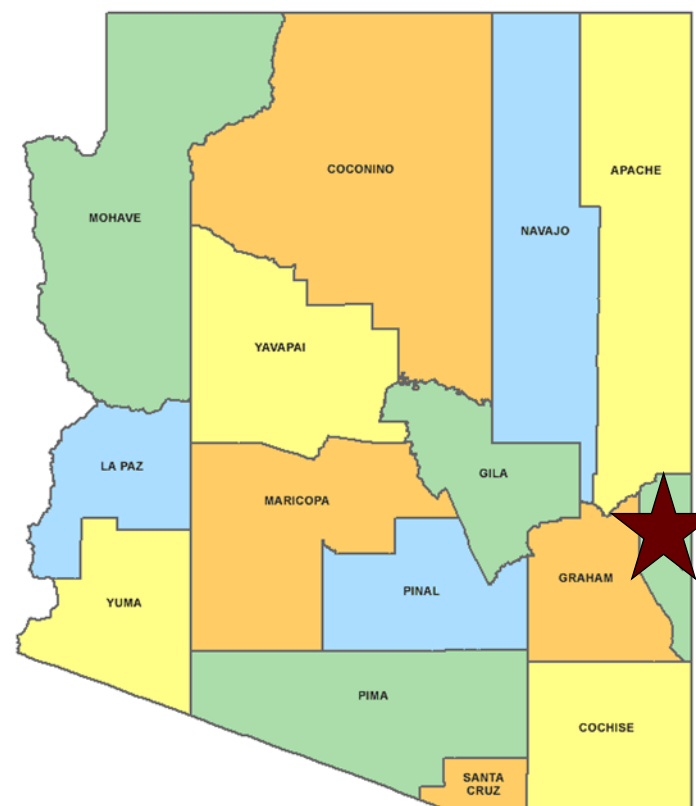
Blue River and Blue River Road. From the USDA's Forest Atlas of the Apache National Forest, 1909.

In 1909, Greenlee County became Arizona’s 14th county, by an act of Arizona’s 25th Territorial Assembly. The county was formed from the eastern section of Graham County. The county was named for Mason Greenlee, a pioneer prospector who came to the area in 1874. Greenlee County covers 1,848 square miles, with the majority being government owned. The Forest Service controls 63.5 percent; the Bureau of Land Management controls 13.6 percent; and the State of Arizona controls 14.8 percent. The remainder, less than 10%, is where Greenlee’s people live. Greenlee County’s population was 8,437 following the completion of the 2010 Census. Clifton has been the County Seat since Greenlee County’s inception.

Many of the Greenlee’s existing roads and trails pre-existed European settlement. These roads followed the routes of least resistance and access to water, such as the Blue, Gila and San Francisco Rivers. Virtually all of the area’s roads were built piecemeal. Their locations were determined primarily by the needs of local traffic moving in and out of towns, and secondarily by regional traffic moving between towns. During the Territorial period and early Statehood, public road construction and maintenance was the responsibility of the counties. Following the reorganization of the State Highway Department in 1927, many regional roads were passed over to the State. As the State highway network developed some State roads were returned to the County.

In addition, changes in jurisdictional ownership, legal boundaries, road maintenance responsibilities, and land management practice created a mosaic of roads within the County. Many of these roads lack a documented history of right-of-way ownership. Some roads were abandoned or relocated. Other roads were improved and maintained. However, the legal transfer of these rights-of-way did not occur in many cases.

PROJECT BACKGROUND





Graham County, 1884. From a Rand McNally map of Arizona Territory. The SEAGO team collected this and other Territorial-era maps from the Sharlott Hall Museum Map Collection, and are part of the File Collection included in the Greenlee Right-of-Way Study.

The research necessary to locate relevant records has been prohibitive for County staff. Apart from La Paz, Greenlee is the youngest County in Arizona, having been part of Apache, Graham, Pima, and Yavapai Counties during the Territorial period. Early records relative to roads were thus scattered across Arizona. Even the more recent and relevant records from 1881 onward were dispersed throughout Board of Supervisor and County Recorder books from the Graham and Greenlee archives. The Board of Supervisors and County Recorder documents have not been digitized for text-searching.¹ Many records do not identify roads by name in any case.

These conditions can create challenges to efficient permit processing, developing accurate inventories for Highway User Revenue Funds (HURF), or resolving jurisdictional issues. The Greenlee County ROS was intended to address these challenges. Greenlee County officials, working with SEAGO’s Transportation Program staff developed the scope of work for the project in 2016-2017. Below is the scope of work, per SEAGO’s Regional Transportation Work Program.

1. The Greenlee County Recorder began the process of digitizing its records in the summer of 2019.

SCOPE OF WORK

The SEAGO Transportation Program Work Plan defines the scope of work for this study thus:

The purpose of this study is review the road network history of Greenlee County; to research the ownership history of the County's roads and associated fragments, to document current road ownership history of the County's roads and associated fragments; and to incorporate that data into a geographic information system (GIS) data base. Priority roads from the Highway User Revenue Fund (HURF) were the starting point for this project.

The Scope of Work for this project was as follows:

Review and Verify Greenlee County Road Inventory (HURF Road listing, Centerline Inventory);

Develop a Greenlee County Master Road inventory;

Develop a priority list of roads in need of ownership verification;

Collect Immediately Available Historical Roadway Maps/Photography dating from 1909 (Greenlee County's Inception) including but not limited to: USGS maps; Government Land Office/BLM Plats; homestead entry surveys; published tourism maps; Greenlee County maps from 1909 forward; ADOT and Arizona Highway Department right-of-way maps; and aerial photographs of the County;

Digitize historical maps/aerial photos for GIS system incorporation;

Research and document ownership of selected roads;

Incorporate ownership data into the County's GIS system; and

Develop a road ownership report for the Greenlee County Board of Supervisors.

In developing the Greenlee County Road Ownership Study, SEAGO staff used a variety of historical documents. These include maps, secondary source materials found in books and reports, and primary sources including newspaper reporting and official government records. Taken together, a portrait of the historical development of the Greenlee County road system can be assembled. The following pages offer a brief history of early road development in Greenlee County.

Prehistoric to Historic Times

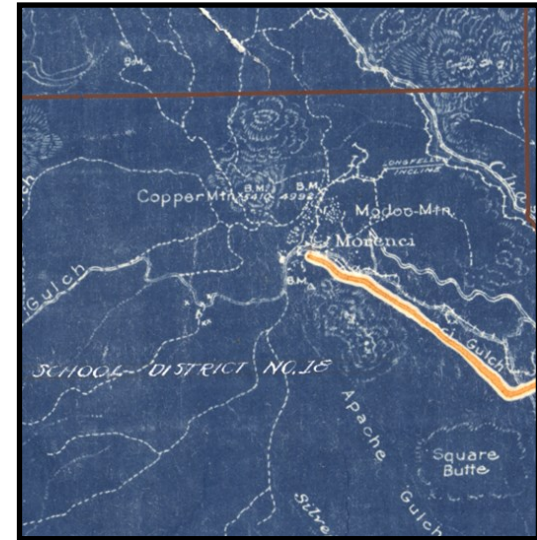
The principal waterways in Greenlee County—the Blue and San Francisco Rivers, and especially the Gila—have been travel corridors since prehistoric times. An archaeological survey of east central Arizona described the upper Gila River region, which includes Greenlee, as “an area of unusually rich cultural resources,”² indicating the long history of prehistoric settlement and travel along this river. The Francisco Vasquez de Coronado Expedition of 1540 traveled north through the area, and US Highway 191, the Coronado Trail, is named after him.

Anglo and French mountain men also traveled along these waterways, particularly the Gila River trail. An early account of the Gila trail comes from the Sylvester and James Pattie trapping expedition of 1824-25.³ Colonel Stephen Kearny’s 1846 Mexican War expeditionary force entered Arizona through the Gila Valley, although reinforcements commanded by General Cooke built a wagon road along an easier path through the Peloncillo Mountains to the south.⁴

2. Phillip, David Jr. et al. *Prehistory and History of the Upper Gila River, Arizona and New Mexico: an Archaeological Overview*. Tucson, AZ. New World Research, Inc. 1984, page ii.

3. Ibid, page 39.

4. Bufkin, Don and Walker, Henry P. *Historical Atlas of Arizona* (Second Edition). Norman, OK. University of Oklahoma Press 1986, pages 18, 40.



Morenci, Arizona. From the 1916 County map. Arizona State Archives.

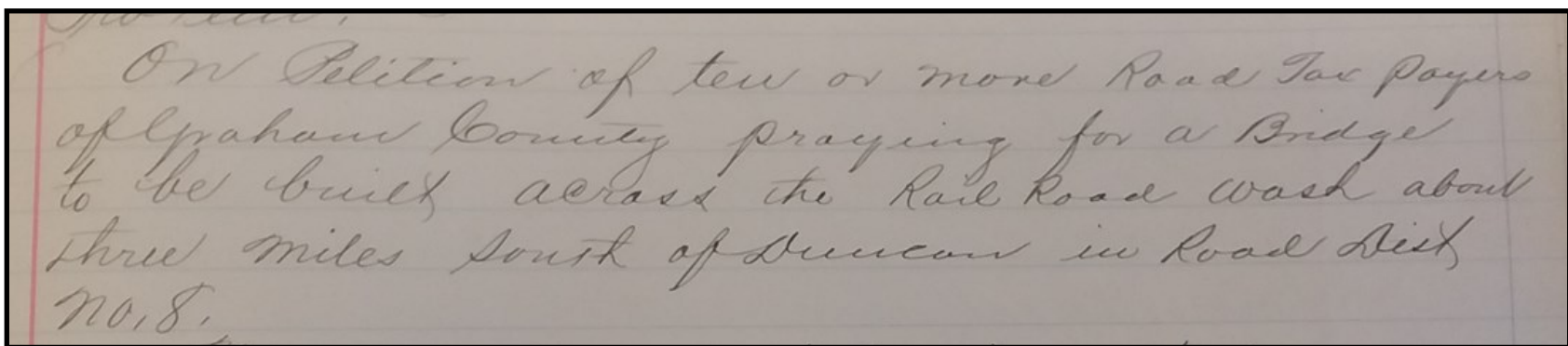
**GREENLEE
COUNTY
TRANSPORTATION
HISTORY**

The development of the Greenlee transportation network was, in its earliest days, left to the vagaries of necessity and of independent effort by settlers in a region so remote as to often be lacking even the acknowledgement, not to mention support, of Territorial government.

Arizona Territory

Arizona became a United States Territory in 1863, and the new Territorial government established the first County boundaries the following year. The area now under Greenlee County jurisdiction was initially part of Yavapai (north of the Gila) and Pima (south of the Gila). In 1879 the area north of the Gila became part of Apache County, which then became part of Graham County in 1881. Finally, in 1909 the Territorial Legislature began the process of carving Greenlee from Graham County.

Under Territorial law, the process for opening new public roads began with citizens submitting petitions “praying” for the opening of a new road. The Board of Supervisors then scheduled a public hearing, announced by legal notice in newspapers and public places. At the hearing the Board would take formal action to open new County highways or assume jurisdiction over existing roads. Declaring a public road, or public highway as these were sometimes called, meant Counties could use pub-

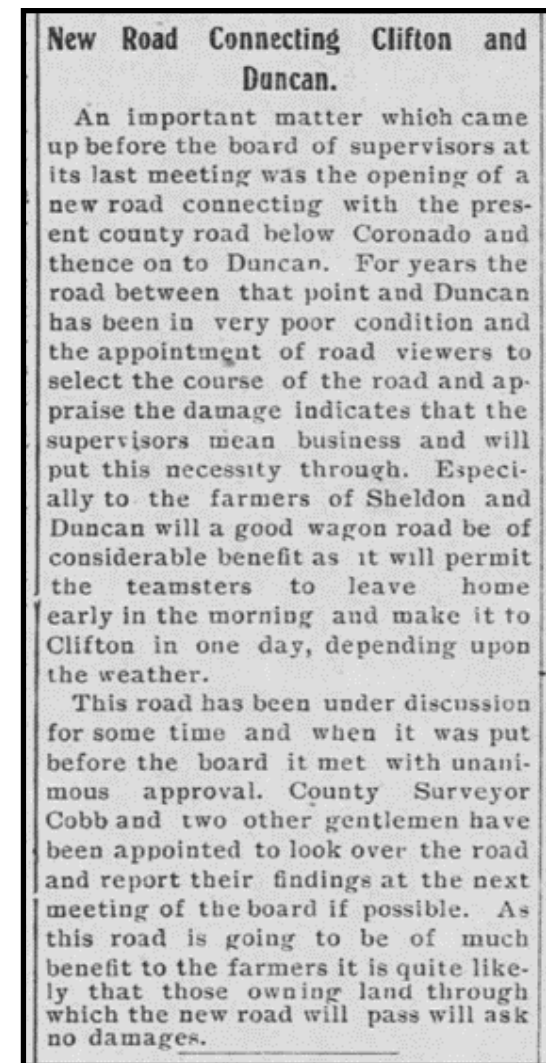


Territorial-era petition, with citizens “praying” for a new bridge over Railroad Wash. Graham County Board of Supervisors Minutes of May 15, 1905.

lic monies to build or maintain them. The Board would then appoint “Road Viewers” to supervise and inspect the construction of new public roads. Once the work was approved by the Viewers, the road was maintained under the supervision of a Board-appointed Road Overseer for each Road District.⁵

The newly formed Pima and Yavapai County Boards of Supervisors did concern themselves with road development. However, road declarations in the initial two decades of Territorial development were fairly confined to the area around County seats. This is in part due to the tremendous size of these first Counties. The future Greenlee County was separated from Prescott and Tucson by many days’ travel; the delivery of road petitions was thus an expensive and time consuming endeavor, not to mention dangerous. As a result, available historical records show the earliest Territorial governments paying little attention to the area now known as Greenlee County. Pima County did begin opening roads to Tombstone and Bisbee by the end of the 1870s, likely because it was simply closer to these booming mining districts. Bisbee is, after all, about 100 miles from Tucson, but Clifton is 300 miles from Prescott, the County seat until 1879.⁶

Meanwhile, the town of Lordsburg in the neighboring New Mexico Territory was growing, having been established as a stop on the expanding Southern Pacific Railroad. By 1884, the Arizona New Mexico Railroad connected Clifton to Lordsburg and the intercontinental rail system.⁷ This rail network would soon expand to include the Morenci South-



Copper Era and Morenci Leader from March 17, 1910.

5. Graham County Board of Supervisors minutes of April 27, 1881, Book 1, page 5.

6. Clifton was under Apache County jurisdiction from 1879 to 1881, but BOS minutes from this period were found to be missing and cannot be consulted.

7. Historical sources offer conflicting dates for the establishment of the rail link from Lordsburg to Clifton. As James Colquhoun was the first president of the Arizona New Mexico Railroad company, this study accepts his dating of the railroad opening as described in *The History of the Clifton-Morenci Mining District*, London, John Murray Publishing 1924, pages 19-20. Colquhoun indicates that as of the summer of 1883 the rail line had been built as far as Guthrie.



1908 map of Graham County. Arizona State Archives.

ern (1901), the Clifton & Northern (1903) and the Shannon-Arizona (1909).⁸

Thus, for the booming Clifton-Morenci district, in practical terms the most accessible town was in New Mexico—outside Arizona Territorial jurisdiction—rather than Tucson or Prescott or even the new Graham County seat at Solomonville. According to James Colquhoun, president of the Arizona Copper Company and of the Arizona New Mexico Railroad company, the first settlers were quite content with these conditions.

*They appointed their own Justice of the Peace... No one paid taxes either to town or county. There were no rent nor electric light bills to pay. Wood and water were free for the taking, and so was the game. Thus the people were freed from all the worries of civilized life, and so much did they love their freedom that old timers often took to the hills at the threatened approach of ordered government. And that those people were happy and contented, and law-abiding where there was no law, says as much for those who ruled over them as well as for the people themselves.*⁹

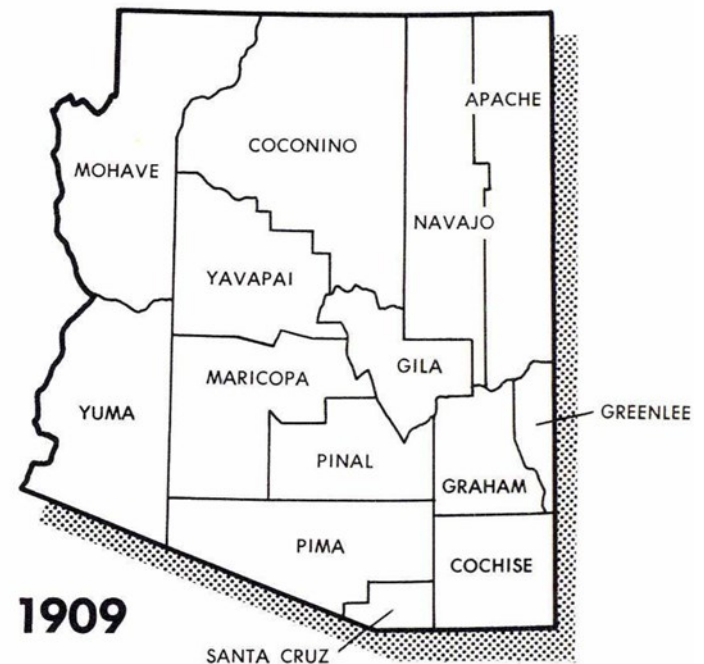
8. Bufkin, Don and Walker, Henry P. *Historical Atlas of Arizona* (Second Edition). 1986. Norman, OK, University of Oklahoma Press, page 46.

9. Colquhoun, James. *The History of the Clifton-Morenci Mining District*, page 14.

From Colquhoun’s sentiments it may be surmised that when necessary, the settlers simply built roads themselves.

With the establishment of Graham County in 1881, the town of Solomonville was now the County seat, rather than St. John to the north or Tucson to the west. With eastern Arizona now within the reach of “ordered government,” consistent records for roads in the region begin in earnest. The Graham County Board of Supervisors was seated in April of 1881, and they gradually brought local road development into compliance with Territorial law, with petitions, road viewers and the establishment of Road Districts along Township boundaries.

ADOT’s Arizona Transportation History (2011) indicates the Road Viewer system was eliminated by the Legislature in 1871,¹⁰ but Board records clearly show Graham and Greenlee still using this method after the turn of the twentieth century.¹¹ In 1909, the Legislature carved Greenlee County from Graham and created, at least on paper, a statewide transportation system under the supervision of a Territorial Engineer. The County Road District system and its Road Overseer appointees were replaced with County Road Superintendents, who now had to be competent engineers. When Arizona became a state in 1912, the Territorial Engineer was rechristened the State Engineer.¹²



Arizona Counties as of 1909, showing the newly-delineated Greenlee County. From Bufkin, Don and Walker, Henry P. Historical Atlas of Arizona (Second Edition). University of Oklahoma Press, Norman OK. 1986.

10. Arizona Department of Transportation Research Center. *Arizona Transportation History. Final Report #660*, Phoenix, AZ. Arizona Department of Transportation 2011, page 16.
 11. For instance, see Graham County BOS Minutes of May 28, 1904, in which the Board appointed Road Viewers for the Clifton-Morenci Highway (now US191). Graham County BOS Minutes Volume 5, page 54.

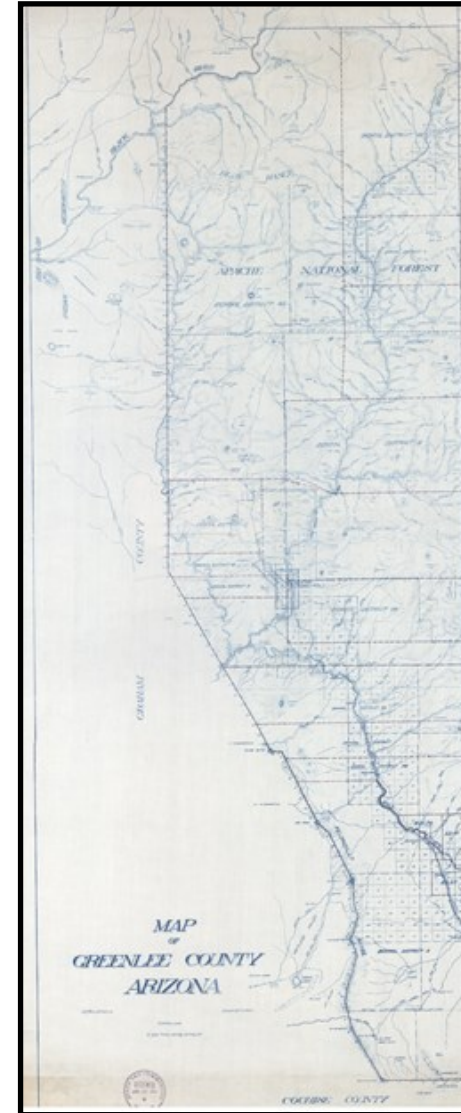
Greenlee County Highway Development

When Greenlee became a county there was not a single good wagon road within its entire boundary; only a few trails, and only one bridge in the whole county. Today, Greenlee county has nearly 200 miles of as fine auto roads as can be found in the state, and some of the most costly and substantial bridges that can be seen anywhere.

—Tillman Rush. *Greenlee County, the Wonderland of Arizona*, 1922.¹³

The end of the nineteenth century saw the emergence of a nationwide movement for developing quality roads. Originally conceived by urban bicyclists, the “good roads movement” soon caught on with farmers who saw the benefit of dependable farm-to-market road networks. In Arizona and the southwest, the thriving mining industry also agitated for good roads. In the Clifton-Morenci District in particular, an original Greenlee Pioneer became one of the most vocal advocates for good road development, in Arizona and nationwide. Colonel Delbert Maxwell Potter, whose obituary in 1942 cast him as a “soldier, frontier-day scout, mining engineer, mine owner and operator, utility executive, good roads builder and empire builder,”¹⁴ also earned the title “father of good roads” in the Arizona Territory.¹⁵

As with his many other avocations, Col. Potter the lobbyist was charismatic, ambitious, tireless and knowledgeable in equal measure. Newspaper accounts often took note of his personality and affect. He was “an eloquent and forceful speaker,”¹⁶ from whose “tongue...statistics fly as though read from a book. At his fingers’ tips is a ready resume of any definite piece of work completed, in progress or in contemplation.”¹⁷



1914 base map. Arizona State Archives. Record Group 99, Subgroup 13.

12. *Arizona Transportation History*, pages 24-25.

13. Rush, Tillman Stout. *Greenlee County, the Wonderland of Arizona*. Phoenix, AZ. Rush & Rush 1922, page 22.

14. “Delbert Potter, Greenlee Pioneer, Succumbs.” *Arizona Republic*, February 2, 1942.

15. “167 Congressmen in Favor of Good Roads.” *The Copper Era and Morenci Leader*, April 26, 1912.

16. “Dell M. Potter Speaks to Enthusiastic Crowd in Metcalf.” *The Copper Era and Morenci Leader*, Oct 25, 1912.

17. “167 Congressmen in Favor of Good Roads.” *The Copper Era and Morenci Leader*, April 26, 1912.



COL. DELL. M. POTTER

Potter traveled across Arizona and the nation, agitating for the cause of good roads. He financed six miles of the San Francisco River Road up to his ranch, “just to show what could be done,”¹⁸ and also dedicated a park for public use along the road.¹⁹ As President of the Southern National Highway Association and Vice President of the Ocean-to-Ocean Highway Association, Potter traveled from coast to coast advocating for a transcontinental road network—often in a touring automobile motorcade which was itself an important lobbying tool.

Greenlee County was fortunate to have Mr. Potter and his boundless energy and enthusiasm on its side. His advocacy helped to bring the northern branch of the Lee Highway, also known as the Ocean to Ocean Highway, through the Gila Valley (U.S. 70). Some of the earliest quality road construction in Arizona took place in Greenlee due to Potter’s presence. On a 1917 motoring trip with his family, Major George H. Kelley from Douglas called the roads in Greenlee the best in the state:

*Having driven over the road from the New Mexico line and on to Clifton and Morenci and around the circle above that town; having recently been in Maricopa County and Yavapai County in the northern part of the state and viewing some of the roads there, I am frank and honest in saying that Greenlee County is entitled to the honors because of the good road work done as against any county in the state.*²⁰

The summer of 1916 saw the passage of the Bankhead-Shackleford Federal Aid Road Act, described as “among the most important pieces of public works legislation in American history.”²¹ The Act established a practical model for state-federal highway funding and development under uniform federal highway standards. Roads had to be under public jurisdiction to be eligible to participate in the program. In anticipation of the Act, the County began acquiring easements for its highways. Beginning in the fall of 1915, Greenlee County Recorder’s Deeds to Real Estate books include bundles of easement

18. Untitled item. *The Copper Era And Morenci Leader*, May 31, 1912.

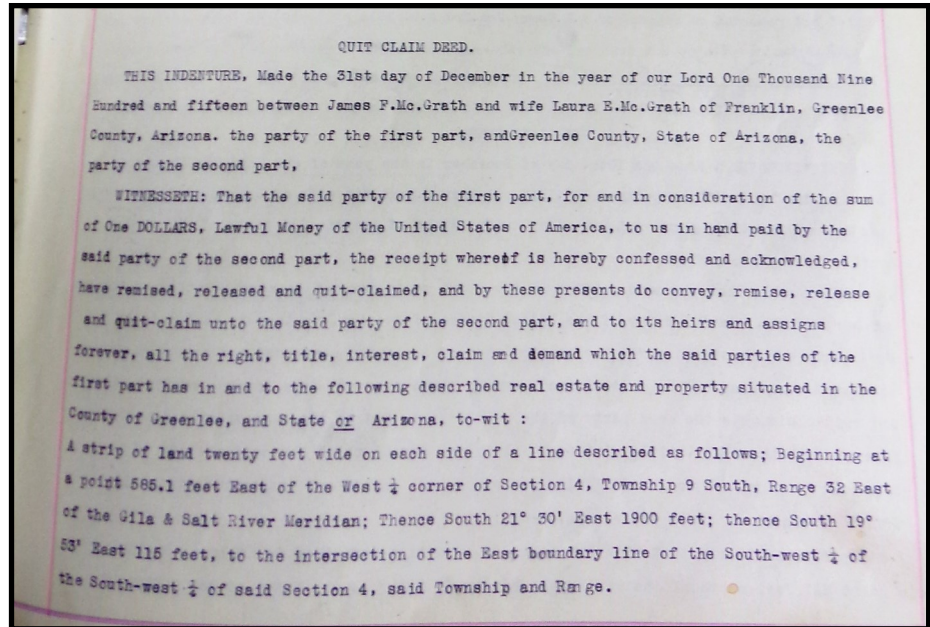
19. See *The Copper Era And Morenci Leader*, December 14, 1905 and January 9, 1908. The park referred to here may be Riverside Park.

20. “Roads in Greenlee Best in the State, is Opinion.” *The Copper Era and Morenci Leader*, March 30, 1917.

21. *Arizona Transportation History*, page 34.

dedications for the Safford-State Line Highway (US70) and the Clifton-Duncan Highway (SR75).²² The following March, the Greenlee County Board of Supervisors instructed the County Engineer to

make a map of...all roads and highways in the County of Greenlee which may have been located as public highways by order of any of the Boards of Supervisors of Graham and Greenlee Counties, and all public roads in public use which have been recorded as public highways, and all roads in public use which have not been recorded as public highways and all such roads are hereby declared public highways.²³



1915 Right-of-Way dedication for US70 in Franklin. Deeds to Real Estate Book 3, page 19. Greenlee County Recorder.

With this motion, the Board assumed jurisdiction over previously declared and undeclared roads and trails, and commissioned a map to be made of the same. The map was completed by the end of the year and became Greenlee’s first public road inventory. This was a strategic move that worked in tandem with other developments. By this time the advocacy of men like Col. Potter was paying off, with legislation in Arizona and nationally coming online to accelerate road development. Greenlee’s expansive efforts to secure rights-of-way for the transportation network, beginning at the middle of the decade, can be understood as part of this overall modernization scheme in the U.S.

Below is a survey of the historical development of the major roads in Greenlee County.

22. Greenlee County Deeds to Real Estate, Book 3 is where these dedications begin.
 23. Greenlee County Board of Supervisors Minutes of March 6, 1916. Book 2, page 312.



Tucson Citizen, February 20, 1917.

Now people will again come up over this route from the South, as Coronado and his Captains came, seeking something. I wonder if the Spaniard put out his camp fires, if he left camps clean. With 600 pack animals and 1000 men he must have had many camp fires gleaming in the pines along the route from the "Red House" to Zuni. Being a soldier, I suspect he had order in his camps. I suspect he left his campfires safe; he must have left some fish, some game. some watercress, and the oak, pine and spruce trees, for they are still to be found along his old trail.

—John Guthrie. "Over Historic Ground." From *The Early Days: A Sourcebook of Southwestern Region History*, 1989.

The Coronado Trail (U.S. Highway 191)

With the need to adapt to changing transportation technology in full view, and with advocacy from locals like Mr. Potter, Graham County got to work. By the turn of the twentieth century, County leaders were pressing the Department of Agriculture and other federal agencies for support for a new route that would connect the Clifton-Morenci Mining District with the timber-rich Mogollon Rim and beyond. The road was conceived as the "Blue Mountain Wagon Road Project."²⁴

24. Bates, Robert W. *Historical Firsts in the Forest Service*. Albuquerque, NM. USDA 1978, page 18.

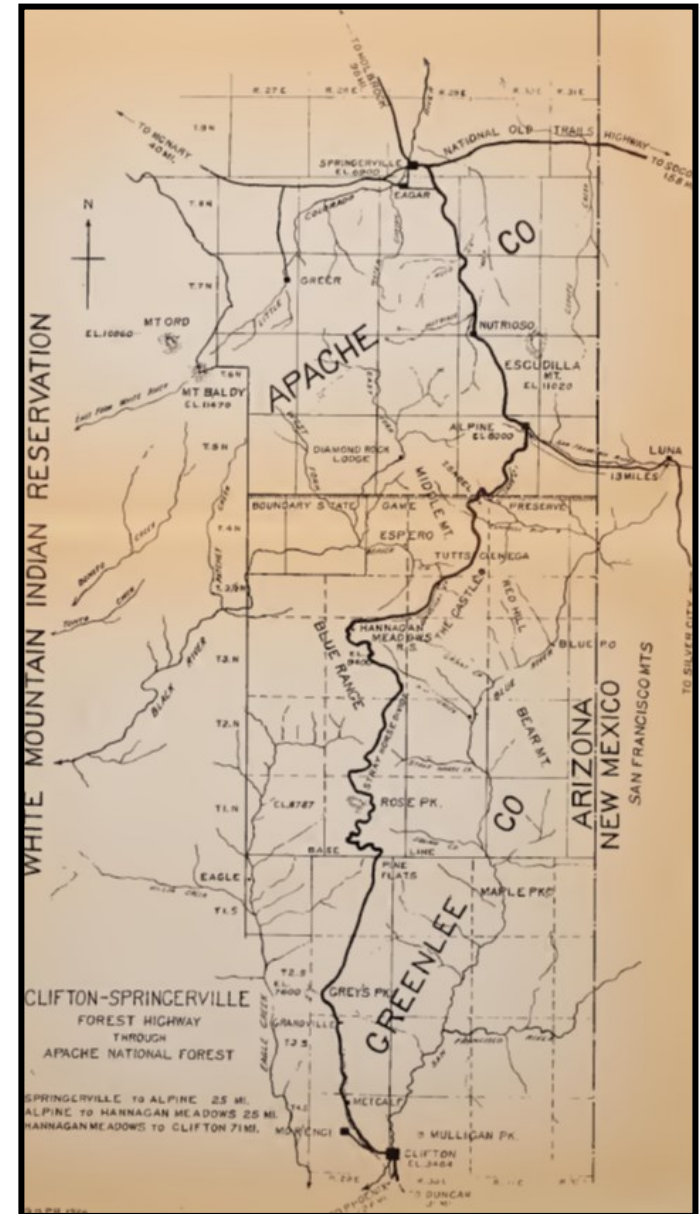
At this time, the Blue River Road the main north-south route through the northern reaches of then-Graham County. But the condition of the Blue River Road travelway, and sometimes the existence of the road itself, was a constant challenge. Forest Ranger Robert W. Bates, writing in *Historical Firsts in the Forest Service*, said that

*After the railroad arrived in Clifton, most timber was shipped from the West Coast, but the local people dreamed of access to the timber stands beyond the Blue Range. The wagon route up the bottom of the Blue River could do no more than follow the wash with innumerable river crossings, and the great flood of 1905 nearly obliterated all traces of that route. There were settlements on both the Blue River and Eagle Creek that had very difficult access. The story of how a large group of miners were hired to lug a piano slung between two poles from Clifton to the Double Circle Ranch on Eagle Creek is another story and is one of the pioneer tales of Arizona.*²⁵

Unlike other major roads in the County, much of the Coronado Trail did not exist when proposed, or consisted of dispersed, unconnected forest trails. It was agreed by all that the route must be opened, but there was much discussion as to the direction that route should take. As planning and public support came together and it was clear the road would be built, three alternatives for the Blue Mountain Wagon Road emerged: up Eagle Creek to the west, along the San Francisco and Blue River Roads in the east, or along the ridges dividing the two watersheds.

Beginning in 1909, parties of adventurous engineers, foresters and locals launched three separate reconnaissance missions to find the most practical route. Forester

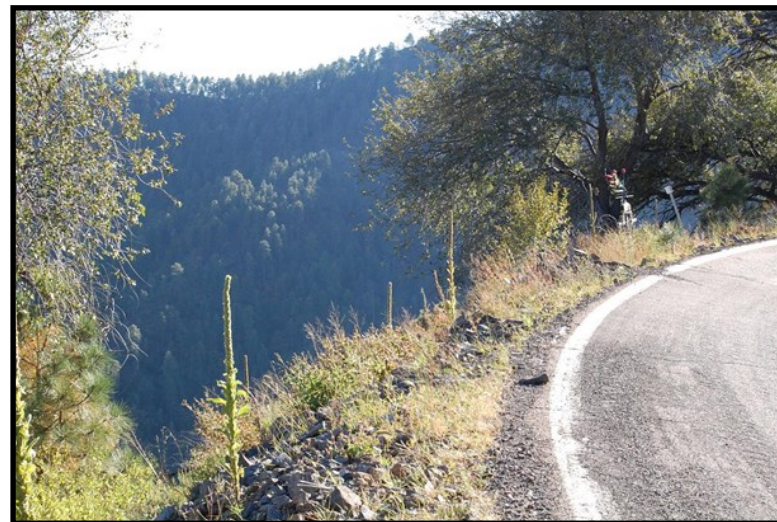
25. Bates, Robert W. *Historical Firsts in the Forest Service*. Albuquerque, NM. USDA 1978, page 16.



John Guthrie accompanied the first attempt, which he recounted in a speech at the opening of the road in 1926. "We followed as best we could the divide between the Blue and Eagle drainages, through Pine Flat, circling Grey's Peak and Rose Peak, and struck the rim of the Blue Range, climbing it over a trail that went nowhere but up."²⁶ The next year a second party followed the first as far as Grey's Peak, turning west from there into the Eagle Creek watershed, through the San Carlos Reservation and up to Springerville via Big Lake. In 1916 a third mission included the County Engineer, County Supervisor W. W. Dutton and Forest Ranger John Adams. This final attempt resulted in the choice to take the high road between the Eagle and Blue drainages, but according to Bates,

public acceptance did not come easy. The Blue River route had a vociferous advocate in one Del M. Potter who lived on the San Francisco River above Clifton on the eastern route...Starting in 1911, [Potter's] campaign for the Blue River route went unabated for over 20 years, even continuing after much construction had taken place, and then later advocating a scheme to veer off from the constructed portion to the Blue River, and finally launching a campaign in 1930 for the County to disavow responsibility for the road."²⁷

A good deal of the Coronado Trail roadbed had to be blasted, graded, switched back and drained along new alignments conducive to automobile rather than foot or hoof travel. Greenlee County financed and built the road from Clifton north to the southern boundary of the Apache National Forest, and formally requested the Department of Agriculture handle construction



Above: The Coronado Trail offers spectacular views of the dramatic topographical features of Greenlee County. Below: the dedication plaque commemorating the 1926 opening of the Clifton-Springerville Highway.



26. Guthrie, John D. "Over Historic Ground." From *The Early Days: A Sourcebook of Southwestern Region History, Book 1*. Albuquerque, NM, USDA 1989, page 238.

27. Bates, Robert W. *Historical Firsts in the Forest Service*. Albuquerque, NM. USDA 1978, pages 16-17.



At the road's dedication in the 1920s, local Apaches reacted with curiosity to the white people's numerology; they performed a ceremony called 'the Devil's Dance.' Residents regularly wrote the highway department and their congresspeople to change the highway number.

—Roseblum, Jonathan. *Copper Crucible*. Cornell University Press. Ithaca, NY. 1998

inside the forest boundaries.²⁸ Greenlee submitted an application to the Department of Agriculture for a cooperative funding scheme to build the Coronado Trail in 1916—the first of its kind under the new Bankhead-Shackleford Federal Aid Road Act.²⁹ According to ADOT, the final cost of the new highway was \$874,000.³⁰

The maps which accompany this study, obtained from the Arizona State Archives, include multiple copies of the 1916 map commissioned by Greenlee. Annotated copies from 1920, 1922 and 1925 (included in the Greenlee ROS File Collections) show the progress of construction. When it officially opened in 1926, the eastern part of the state finally had a reliable north-south route traversable by automobile, rising in dramatic curves and sweeping views from 3,500 to over 9,100 feet at Hannagan Meadow and down to Alpine at 8,000 feet. A decade later, the Coronado Trail was fully integrated into US Highway system, linking Douglas and the Mexican border to Route 66 at Sanders.

Because the Coronado Trail was the sixth link into Route 66, it was assigned a number which would haunt the road, motorists and locals for decades: US 666.³¹ This unintended result of highway naming conventions resulted in consternation, legend and cinematic treatments—and agitation for a name change. US 666 passed through each of the Four Corner states, and Arizona was the first to get the highway re-designated to its current number in

28. See Greenlee County Board of Supervisors Minutes, Book 2, August 16, 1915 page 280 and October 10, 1915 page 380.

29. "Arizona Gets the First Forest Road." *Tucson Citizen*, February 20, 1917.

30. *Arizona Transportation History*, page 45.

31. See Lucas, R. "Arizona Highways Were Built by the Numbers." <https://arizona100.wordpress.com/2011/12/28/arizona-highways-were-built-by-the-numbers/>. Accessed March 2020.

1992, putting an end to an era in which “‘ghost highway’ and ‘devils highway’ legends led to theft of road signs and unsavory publicity.”³² The following decade, the New Mexico State Highway and Transportation Department joined with their counterparts in Utah and Colorado in to push for re-designating the rest of the unfortunately named route. In identical Joint Memorial Resolutions, they “described U.S. 666 as ‘the site of many accidents,’ noting that ‘although the rate of accidents has decreased due to road improvements, it is still a dangerous stretch of highway.’” Then, according to the Federal Highway Administration, “the resolutions got to the point:”

WHEREAS, people living near the road already live under the cloud of opprobrium created by having a road that many believe is cursed running near their homes and through their homeland; and

WHEREAS, the number "666" carries the stigma of being the mark of the beast, the mark of the devil, which was described in the book of revelations in the Bible; and

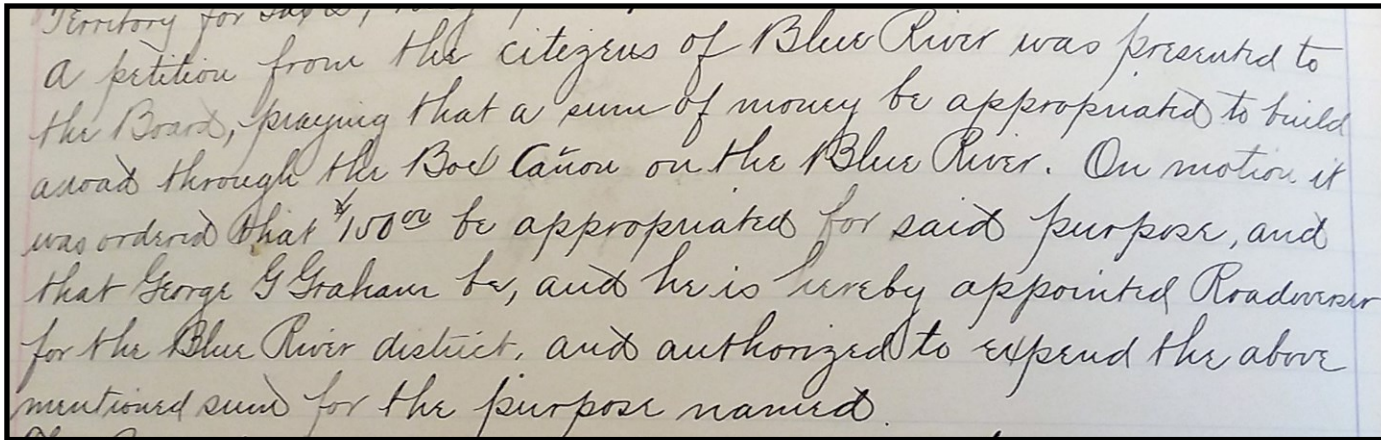
WHEREAS, there are people who refuse to travel the road, not because of the issue of safety, but because of the fear that the devil controls events along United States route 666; and

WHEREAS, the economy in the area is greatly depressed when compared with many parts of the United States, and the infamy brought by the inopportune naming of the road will only make development in the area more difficult.³³

The Coronado Trail has been under development of one sort or another for over a century. It has undergone numerous adjustments and realignments both major and minor before settling on its present course. Although the traveler is still advised to proceed slowly on the Coronado Trail due to its tight turns, the highway today is in the best condition yet, well maintained and traversing the most efficient and agreeable course available.

32. Ibid.

33. “U.S. 666: ‘Beast of a Highway?’” USDOT Highway History, <https://www.fhwa.dot.gov/infrastructure/us666.cfm>. Accessed March 2019.



territory for July 5, 1895
A petition from the citizens of Blue River was presented to the Board, praying that a sum of money be appropriated to build a road through the Bob Cañon on the Blue River. On motion it was ordered that \$100⁰⁰ be appropriated for said purpose, and that George G. Graham be, and he is hereby appointed Roadowner for the Blue River district, and authorized to expend the above mentioned sum for the purpose named.

Graham County commits \$100 for road improvements on the Blue River. Graham County Board of Supervisors Minutes of July 5, 1895, Book 2 page 462.

Blue River Road

Like Eagle Creek and the Gila River, the Blue River was a travel route for many centuries prior to the arrival of Anglo and Mexican settlers beginning in the 1880s. Texas cattlemen, Hispanic goat and sheep herders, and farmers from the high country of Luna, New Mexico formed a scattered community of some 300 souls, including the Blue, Arizona post office at Benton and the store, saloon post office and school at Boyles. As the Clifton-Morenci mining district boomed and boomed again, logging was added to the farming and ranching activities along the Blue. By 1900, according to one account, "Blue country was as full of livestock and people as it ever would be."³⁴

The Blue is contentious country, settled by hardy pioneers who were often a step or two beyond Texas law. Old newspaper stories from the *Copper Era* newspaper recount deadly encounters with Apache raiders, gunfights over sparse grazing land in the 1900-1904 droughts, followed by drownings in floods and travel made nearly impossible on a rising river in the next year. The oft-told story of Fred Fritz and his deadly encounter with a grizzly bear is an example of the hazards confronting the early settlers.³⁵

34. Stauder, Jack. *The Blue and the Green: A Cultural Ecological History of an Arizona Ranching Community*. Reno, NV. University of Nevada Press 2016, page 71.

35. Ray Gieszl Oral History Interview. Arizona Memory Project, <https://azmemory.azlibrary.gov/digital/collection/afh/id/281/rec/3>. Accessed March 30, 2020.

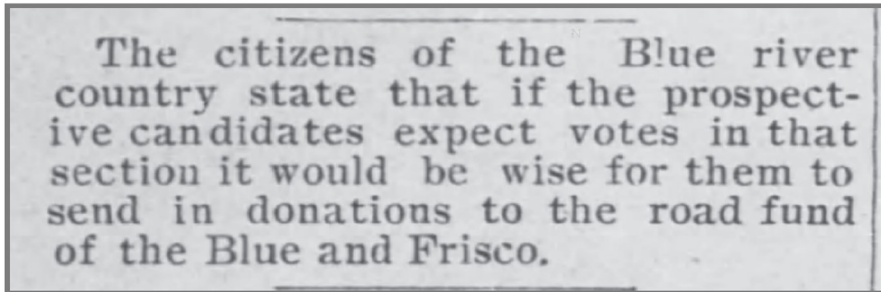
Contentious though it was, the Blue was the north-south highway for the earliest settlers in the region, and by 1895 Graham County was spending public funds to make the trail a proper wagon road:

A petition from the citizens of Blue River was presented to the Board, praying that a sum of money be appropriated to build a road through the box canyon on the Blue River. On motion it was ordered that \$100 be appropriated for said purpose...³⁶

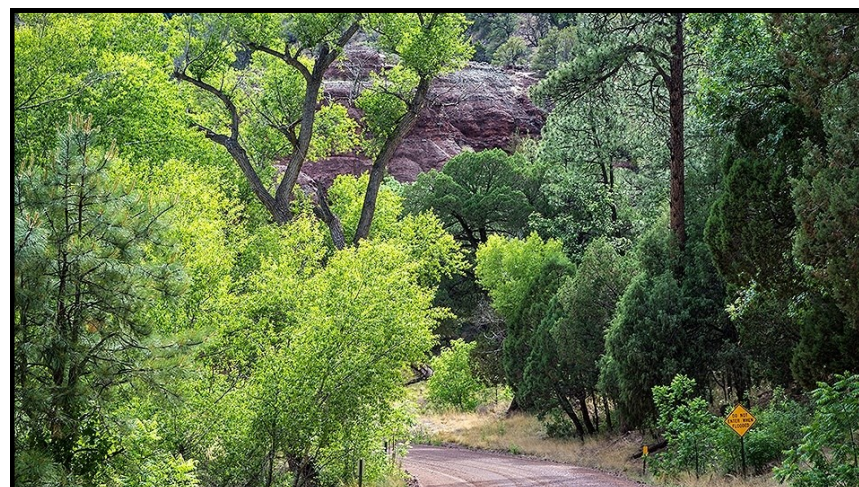
Apart from the 1883 pledge to fund the early US70, this was the first such road expenditure our team found in Greenlee. After the July 1895 appropriation to build the road, the following January the Graham County Board established a Road District “through the Box Canon on Blue River.”³⁷

In October of 1898 the Board appointed Road Overseers to supervise road maintenance along the Blue, and in 1899, the Graham County Board declared the road it had built and maintained with public funds to be a public highway. This motion made the Blue Road a part of the Clifton Road District (#5). An additional motion in 1905 removed the road from the Clifton District, creating one for the lower Blue and San Francisco River Roads (#14, Boyles) and the upper Blue (#15, Blue).³⁸ By August of 1898, President McKinley established Forest Reserves throughout the nation, later to become the National Forest system. Northern Greenlee was initially part of the Black Mesa Forest Reserve,

36. Graham County Board of Supervisors Minutes of July 5, 1895, Book 2 page 462.
 37. Graham County BOS Minutes, January 10, 1896. Book 3 page 48.
 38. Graham County Board of Supervisors Minutes, October 5, 1905. Book 5, page 259.



Above: Untitled clipping from The Copper Era and Morenci Leader, May 17, 1906. Below: Blue River Road. Photo by Rebecca Wilks.



ROAD FUND.			
546 Frank M. Hodges, work on Blue road, Jan....	36.00	36.00	70
ROAD AND BRIDGE FUND			
525 S. A. Foster, road vouchers.....	\$393.00	393.00	65
529 Bank of Duncan, road vouchers... ..	208.00	208.00	66
530 J. F. McGrath, road vouchers.....	29.75	29.75	67
535 W. W. Wilkey, road vouchers.....	19.10	19.10	68
545 Frank Vines, road vouchers.....	42.75	42.75	69

From The Copper Era and Morenci Leader. Above: Road expenditures on the Blue, April 23, 1915. Below: Advocacy for Blue River Road development, May 17, 1906.

Road Supervisor Layton visited Clifton during the past week. Mr. Layton agrees with Ira Harper's suggestion for a "high-line" road from Clifton to the Blue river country.

which became the Apache National Forest in 1909. The Blue River Road, however, is the only Greenlee road to have been public by declaration or financed by public expenditure prior to the establishment of the Black Mesa Reserve. It was one of only a few forest roads worthy of mention in the first inventory of the Reserve, as it linked Alpine with Clifton and served as a means to convey timber to the Clifton-Morenci mining district.³⁹ The Blue River Road appears on the first official maps of the Apache National Forest, the *Forest Atlas of the Apache National Forest*, the 1908 Graham County Map, and the first Greenlee County map of 1914.

However, the contentious nature of the Blue meant maintaining the road in passable condition, even the existence of a road itself, was a challenge. Logging in the 1890s for mine timbers and fuel wood, and a boom in sheep, goat and cattle grazing, combined with a severe drought from 1899 to 1904 to leave the land

39. See Plummer, F.G. *Forest Conditions in in the Black Mesa Forest Reserve*. U.S. Geological Survey Professional Paper No. 23, 1904, pages 13-14, 19.

vulnerable to flooding. Two significant flood events, in December of 1904 and January of 1905, destroyed the Blue Road. It was rebuilt in 1905, only to be wiped out again in another flood at the end of the year. These floods also destroyed 75% of the farms on the San Francisco and Blue Rivers, washed away north Clifton, and damaged the Arizona Copper Company plant.⁴⁰ A new flood in 1906 and again in 1907 caused most of the residents to move away. Fred Fritz, Jr. recounted in 1978 that

*After the high floods of 1905-06 and 07, many people left the Blue River. Many of the small farms were washed away. The Blue River Road, north and south in Eastern Arizona between Safford and Duncan Valleys to Alpine and Springerville, was gone. The post office at Benton...closed.*⁴¹

Jack Stauber, writing in *The Blue and the Green*, said the road was never afterwards rebuilt. But sources suggest the wagon road was still useable—notably, forest rangers discussed the wagon road in regard to crossing permits for sheep drives in 1910.⁴² But in the course of a decade the floods washed away 3,580 acres of the original estimate of 4,052 acres of farmland, 34 of 45 homes and reduced the population along the Blue by some two-thirds.⁴³ The loss of *land* meant reconstruction of the road would be a challenge. The floods were the most important reason the Blue route was not selected for the Coronado Trail—yet another devastating flood in 1916, as the Trail project was

The water in the Frisco river is still too high to permit travel by wagon and team to the upper river and Blue country. The fords above the Harper ranch will swim a saddle horse. Parties going to, or coming from the Blue, are compelled to abandon the valley route and take the trail through the mountains. It will cost a lot of money to build a new wagon road to the upper country, but the people who live in that section are entitled to it, as it is the only outlet to their county seat. For many months past they have been getting their supplies from St. Johns and Holbrook.

Excerpts from The Copper Era and Morenci Leader. Above: April 19, 1906. Below: April 15, 1921.

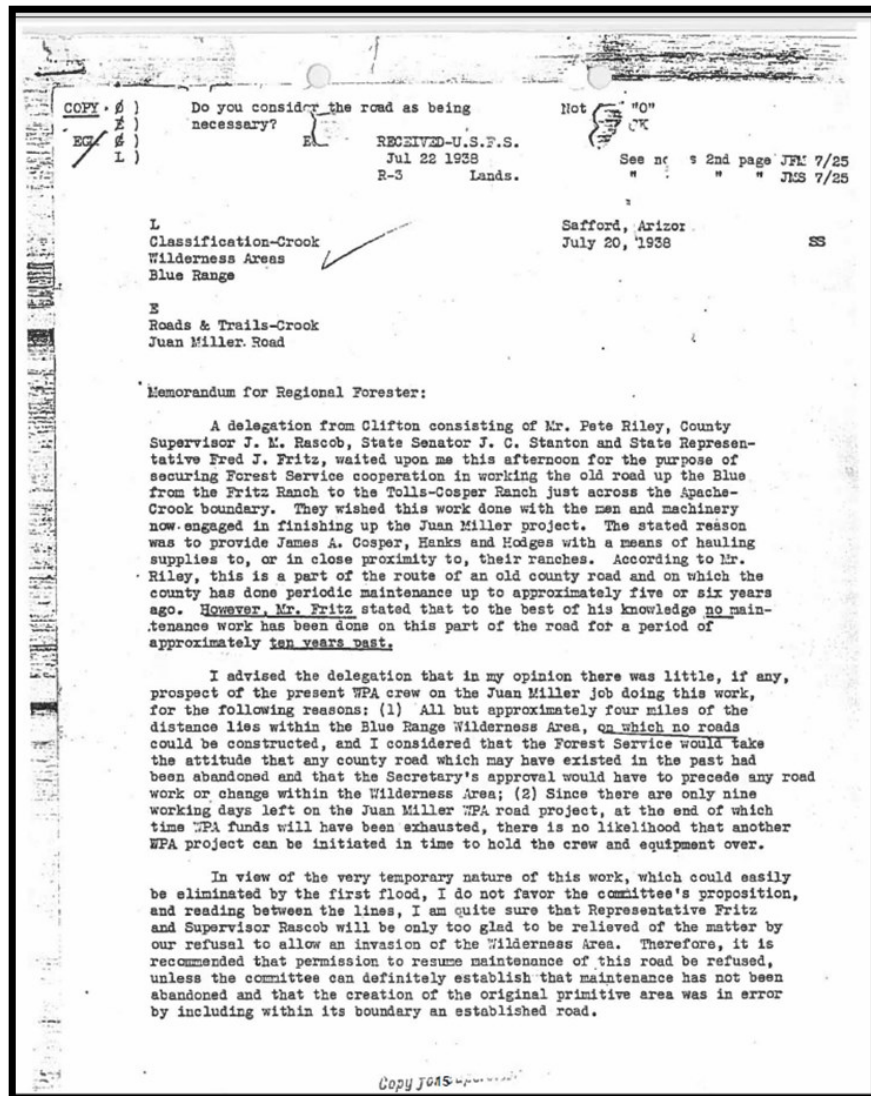
FIRST AUTOMOBILE TO BLUE—
That in this day and age an automobile can be driven over supposedly impassable roads was demonstrated this week when Mr. Dewitt Cosper successfully negotiated the trip between Clifton and the Cosper ranch on the Blue traveling up the San Francisco and Blue Rivers. More than forty years ago J. H. T. Cosper, father of Mr. DeWitt Cosper drove the first wagon down the Blue river and his son now bears the distinction of having driven the first auto over the same route.

40. Hunt, W.W.R. "The Clifton Addition to the Black Mesa Forest Reserves of Arizona." Forest Service Report, 1906. National Archives Record Group 95.

41. Fritz Jr., Fred J. Untitled memoir published in *Arizona National Ranch Histories of Living Pioneer Stockmen*. Phoenix, AZ. Arizona National 1978, vol. 1, 65-102.

42. The Minutes of the Apache Ranger Meeting held at Springerville. Arizona. September 8–14, 1910. From *The Early Days: A Sourcebook of Southwestern Region History, Book 1*. Albuquerque, NM, USDA 1989, page 230.

43. Leopold, Aldo. "Erosion as a Menace to the Social and Economic Future of the Southwest." Paper read at New Mexico Association for Science in 1922. Published in 1946 by the Journal of Forestry, vol. 44, 627-633.



1938 Forest Service Memorandum. From the "Blue River Folder," located in the Greenlee County ROS File Collections under Historical Sources, USFS section.

just getting underway, proved to most the wisdom of "taking the high road."⁴⁴

The Blue country remains contentious, however, and the County and Forest Service have contended over the Blue River Road for nearly a century. Documents obtained from the Forest Service for this study included a copy of a file on the Blue issue. The "Blue River Folder" describes the long-standing dispute over the legal standing of this road.

In 1933 the Secretary of Agriculture delineated the "Blue Range Primitive Area," a designation which excludes motorized transportation within the boundaries. The Blue River Road has never been reconstructed to a quality comparable to that washed out by the early floods, but the County continued to maintain and rebuild the road as needed. Four years after the Primitive Area designation, inter-office correspondence among Forest Service staff can be seen questioning whether the road was in place and passable by automobile. In 1937 the Assistant Regional Forester wrote to the Forest Supervisor asking for a base map showing existing roads in the area. "This would include the road down to Blue Post Office, if it is passable. Do automobiles drive any farther down the Frisco than the Blue Post Office?" The answer from the Supervisor was that from "about a mile below the Blue Post Office this is an unimproved road, but is passable and is

44. Stauder, Jack. *The Blue and the Green: A Cultural Ecological History of an Arizona Ranching Community*. Reno, NV. University of Nevada Press 2016, pages 80-81.

FORM 8200-4 (1/64)
 UNITED STATES GOVERNMENT
Memorandum
 Department of Agriculture—Forest Service
 Clifton Office
 Clifton Ranger District

TO : Forest Supervisor
 FROM : William E. Pint, District Forest Ranger
 SUBJECT: Functional Trespass

File No. 5330
 Date: October 29, 1968
 Your reference:

Enclosed in quadruplicate is a trespass report covering the Greenlee County Highway Department's most recent transgression of the Blue Range Primitive Area.

Also, following is a brief summary of the results of contact to date with Assistant U. S. Attorney Allemann:

On October 28, 1968, Investigators Evans and Miller, and District Ranger Pint contacted Assistant U. S. Attorney Allemann in Phoenix, Arizona. He had previous knowledge of the case, having been directly involved in the earlier telephone contacts with Greenlee County Attorney Fernandes.

The case, including a copy of the trespass report, was reviewed with Attorney Allemann. He bluntly expressed disinterest in prosecution of the case because:

1. He could find nothing in Statute 16 USC 551 which applies to the subject trespass situation in a Primitive Area. When referred to 36 CFR 251.1 and 251.20, and reminded that Primitive Areas are to be managed under Regulations in effect at the time of passage of the Wilderness Act, Attorney Allemann offered the opinion that the former (Statute 16 USC 551) supersedes the latter (CFR 251.1 and 251.20) and so being the case, there is no applicable existing Regulation for Primitive Areas.
2. He felt the violation of insufficient importance to prosecute a County government, with due consideration to the possible ramifications resulting therefrom.
3. Since the violation or act had now ceased and a barrier was erected to guard against continued or repeated trespass, he wondered what our concern was all about. He was reminded that the case is a repeat of a similar violation occurring in 1964 and that at least a half dozen other fences (like our "barrier") were let down and walked over by the dozer operator.

1968 Forest Service Memorandum. From the Blue River Folder.

used regularly by the ranchers and settlers living along the Blue River."⁴⁵

The following year the Forest Service refused to allow the County access up the Blue for road maintenance. In the memo on page 26 there are two claims about road maintenance. County Supervisor Pete Riley claimed the road had been last worked by the County in 1932 or 33; Fred Fritz claimed it had been 10 years since the last maintenance. Fritz in a 1965 letter said that after Juan Miller Road was completed, "the 16 miles of Blue River between this ranch and to where Greenlee County now maintains was seldom used and discontinued."⁴⁶ A Forest Advisory Board Resolution from 1965, however, speaks of "a road along the Blue River which until 1943 had been maintained by the Counties of Graham and Greenlee."⁴⁷

That Resolution opposed the re-designation of the Blue Ridge Primitive Area as a Wilderness Area under the Wilderness Preservation Act of 1964. In that year, the County asserted its claim to the right-of-way by conducting road maintenance—via County bulldozer crawling up the Blue. The Forest Service responded by installing berms and posting signs saying the area was off-limits to motor vehicles. The trespass report for the incident is not included in the Blue River Folder, but there is a report for October of 1968, when the County again sent a bulldozer up the Blue to rebuild the road be-

45. See the Blue River Folder, Greenlee ROS File Collection: Historical Sources, USFS section, pages 19-21.

46. Ibid, 10.

47. Ibid, 80.

tween the HU Bar Ranch and the Smith place. This time the Rangers installed a locked gate across the resurfaced road. The improvements, they said, were “wiped out with the first high water.”⁴⁸

The Forest Supervisor saw the 1968 incident as “a deliberate attempt to test the Forest Service's ability to protect the Primitive Area.” At a meeting in December, County Attorney Floyd Fernandez said as much; the aim in sending the bulldozer through the canyon was to “bring the situation to a head and to cause the Forest Service to respond to their claims of an existing County road through the Primitive Area.”⁴⁹ The Forest Service recommended the U.S. Attorney in Phoenix press charges. They declined to do so.

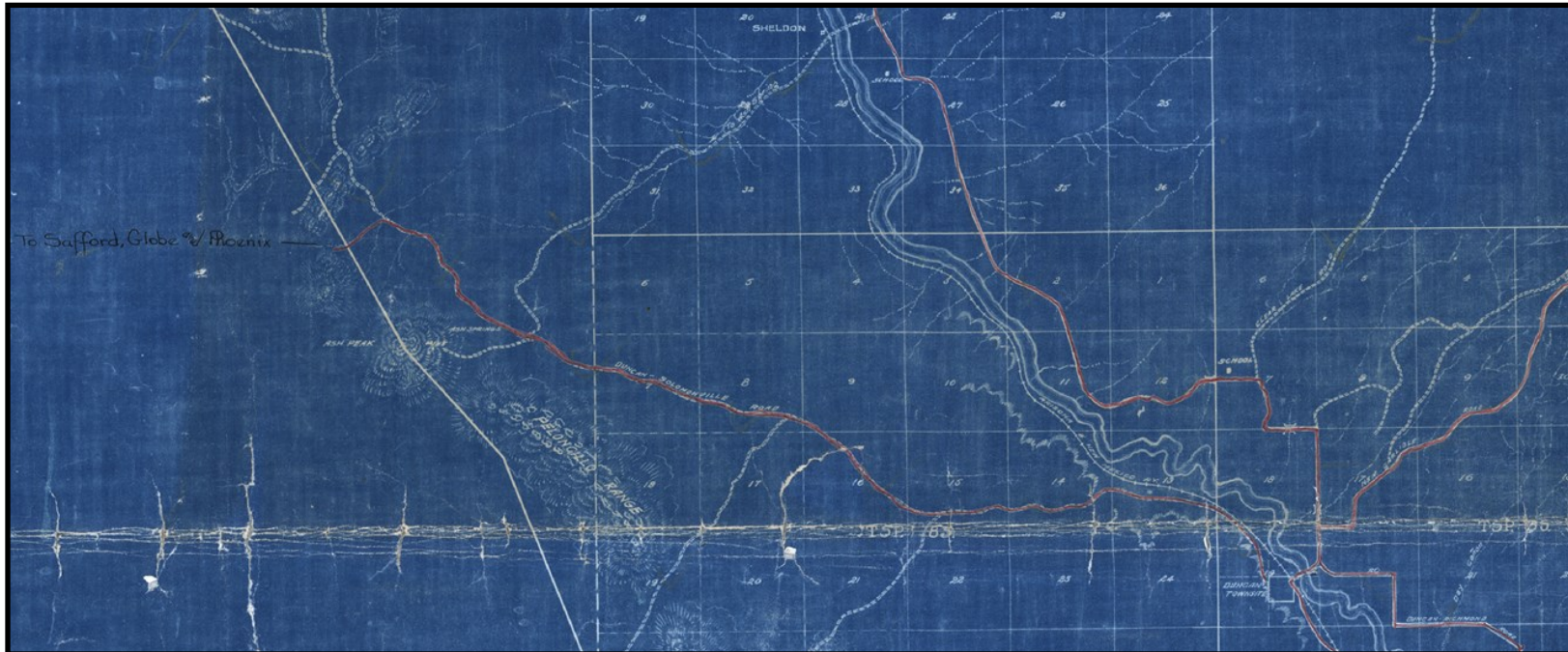
Questions about the existence of the Blue River Road itself; arguments about whether the early Board of Supervisors actions relative to the road are legally sound for an RS 2477 claim; whether a lack of County maintenance for over 12 years constitutes abandonment by the County for portions of the road, or whether such maintenance gaps ever occurred, are all deliberated at length in the Blue River Folder, and all remain unresolved to this day. What is clear is that, whether or not there is a traversable Blue River Road for the length of the river in Greenlee, the County nevertheless claims a *right-of-way* up the Blue—and that the Forest Service disputes that claim.



48. Ibid, 122.

49. Ibid, 44.

Close-up of a 1925 County Map showing the Blue River Road, annotated to read “County Wagon Road Only.” Arizona State Archives.



Close-up of 1920 Greenlee County map showing the “Duncan-Solomonville Road,” now U.S. Highway 70. Arizona State Archives.

Safford-State Line Highway (U.S. Highway 70)

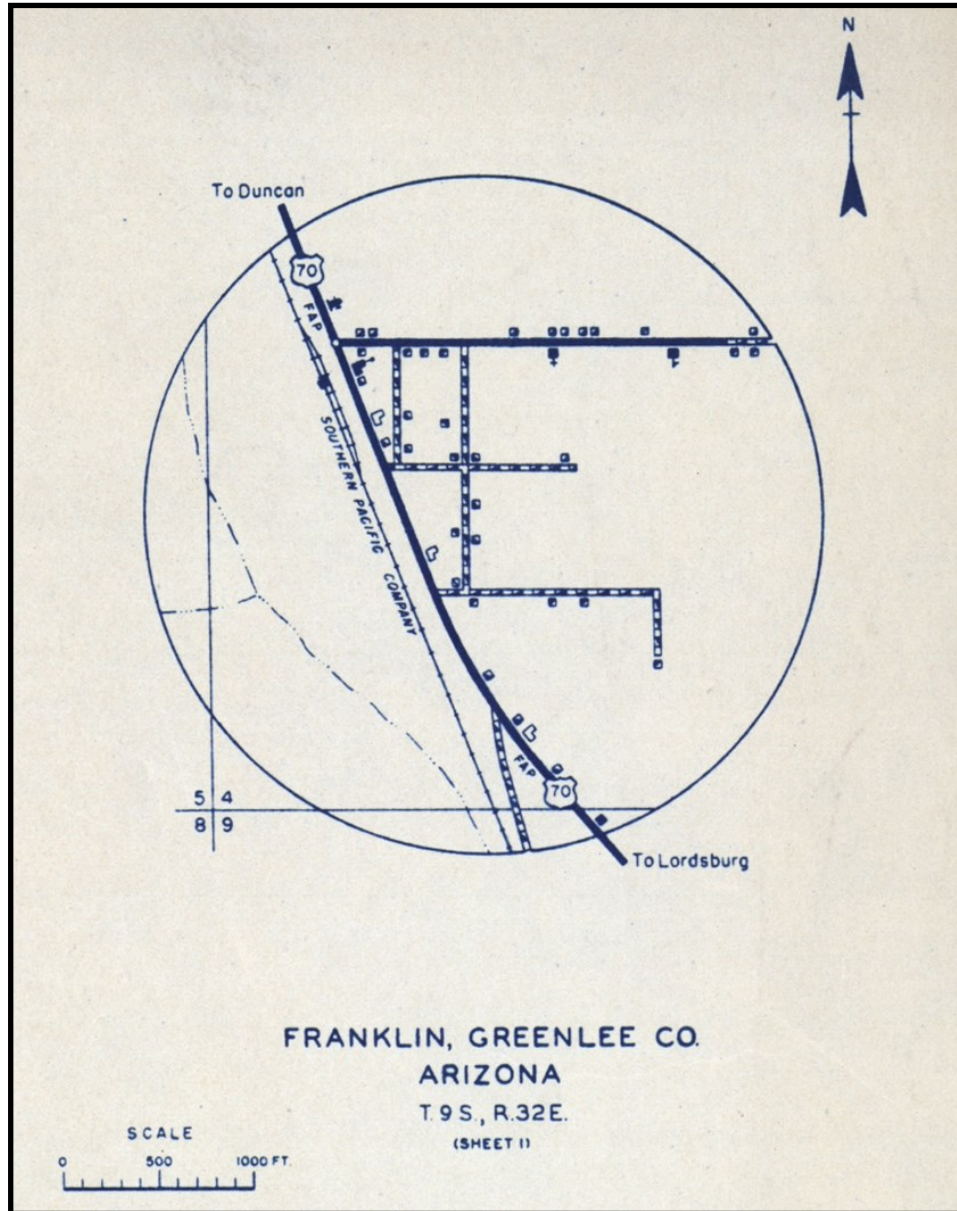
Graham County citizens petitioned the County government to open a public road linking Solomonville, Duncan, and the Ash Spring mine between them as early as 1885.⁵⁰ The following spring the Board declined to declare the road public due to costs,⁵¹ but by 1888 had made public the road linking Solomonville and Duncan.⁵²

By the end of 1915 Greenlee County began the long process of securing right-of-way over this road, which was initially 40 feet in width. Over the following decade, grading and drainage improvements were added to support what was then an unpaved road. By the end of

50. Graham County BOS Minutes of August 15, 1885. Book 1 page 227-229.

51. Graham County BOS Minutes of April 5, 1886. Book 1 page 254.

52. Graham County BOS Minutes of October 1, 1888. Book 1 page 467.



the decade, the Arizona Highway Department rather than Greenlee County became the grantee on easement dedications for right-of-way along this roadway, now 60 feet wide rather than 40. Deeds referring to the older alignment of US70, particularly through Franklin, are preserved in the File Collections which accompany this Report.

As discussed above, the early twentieth century saw boosters, commercial interests and automobile enthusiasts agitating for a national highway system. The old Gila Trail was seen as a potential link in the network. The present US70 highway through Greenlee was initially designated as the “Roosevelt Dam Highway,” part of the early “Ocean to Ocean” transcontinental highway in 1911.⁵³ In the 1920s, it was known as part of the northern branch of the “Lee Highway.”⁵⁴ In 1921, the Bankhead-Shackleford system was reorganized under the Federal Aid Highway Act, which “required that each highway department designate seven percent of its highway system as part of a national highway network.”⁵⁵ The northern branch of the Lee Highway running through Greenlee was realigned and improved as the first “seven percent road” in Greenlee County.⁵⁶ By the mid-1930s, after being briefly known as U.S. High-

53. Arizona Transportation History, page 32.

54. “Lee Highway,” American Roads, <http://www.americanroads.us/autotrails/leehighway.html>. Accessed July 2019.

55. Arizona Transportation History, page 37-38.

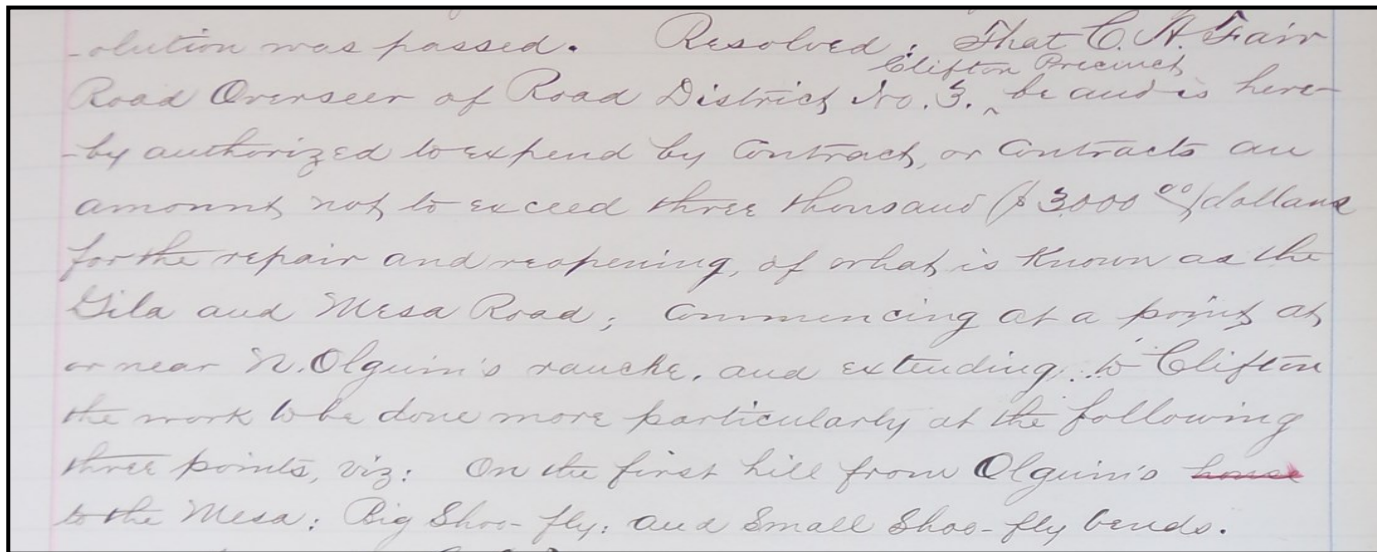
56. *Ibid*, page 33. Also known as the Southern National Highway, the Roosevelt Dam Highway, and US 180.

Left: Franklin, Arizona. From the 1938 ADOT General Highway Map. Arizona Archives.

way 180, this road finally acquired the U.S. Highway 70 designation which it still carries, though it is also known in Arizona as the “Old West Highway.” Most Greenlee and ADOT records still refer to it as the Safford-State Line Highway.

The Clifton-Duncan Highway (State Route 75)

Graham County undertook a major investment in the Clifton-Duncan Highway in February of 1883, allocating some \$3,000 “for the repair and re-opening of what is known as the Gila-Mesa Road.”⁵⁷ This was to begin near Duncan and proceed westward to Clifton. This allocation meant the road would be professionally developed on the east bank of the Gila at the same time the Arizona-New Mexico Railroad was under development on the west bank. The settlements growing up around the railroad stations at Sheldon and York would benefit from this public commitment to build and maintain the wagon road linking them with Duncan and Clifton.



The Graham County Board of Supervisors allocates the sizeable sum of \$3,000 for rebuilding the “Gila and Mesa Road,” now known as State Route 75, the Clifton-Duncan Highway. See Graham County BOS Minutes, February 5, 1883, Book 1 page 89.

57. Graham County BOS Minutes of February 5, 1883, Book 1 page 89.

As the railroad from Lordsburg was still the most efficient route to “civilization,” the Board instructions were for construction to begin in Duncan and to move west to Clifton, following the familiar east to west development pattern. In August of 1890, Graham County formally declared the “Coronado Ranch to East County Line” a public highway, from present-day Three Way to the Arizona-New Mexico border east of Franklin.⁵⁸ Again, as with the 1883 “Gila-Mesa Road” investment, the Board directed road construction to proceed from east to west.

In 1910, in one of its final acts relative to roads in soon-to-be Greenlee County, the Graham County Board approved a petition to realign the road.⁵⁹ For its part, the new County government got to work on this highway right away, funding a bridge over the Gila River in 1912 and road surfacing in 1916.⁶⁰ Greenlee began right-of-way acquisition for this highway in 1915—page one of the Recorder’s Deeds to Real Estate Book 3 shows the first such dedication. In the decades since, the SR 75 corridor has been subject to dozens of right-of-way acquisition transactions, ADOT realignments, abandonments and improvements.



A SCENE ON THE MULE CREEK ROAD

Early photo of the Mule Creek Highway. From Tillman Rush’s 1922 Greenlee County, Wonderland of Arizona.

Mule Creek Highway (State Route 78)

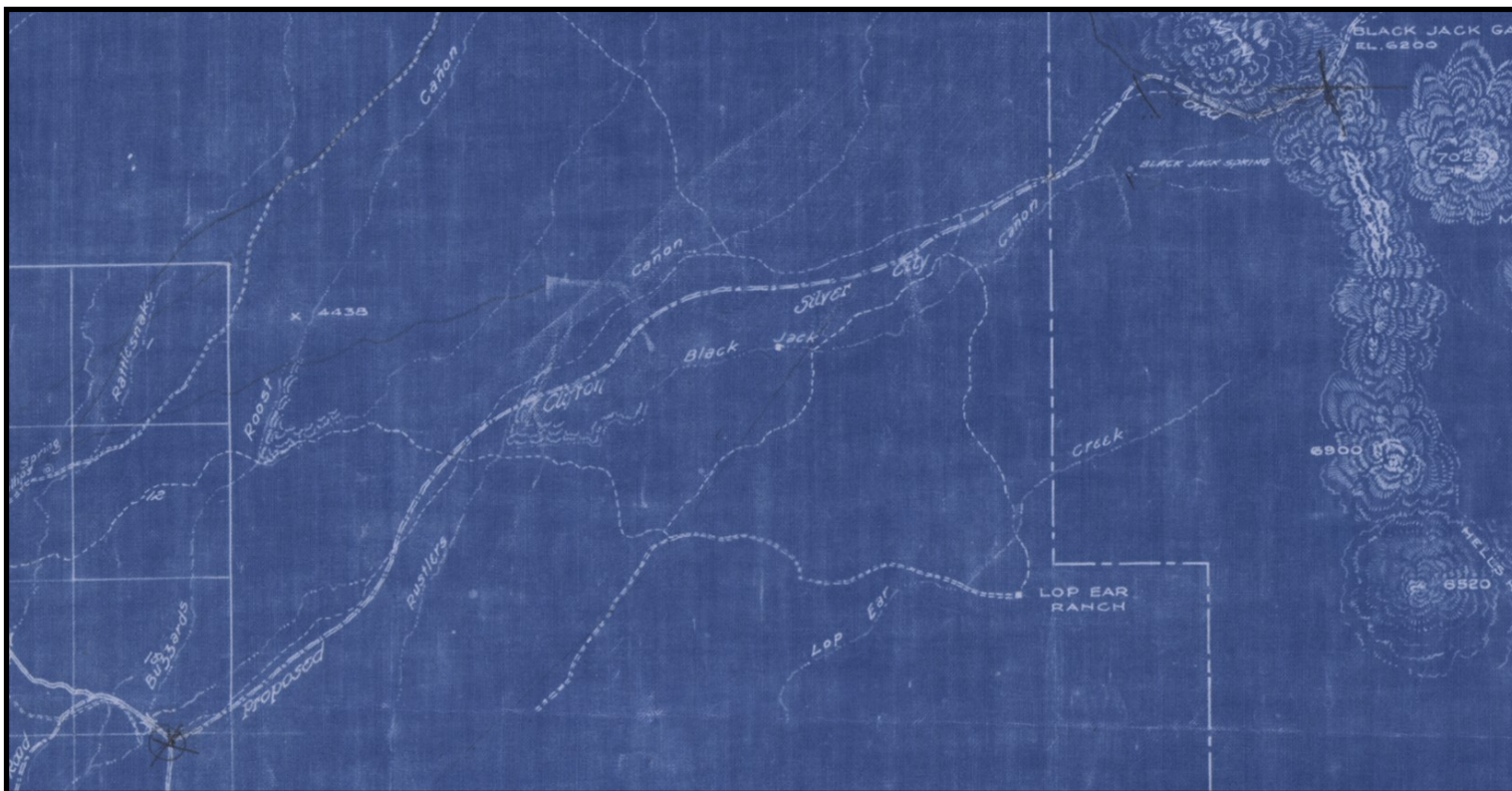
On the County-commissioned 1916 map is shown the dotted line marking the trail from Three Way to the New Mexico Line by way of Black Jack Gap. The County declared this to be the “Clifton-Silver City Road” in December of 1920.⁶¹ At the following meeting, the Board

58. Graham County BOS Minutes of October 13, 1890, Book 2 page 139.

59. Graham County BOS Minutes of March 9, 1910, Book 6, page 298.

60. Arizona Department of Transportation. “Arizona’s Historic Roads: State Route 75 Duncan to Guthrie Highway.” https://www.azdot.gov/docs/default-source/historical-roads/sr75_highwayhistory.pdf?sfvrsn=2. Accessed June-July 2019.

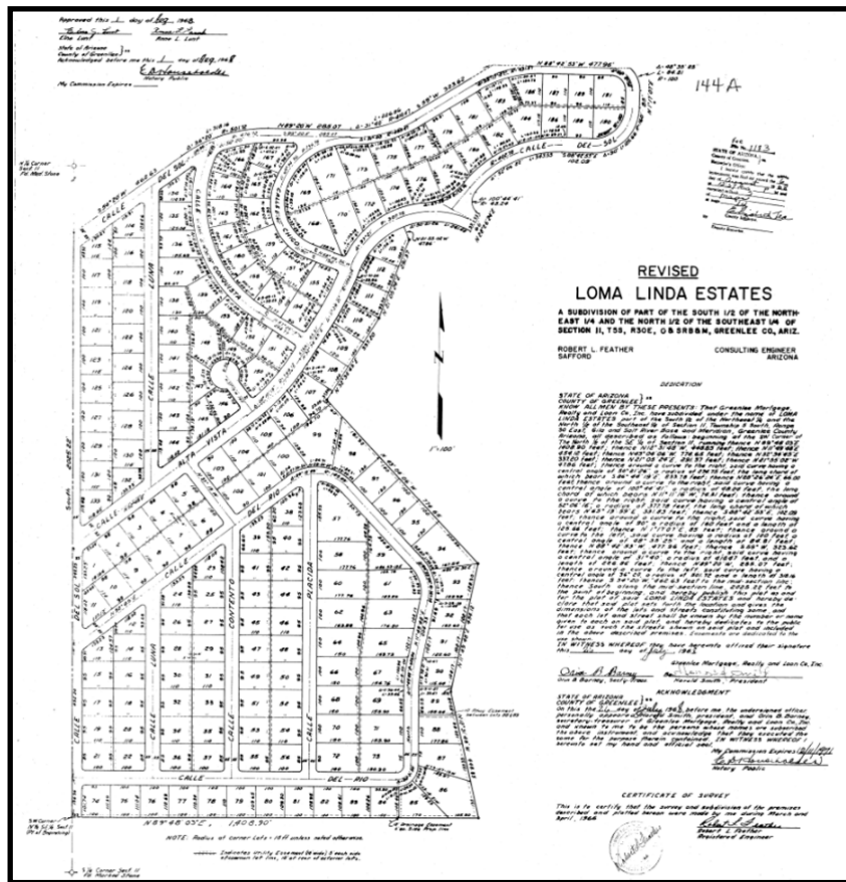
61. Greenlee County BOS Minutes of December 4, 1920, Book 3 page 167.



1922 map of the Proposed Clifton-Silver City Road, now called Mule Creek Highway. Arizona State Archives.

voted to enter into a contract with the Arizona State Engineer to construct the road using state and federal funds—this time calling the road the Mule Creek Highway. Two years later Tillman Rush, writing in *Greenlee County, The Wonderland of Arizona* observed the newly-completed road to be “of great scenic beauty, and a great engineering feat in modern road building.”⁶²

62. Rush, Tillman Stout. *Greenlee County, the Wonderland of Arizona*. Phoenix, AZ. Rush & Rush 1922, page 25.



Other Roads

The above represents a brief history of the development of the public road system in Greenlee County. The major roads in the County are all U.S. Highways (70, 191) or State Routes (75, 78). There are of course many other public and private roads in Greenlee.

Of the other roads in Greenlee, whether public or private, few have much in the way of documentation. In the mid-1960s, the Greenlee County Development Corporation deeded land to individual property owners in York, and many of these deeds included easements for the roads now in place. Other portions of York road easements have been dedicated via surveys. However, SEAGO did not find complete easements for all York roads. Furthermore, roads for which easements exist were found to be incomplete.

The Verde Lee and Loma Linda road systems are exceptions to this, as these are platted subdivisions, required by statute to provide roads built to minimum standards before acceptance into the County road system. The County began accepting roads in Verde Lee in the 1980s, after first establishing a Verde Lee Paving and Street Improvement District in 1980.⁶³ The Board took similar action for the Loma Linda Road Improvement District in 1989, and began accepting roads into the County system in the 1990s.⁶⁴ The

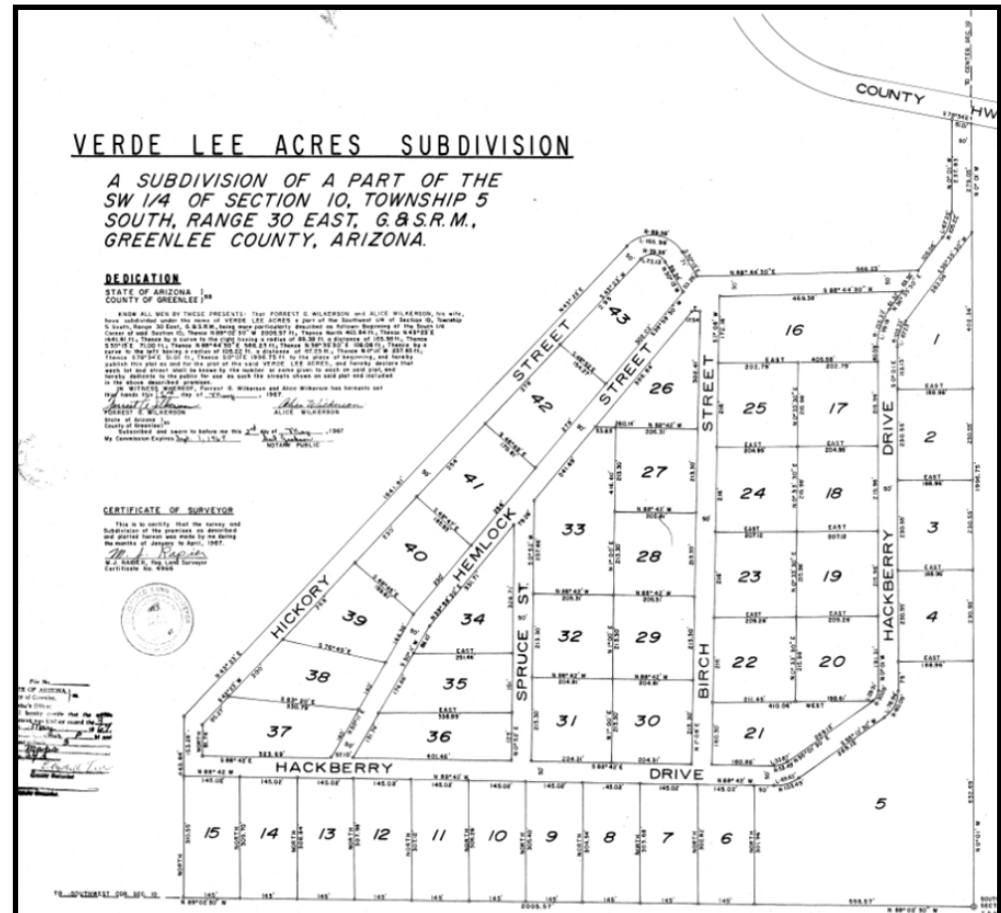
63. Resolution 10-80-02. Greenlee County Board of Supervisors Minutes of October 24, 1980, Book 8 page 480.

64. Resolution 89-02-02. Greenlee County Board of Supervisors Minutes of November 8, 1988, Book 10 page 261.

Loma Linda and Verde Lee road systems, having been developed under subdivision regulations supported by statute, constitute the most complete sets of publicly-owned and documented streets in unincorporated Greenlee County.

From the documents examined in this study, it appears that beyond the major thoroughfares or subdivision roads discussed above, public declarations or acceptance of roads has not been common.

This excursion into the transportation history of Greenlee County has been made possible through a variety of available source material. This includes publicly-available books, newspapers, ADOT reports, historical maps obtained from ADOT and the Arizona State Archives, the Cline Library Special Collections at Northern Arizona University, the Sharlot Hall Museum in Prescott, US Forest Service documents and publications, and most importantly, Graham and Greenlee County documents. The latter were obtained through research conducted at the County Boards of Supervisors for both Counties, as well as the Greenlee County Recorder. The public domain documents provide the historical context, while the government documents constitute the milestones of progress in the development of the Greenlee County transportation system.



SOURCES METHODS AND RESULTS

SEAGO used a variety of sources to create the Greenlee Road Ownership Study. The research team used these sources to identify roads under Greenlee County jurisdiction and to gather the historical documentation of such. After highlighting some of the more significant sources, there follows a discussion of the ways these sources were utilized in this study. Source materials for this study include:

Board of Supervisors minutes from Graham, Greenlee, Apache, Yavapai and Pima Counties

Recorded deeds, surveys and plats from Graham and Greenlee Counties

Historical maps from a variety of sources including the Arizona State Archives

Arizona Department of Transportation Records including surveys, maps and abandonments

Arizona State Land Department records

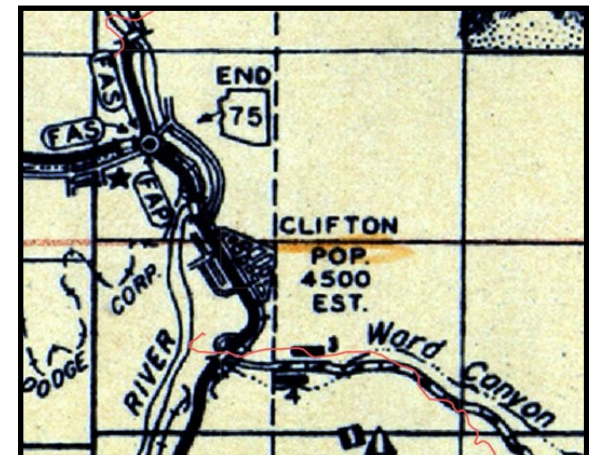
Bureau of Land Management records

Homestead Entry Surveys and General Land Office Records

US Forest Service records

Books, essays, newspapers and other text sources; and

Geo-spatial data analysis from multiple GIS platforms (Greenlee County and SEAGO GIS, Google Earth).



ARCHIVAL SOURCES

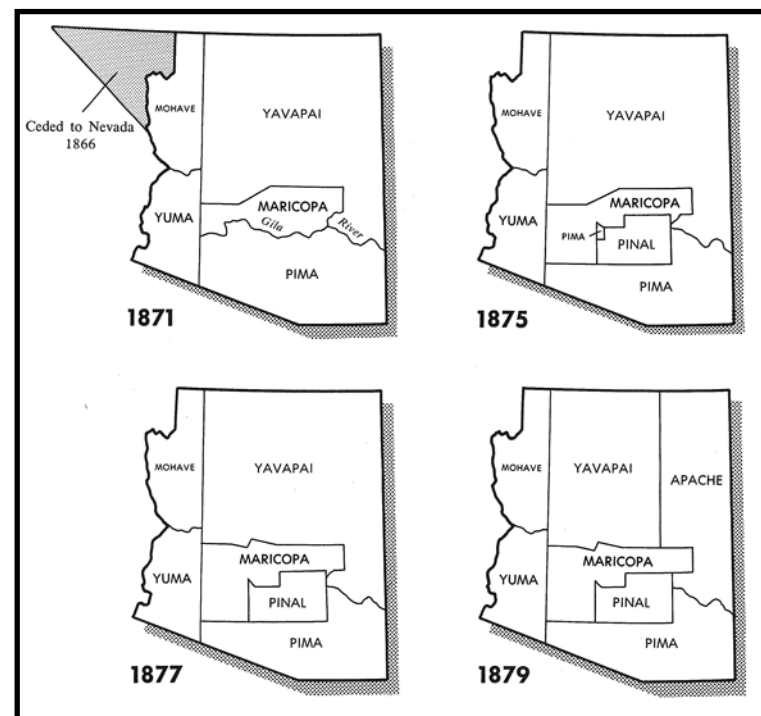
Apache, Pima and Yavapai Counties (1863 – 1881)

Between the establishment of the Arizona Territory 1864 and the final boundary lines drawn in 1909, Greenlee County was part of Pima County south of the Gila River (1864 – 1881), Yavapai County north of the Gila (1864 – 1879) and Apache County (1879 – 1881). This study therefore examined Board of Supervisors meeting minutes and Recorder’s documents relating to road petitions and dedications. Though examinations of these earliest records turned up the occasional historical curiosity relative to the study area,⁶⁵ we found no records relating to roads in what would later become Greenlee County.⁶⁶

Road dedications by Board action do exist in these records, but these made no reference to legal descriptions or coordinates established by the Gila and Salt River Meridian, which was established in 1865. Instead, these earliest road declarations referred to the settlements at one or both ends of the road.

Graham County (1881 – 1909)

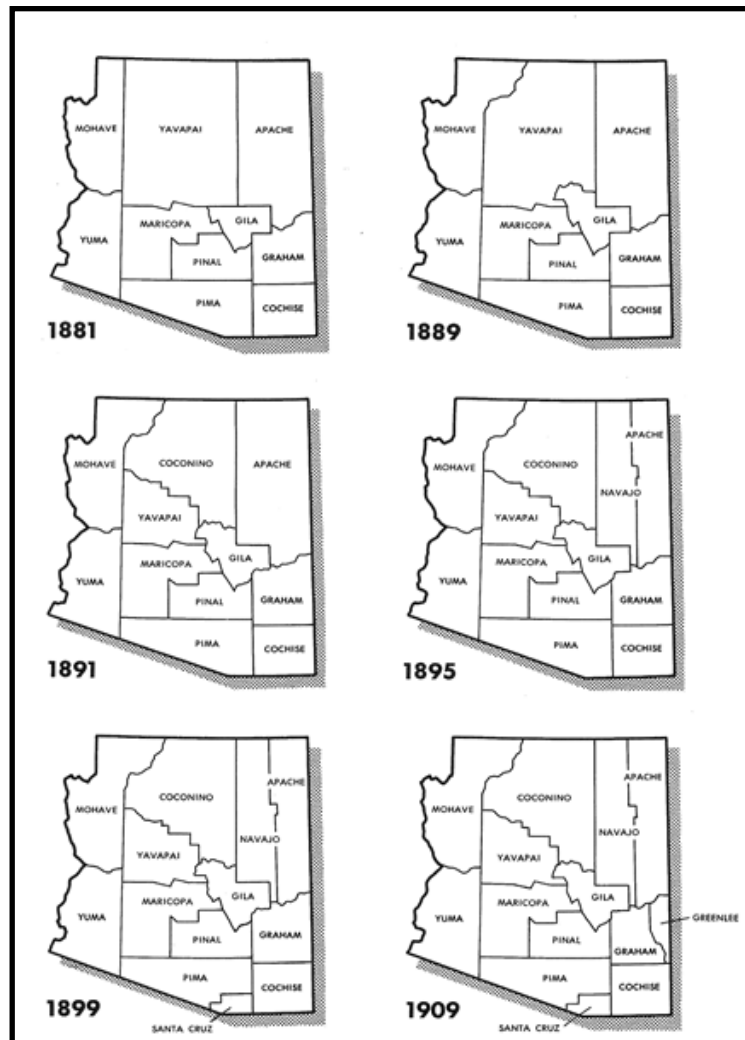
With the establishment of Graham County in 1881, the county seat was located not in Prescott nor Tucson, nor St. John, but Solomonville. Citizens could now deliver road petitions much more easily, and records



Early evolution of Counties in Arizona Territory. Greenlee County was part of Yavapai north of the Gila River, with the parts south of the same being part of Pima. The northern portion was briefly a part of Apache County. Bufkin, Don and Walker, Henry P. Historical Atlas of Arizona (Second Edition). University of Oklahoma Press, Norman OK. 1986.

65. For example, Yavapai County records for this period document a protest and ultimately Board rejection of election results in the newly-formed Clifton election precinct. See Yavapai County Board of Supervisors (BOS) Minutes, Book B, pages 54–78. Election-related matters constitute the only mention of this part of the state in the Yavapai BOS records from this period.

66. In the case of Apache County, the Board minutes from the three-year period of jurisdiction are unfortunately unavailable: the first fifty pages were found to have been crudely from of the minute book.



Development of Arizona Counties, 1881-1909. Historical Atlas of Arizona.

begin to coalesce after 1881. Locations of roads via the Township-Range-Section coordinate system also come into use, although recorded deeds with metes-and-bounds legal descriptions do not come into use until 1898.⁶⁷

Most of the arterial roads in Greenlee were first declared by the Graham County Board of Supervisors in the last quarter of the nineteenth century. The Board also declared roads connecting various mines and settlements in the Clifton-Morenci district, the eastern Gila valley communities of Duncan and Franklin, and the Blue River Road.

Greenlee County (1909 – Present)

By the time the Territorial Legislature formed Greenlee County, the modern means of road dedications was largely in place. The Board of Supervisors still dedicated roads the old way, but recorded deeds increasingly became the mechanism by which they came into being, whether public or private. The dedications of rights-of-way for highways such as the Clifton-Duncan Highway (SR75) and the Safford-State Line Highway (US70) often took place in a series of consecutive deeds, beginning in the 1910s and especially after 1916. Dedications of private roads are also found in the Recorder's Deeds to Real Estate books and later, Docket books and recorded surveys with increasing frequency throughout the twentieth century.

67. Namely in Clifton. See Transcribed Real Estate Deeds, Book 1 page 525, Greenlee County Recorder. These are the relevant transcribed real estate deeds for the period in which the Graham County Recorder held jurisdiction over Greenlee.

Arizona State Trust Lands

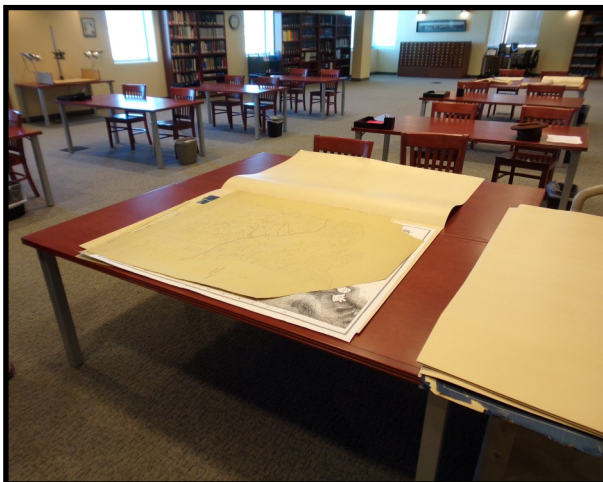
Nearly 15 percent of Greenlee County is under the jurisdiction of the Arizona State Land Department (ASLD). ASLD lands are found primarily in the southern portion of the County (Township 4 South through 10 South). Of the Sections of State Trust lands, the SEAGO research team identified 40 Sections for which road or right-of-way leases exist. Like County records, ASLD documents are available for public view but require researchers to visit the document depositories directly, which SEAGO did. The lease documents obtained are for road rights-of-way only, and are arranged by Township in the ASLD folder in the File Collections. The files are classified as Lease Documents, Legal Descriptions, Maps, and Correspondence. The same documents are also included in the appropriate road subfolder in the main ROADS folder in the File Collections. ASLD documents are viewable through the Sections feature class layer in the GIS.

Bureau of Land Management

The Bureau of Land Management (BLM) is similar to ASLD in that records are stored on site at the Safford Field Office in hard copy format and must be accessed in person. BLM owns 13.6% of the land in Greenlee County, and SEAGO staff identified 32 road right-of-way grants through BLM lands. As with ASLD, BLM documents are arranged in the File Collections by Township under the BLM main folder, and are duplicated in the appropriate Road folder. BLM documents are viewable through the Sections feature class layer in the GIS.



Surface Management in Greenlee. ASLD in blue, BLM in yellow, USFS in green. These three agencies control roughly 90% of the land in Greenlee County.



The Polly Rosenbaum State Archives and History building, where the SEAGO team acquired high resolution historical maps via "Gunter," the large format scanner pictured below.



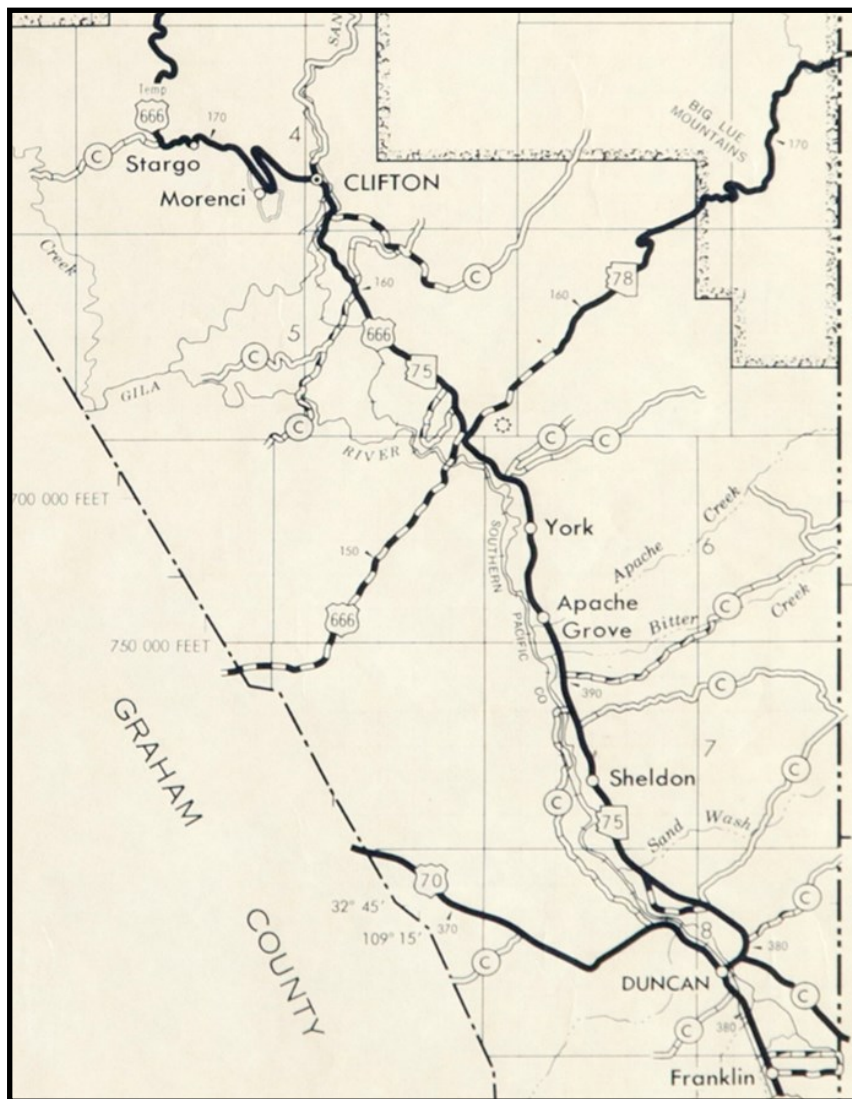
Historical Maps

Historical maps were important to this study, because they demonstrate the development of the road network over time. SEAGO obtained the earliest available maps of the Arizona Territory from the 1880s through the Sharlott Hall Museum Map Collection in Prescott.

SEAGO also obtained a number of historical maps of Graham and Greenlee Counties for use in this study. Many of these are held at the Polly Rosenbaum State Archives and History building in Phoenix, whose staff assisted our team in securing high-resolution scans. Among these are a Graham County map from 1908, the first map of the new Greenlee County (1914), and the map commissioned by the Greenlee County Board of Supervisors in March of 1916. Also included are the 1913 map series for the Clifton-Solomon Highway (191), and the County General Highway Maps from the Arizona State Highway Department from 1949. The 1976 General Highway Map was obtained from the Cline Library at Northern Arizona University. Some of these maps are also held by the Greenlee County Recorder, but are in fragile condition and therefore under restricted access. The maps included in this study are high quality, high resolution digital scans of these important historical documents.

Arizona Archive map scans from the 1920s feature annotations related to roads including maintenance responsibility and jurisdictions, as well as planned routes in development like the Coronado Trail and Mule Creek Highway.

Finally, recorded surveys and maps available from the Graham and Greenlee County Recorders were invaluable. In the latter half of the twentieth century, road easement dedications have increasingly been accomplished through recorded surveys



1943 ADOT General Highway Map. Arizona State Archives.

rather than deeds.

Geographic Information Systems (GIS)

The research team made heavy use of public and proprietary GIS databases and programs. The Greenlee County Information Technologies staff provided SEAGO with geospatial datasets which were used to develop the GIS portion of ROS. In developing this study, the SEAGO team also used publicly available GIS systems including Google Earth in conjunction with the Earth Point Township and Range tools developed for use with Google Earth. For identifying roads and easements based on legal descriptions in recorded deeds, we used Plat Plotter v1.46, a publicly-available web application.⁶⁸

PUBLIC DOMAIN SOURCES

In addition to the archival resources discussed above, the SEAGO research team made use of a wide variety of publicly-available sources. These include pre-BLM General Land Office records such as Homestead Entry Surveys and Patents; Forest Service books, documents and maps including the initial 1904 inventory of the Black Mesa Forest Reserve (1898—1908) and the 1908 atlas of Apache National Forest; oral histories from the Arizona Memory Project; United States Geological Survey maps; Sanborn Fire Insurance Maps; historical books and documents and newspaper archives.

68. See <http://www.earthpoint.us/Townships.aspx> and <http://platplotter.appspot.com/>.

Public domain maps, surveys, and histories from the Arizona Department of Transportation (ADOT) were also useful in developing this study.

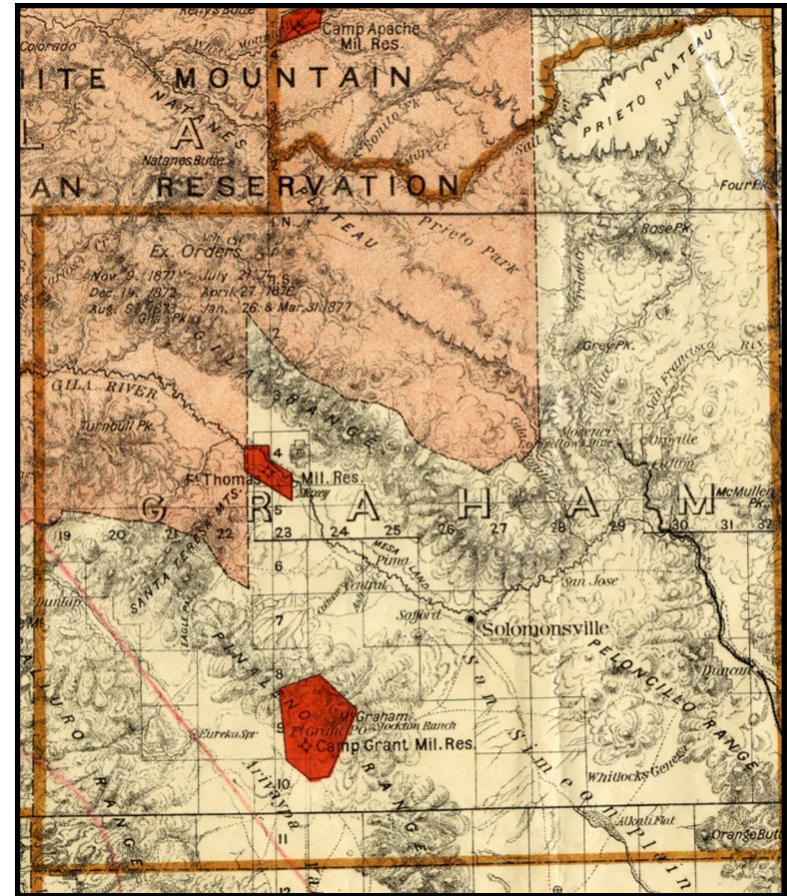
METHODOLOGY

The SEAGO research team used the above sources in various combinations to develop a document index for all available roads. As government records were the most valuable in this regard, SEAGO combed through approximately 44,000 pages of Board of Supervisors minutes and County Recorder documents from the Territorial era up to the present, looking for road declarations, dedications and recorded easements. A brief discussion of some of these methods follows.

Archival and Historical Resources

Depending upon the circumstances surrounding various roads, sources and methods could vary widely. In Graham County and early Greenlee records, Board action might refer to place names at the endpoints of a given road, or refer to a road declaration by its Township, Range and Section coordinates.

When early BOS road declarations referred to place names no longer in common use, SEAGO used lateral sources such as maps and historical documents to identify these roads. To take one example, early in our research we found that in the fall of 1890 the Graham County Board of Supervisors accepted a petition to declare a public highway “leading



1887 Territorial Map showing Graham County before the creation of Greenlee County. Sharlott Hall Map Collection.

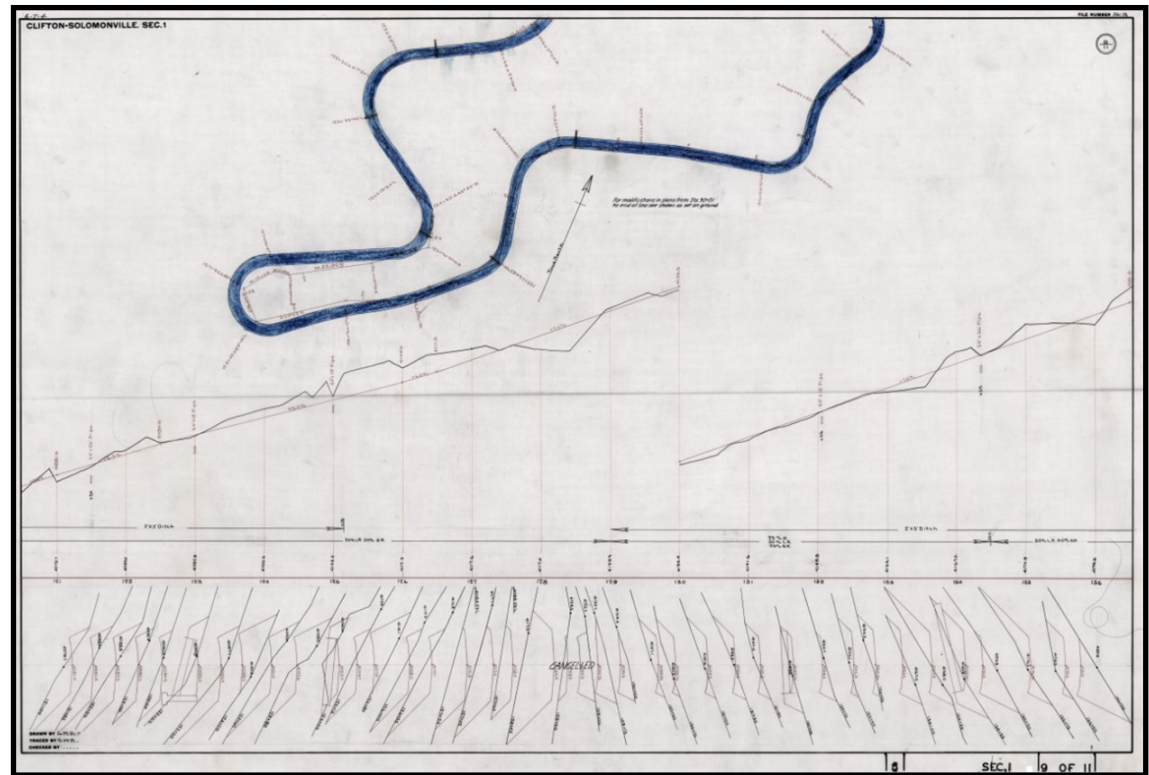
from the Coronado Ranch to the east County line.”⁶⁹ This place name is no longer in common use, but James Colquhoun’s *History of the Clifton-Morenci Mining District* and the 1908 Graham County map label Coronado in the place now known as Three Way. Historical source material including books, memoirs, oral histories and reports are preserved in the “HISTORICAL SOURCES” section of the File Collections portion of this study. Where applicable, further documentation of historical research is preserved in the “MISC” subfolder in the Road file. See Part 6, below, for more on the File Collections.

The research team also used the collected resources to determine the historical development of certain roads, which included locating the earliest records of these. An example of this is the Blue River Road. The earliest Board action we found dated from 1895. The first Department of the Interior inventory of the Black Mesa Forest Reserve, out of which the Apache National Forest was designated in 1909, identified the Blue River Road as one of the main travelways. Alpine, at the upper end of the Blue watershed, was one of three farming communities that existed within the Reserve at the time of its creation; in addition to regular travel, the road was used to haul timber to support the Clifton-Morenci mining district.⁷⁰ Five years after this initial inventory, the Forest Service published its first maps of the Apache National Forest, which showed Blue River and other roads present at the creation.⁷¹

69. Graham County Board of Supervisors Minutes, Volume 2, pages 125 and 139.

70. See Plummer, F.G. Forest Conditions in in the Black Mesa Forest Reserve. U.S. Geological Survey Professional Paper No. 23, 1904, pages 13-14, 19.

71. United States Department of Agriculture. *Forest Atlas of the Apache National Forest*, 1909.



Early plans for the Clifton-Solomon Highway (US191). Arizona State Archives.



Above: Old U.S. 70 alignment, plotted using the PlatPlotter web application and the legal description provided in the Recorder's Deeds to Real Estate Book 3, page 163. Below: The same plot exported to a .kml file for display on Google Earth.



Legal Descriptions and GIS

On many recorded deeds, SEAGO used the metes and bounds legal descriptions, plotting the road using a combination of the PlatPlotter 1.46 application in conjunction with the SEAGO GIS, the Greenlee County GIS system and Google Earth. PlatPlotter allows for exporting to .kml, and in some cases SEAGO took advantage of this functionality to map selected easements on Google Earth. However, these methods were used to “sketch” the locations these easements rather than to obtain accurate dimensions and precise points of beginning. Some of these .kml files, as well as screenshots of plotted easements referenced to the Recorder’s Docket, Book and Page numbers are included in the file folders for selected roads. Screenshots and Google Earth files were unnecessary in cases where roads, easements of right-of-way sections were not dedicated via legal descriptions.

SEAGO GIS staff used geo-referencing tools to turn historical maps such as those provided by the Arizona State Archives into base maps, over which current geospatial features can be overlaid. This allows the user to compare current road locations and extents with historical map data. The 1916 Greenlee County and 1949 General Highway Maps from the Arizona State Archives are georeferenced for display on the GIS, as is the 1976 Highway Map from the Cline Library at Northern Arizona University.

FILE COLLECTIONS

Two primary products are the result of this study: A Geographic Information System (GIS) and a file package of organized collection of documents and source material. These are provided on the USB drives which accompany this report.

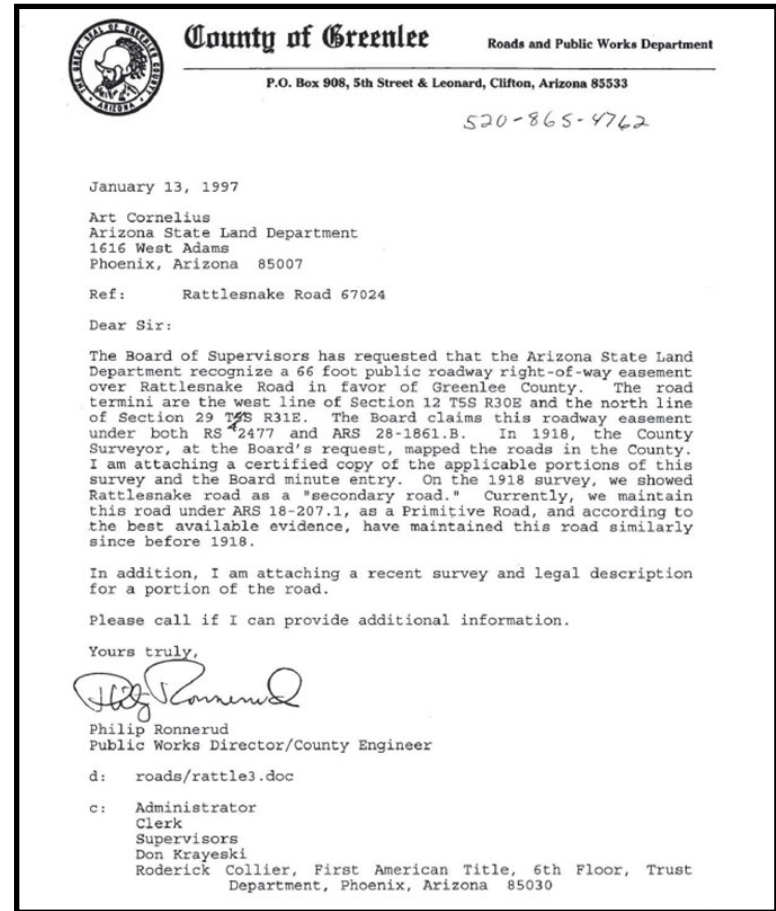
The File Collections are a file tree with folders and sub-folders organizing the documents, data, maps and other sources used to create the Greenlee County Road Ownership Study. A backup of the GIS system and data is also included, should it need to be restored. A description of the File Collections follows.

ASLD (Arizona State Land Department)

This is a collection of all available ASLD Road Right-of-Way permit records in Greenlee County, including lease agreements, legal descriptions, maps and surveys, and correspondence. These are arranged by Township, and the file folders contain both the name of the road and the ASLD lease number (or “KE” number). The ROADS master folder in the File Collections also contains State Lands documents, in the ASLD subfolder in applicable Road folders. Finally, these files may be accessed by clicking on the Road feature class in the GIS system.

BLM (Bureau of Land Management)

This is a collection of all road-related BLM grants in Greenlee. SEAGO identified and captured 24 BLM grants dealing primarily with the principal travelways, US70, US191, SR78 and SR75. As with the ASLD docu-



1997 letter from County Engineer Phil Ronnerud notifying Arizona State Lands of an RS-2477 claim for Rattlesnake Road. Leases, surveys, maps, legal descriptions and correspondence for all ASLD roads in Greenlee County are included in the File Collections. See next page.

*John -
Can we make this a 66' right of way with
the info we have. This is a RS2477 claim and
66' is what their records indicate?
Thanks
Sheila*

*DONE SEE ATTACHED REVISED SLD FORM JAN
3/2/97
SRRY WE GUESSED WRONG THE FIRST TIME*

Arizona
State Land Department
1816 WEST ADAMS
PHOENIX, ARIZONA 85007

J. DENNIS WELLS
STATE LAND COMMISSIONER

February 25, 1997

Mr. Philip Ronnerud
Public Works Director/County Engineer
Greenlee County
P. O. Box 908
Clifton, Arizona 85533

Re: Rattlesnake Road 67024

Dear Mr. Ronnerud:

The Department has reviewed the survey and resolution submitted by your office requesting the recognition of a 66 foot easement for Rattlesnake Road.

Please be advised that the Land Department recognizes this R.S. 2477 legal access and this right of way is being entered into our public records under file number 70-102673. If any new construction is to take place within this 66 foot easement archaeological clearance would be required prior to construction.

If we can be of further assistance to you in this matter please contact me at the above address or by calling (602) 542-2648.

Sincerely,
Sheila McCafferty
Sheila McCafferty
Manager, Rights of Way Section

c: Don Kraveski

Post-It* Fax Note	7671	Date	2/25	# of pages	1
To	Don Kraveski	From	Sheila		
Co./Dept.		Co.	SLD		
Phone #		Phone #	542-2648		
Fax #	995-2235	Fax #	542-2590		

ments, these are arranged by Township in the BLM main folder in the File Collections, and are duplicated in the ROADS collection. These are also accessible through the GIS system by clicking on the Road feature class in the GIS.

GIS

This folder contains the geospatial database used to create the SEAGO Greenlee County Road Study GIS system. This can be used with ArcGIS Pro to create or recreate the baseline data used in the system.

HISTORICAL SOURCES

A variety of historical sources were consulted in the creation of this study, and these are preserved in the HISTORICAL SOURCES folder. Consultations with the Greenlee Historical Society are preserved here, as are otherwise publicly-available oral histories from the Arizona Memory Project. A number of early Forest Service books and pamphlets are included, as are books and archaeological studies of the region. As part of our study, SEAGO consulted these sources for information relative to roads and transportation development. More generally, however, the documents preserved here are a trove of curious and colorful information about the development of Greenlee County.

ADOT history documents are also part of this collection. Among these is the 2011 Arizona Transportation History, which was a significant source for the historical overview section of this report. Brief, one-page essays by ADOT on US70, US191, SR75 and SR78 are also included here, and are duplicated in the applicable Road folders.

Documentation of successful RS2477 claim for Rattlesnake Road, including internal ASLD correspondence.

MAPS








The Map Collection consists of historical maps from a variety of sources. Among these are high-quality, high-resolution scans from the collection housed at the Polly Rosenbaum State Archives and History Building in Phoenix, the Cline Library at Northern Arizona University in Flagstaff, and the Sharlott Hall Museum Map Collection in Prescott. The latter holds maps of the Arizona Territory, which we consulted in order to track early Territorial road development. The Arizona State Archive maps include a 1908 map of Graham County, and a series of Greenlee County maps that demonstrate, through the base map and subsequent annotations, the development of the road network.

In addition to these archival-sourced maps, there are collections of low resolution (color) and high-resolution (black and white) Sanborn fire insurance maps for Clifton, Morenci, Duncan and Franklin. Also included are a set of United States Geological Survey topographic maps in a variety of scales: 1:250,000; 1:125,000; 1:62,500; and 1:24,000. Homestead Entry Surveys, General Land Office Patents and Plats are also part of the map collection, as are Greenlee and Graham County surveys, arranged by Township. Note that surveys are indexed by Township in the Map Collection, but have also been copied into the applicable MAPS subfolders under each road in the ROADS section of the File Collection.



1883 Map of Arizona Territory. Sharlot Hall Map Collection.

ansportation > Greenlee County Road Ownership Study > GREENLEE DELIVERABLES > ROADS > RAILROAD WASH 1897 > BOS

Name	Date modified	Type	Size
 1-5-25 3.396	7/23/2019 9:06 AM	JPG File	4,258 KB
 3-7-21 v3.192	7/23/2019 9:07 AM	JPG File	3,166 KB
 3-9-25 3.405	7/23/2019 9:07 AM	JPG File	2,342 KB
 4-13-1897 gra3.171 (closeup)	7/23/2019 9:09 AM	JPG File	783 KB
 4-13-1897 gra3.171	7/23/2019 9:07 AM	JPG File	755 KB
 4-13-1897 gra3.172	7/23/2019 9:08 AM	JPG File	762 KB
 5-15-05 gra5.169	7/23/2019 9:07 AM	JPG File	1,178 KB

Board of Supervisors minutes for Railroad Wash Road, in the File Collections which accompany this report. Graham County records have the “gra” modifier.

ROADS

The ROADS folder contains the roads for which SEAGO found documents. The documents available for each road can vary widely. Available subfolders include:

ABANDONMENTS: ADOT abandonments relative to the road (when applicable).

ASLD: Arizona State Land Department records.

BLM: Bureau of Land Management records.

BOS: Board of Supervisors meeting minutes concerning this road. Files are named using the following convention: [Source][Book].[Page]. BOS minutes also include the date of the minutes. Graham County Board minutes are identified by the “Gra” modifier, i.e. “7-5-1895 Gra 2.432” which means Book 2 of the Graham County BOS minutes, from July 5, 1895.

DEEDS: Recorder’s documents for the road, named along the same lines as BOS minutes, with types of source books named as follows: DRE (Deeds to Real Estate), TDRE (Transcribed Deeds to Real Estate - these are the applicable Graham County deeds prior to the formation of Greenlee County), and DKT (Docket Book). Abandonments of portions of road rights-of-way are located here when applicable.

GIS: The documents which are associated with the road as displayed in the GIS feature layers. These are available documents for the road, compiled into one .pdf file for ease of use through the GIS interface.

MAPS: Surveys and maps of the road as available.

MISCELLANEOUS: Other information or historical research materials.

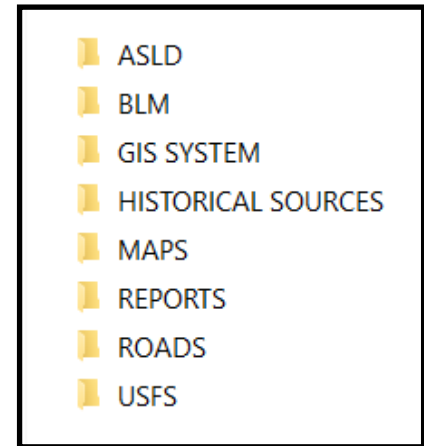
USFS: Forest Service documents relative to a given road.

These subfolders are only present under each road as applicable. A road for which only deeds were located will include only a DEEDS subfolder for example. For ease of use, some roads, like Verde Lee, Loma Linda or York, are collected under one master subfolder.

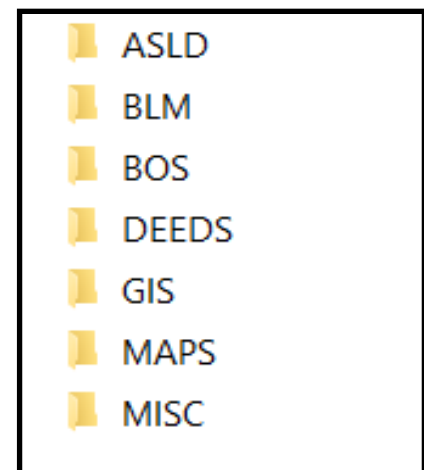
A miscellaneous folder containing roads in incorporated Clifton, Duncan and Morenci are in a separate folder. Errata and other various items of interest are also located here.

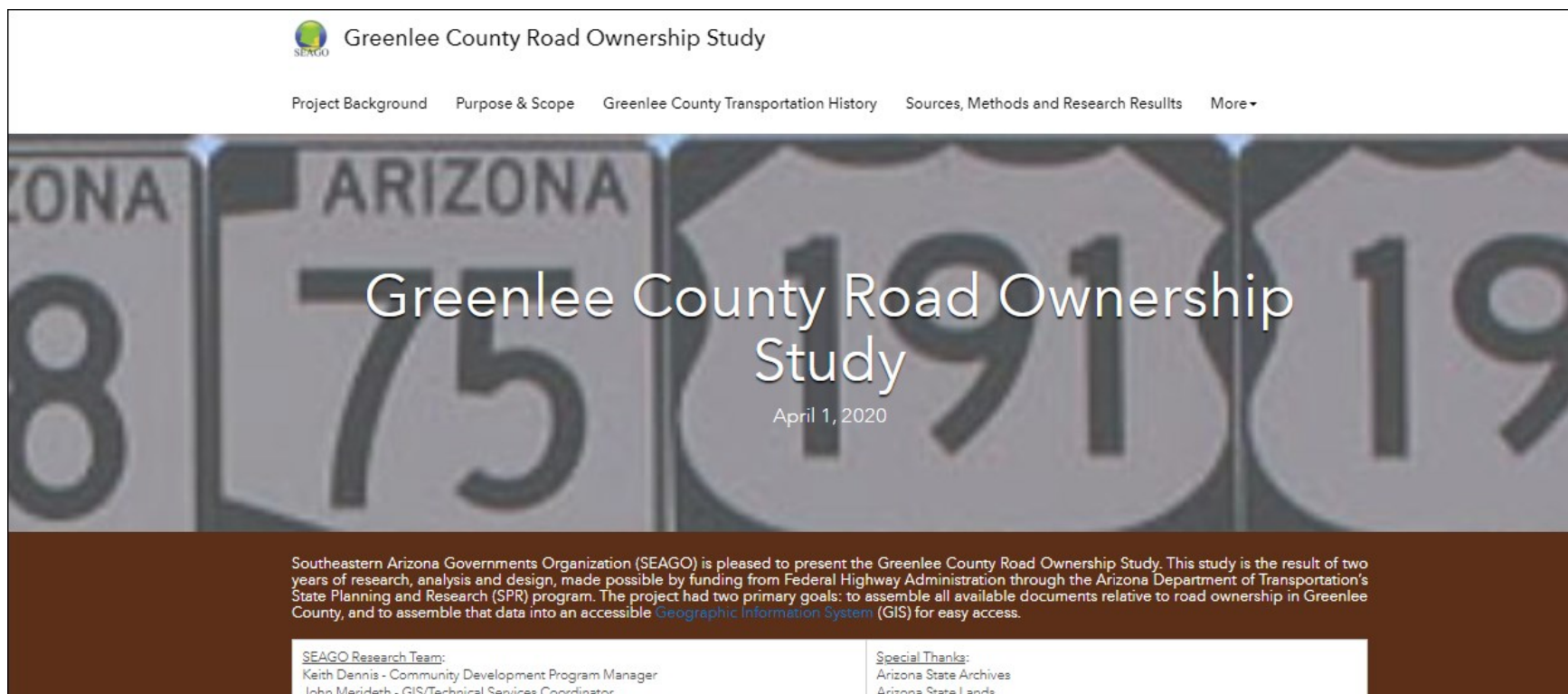
REPORTS

This Report and related documents are located in the REPORTS folder.



Above: File Collections. Below: Road subfolder for U.S. 70.





Greenlee County Road Ownership Study

Project Background Purpose & Scope Greenlee County Transportation History Sources, Methods and Research Results More ▾

Greenlee County Road Ownership Study

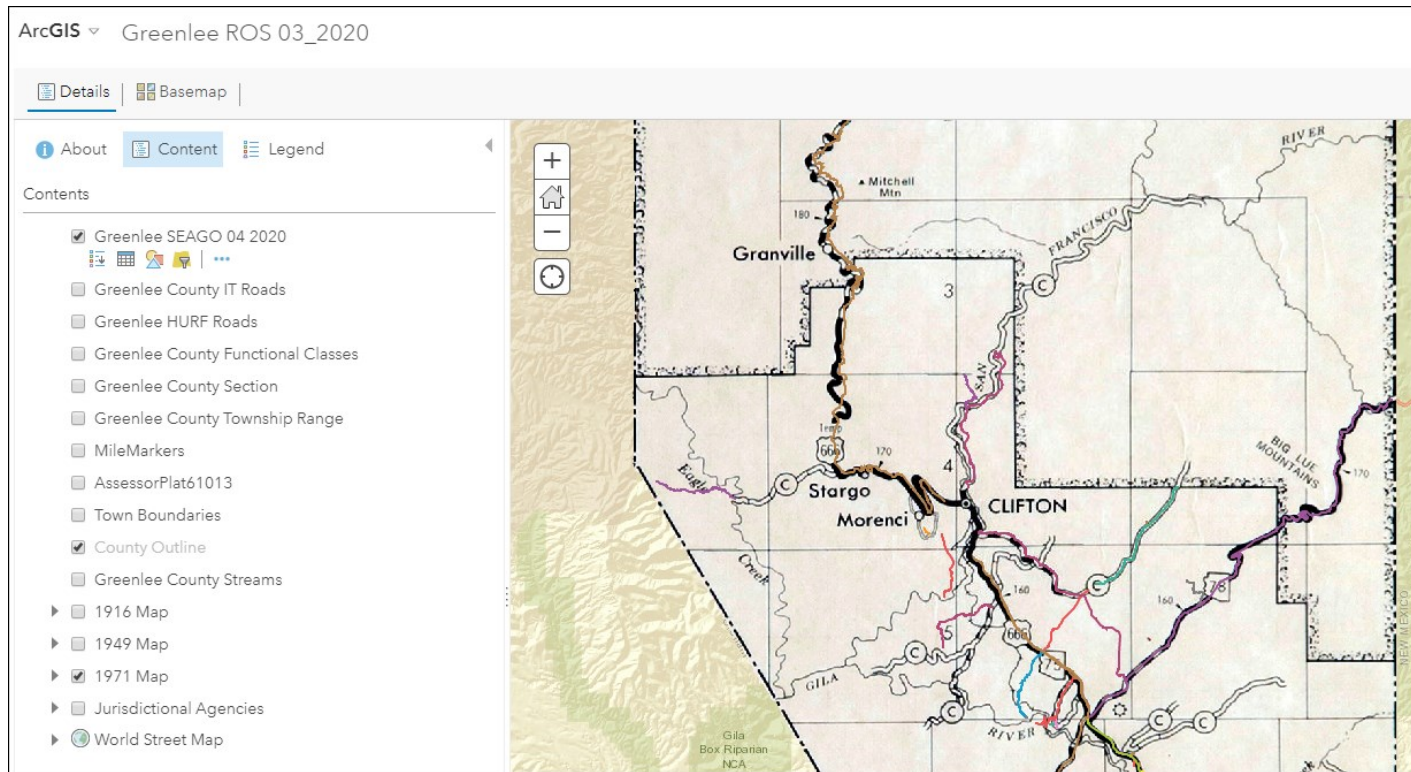
April 1, 2020

Southeastern Arizona Governments Organization (SEAGO) is pleased to present the Greenlee County Road Ownership Study. This study is the result of two years of research, analysis and design, made possible by funding from Federal Highway Administration through the Arizona Department of Transportation's State Planning and Research (SPR) program. The project had two primary goals: to assemble all available documents relative to road ownership in Greenlee County, and to assemble that data into an accessible [Geographic Information System \(GIS\)](#) for easy access.

<p><u>SEAGO Research Team:</u> Keith Dennis - Community Development Program Manager John Merideth - GIS/Technical Services Coordinator</p>	<p><u>Special Thanks:</u> Arizona State Archives Arizona State Lands</p>
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The primary deliverable for the Greenlee ROS is the Geographic Information System (GIS). SEAGO developed this product using existing geospatial datasets from both Greenlee County and other publicly available sources. SEAGO's GIS staff created a new layer (Greenlee SEAGO) to highlight roads and streets identified as having supporting documents relating to ownership. The popups in this layer contain external links to the supporting documents in .pdf format. These supporting documents are also incorporated into the File Collection as part of the project deliverables, being located in the GIS sub-folder for each Road in the File Collection.

**GEOGRAPHIC
INFORMATION
SYSTEMS**



SEAGO's Greenlee Road Ownership Study GIS, with the geo-referenced 1971 ADOT General Highway Map as the base map.

The SEAGO team built the GIS product using ESRI Arc GIS Pro v 2.3.3, and is available through Arc GIS Online. Additionally, and included in the project data disc, is a GIS project package (.ppkx) containing the GIS map and all data referenced by its layers. The database will be made available to the public and can be found at: <https://greenlee-county-road-ownership-study-seago.hub.arcgis.com/>

The following is a table of available GIS layers that were created for this project.

	Layer Name	Description
1	Greenlee SEAGO 04 2020	This layer contains all roads which have been identified by SEAGO, along with the supporting documentation.
2	Greenlee County IT Roads	This is the complete County roads layer as provided by Greenlee County IT.
3	Greenlee HURF Roads	A layer showing both HURF and non-HURF roads.
4	Greenlee County Functional Classes	A layer of Arizona's Functional Classification for highways, arterials, collectors and local roads as provided by ADOT dated July 15, 2015.
5	Greenlee County Section	A layer showing Greenlee County Sections.
6	Greenlee County Township Range	A layer showing Greenlee County Township and Range.
8	Mile Markers	A layer showing all mile markers within the County, as provided by Greenlee County IT.
9	Assessor Plat	A layer showing all Greenlee County assessed parcels as of June 10, 2013, as provided by the Greenlee County.
10	Town Boundaries	A layer showing the boundaries of Clifton and Duncan as provided by Greenlee County IT.
11	Greenlee County Outline	Greenlee County boundaries.
12	Greenlee County Streams	A layer showing detailed rivers and streams in the County.
13	1971 Map	Historical ADOT map of Greenlee County roadways.
14	1949 Map	Historical ADOT map of Greenlee County roadways.
15	1916 Map	Historical Greenlee County Engineer map.
16	Jurisdictional Agencies	A layer showing jurisdictional agency boundaries based on 2013 BLM data.

Applicable Arizona Statutes

The following is a list of applicable statutes that govern public roads and right-of way acquisition in the State of Arizona.

A.R.S. §28-6701 grants the authority to establish, alter or abandon county highways to the county board of supervisors. However, the statute does not create a public or county owned right-of-way.

A.R.S. §28-6701, §28-6702, and §28-6703 outlines the steps required to establish a county highway.

A.R.S. § 11-251 authorizes the Boards of Supervisors of the various counties to “lay out, maintain, control and manage” the public roads in unincorporated areas of the county. Additionally, A.R.S. §11-251, Paragraph 28, enables the board of supervisors to enter into agreements for acquiring rights-of-way, construction, etc.

A.R.S. §28-7041 provides a method for the County to maintain the road as a public highway. A.R.S. § 28-7041 states:

A. The state highways, to be known as state routes, consist of the highways declared before August 12, 1927 to be state highways, under authority of law, that the board, after receipt of a recommendation from the director, may add to, abandon or change. If the board proceeds contrary to the recommendations of the director, it shall file a written report with the governor stating the reasons for the action.

B. The state highways consist of the parts of the state routes designated and accepted as state highways by the board. A highway that has not been designated as a state route shall not become a state highway and any portion of a state route shall not become a state highway until it has been specifically designated and accepted by the board as a state highway and ordered to be constructed and improved.

C. All highways, roads or streets that have been constructed, laid out, opened, established or maintained for ten years or more by the state or an agency or political subdivision of the state before January 1, 1960 and that have been used continu-

ously by the public as thoroughfares for free travel and passage for ten years or more are declared public highways, regardless of an error, defect or omission in the proceeding or failure to act to establish those highways, roads or streets or in recording the proceedings.

A.R.S. § 11-562 provides that the County Engineer, as the agent of the Board of Supervisors, “shall have charge of all highways, other engineering construction and improvements, alterations and repairs to county property.”

A.R.S. § 32-2181 identifies requirements of a land-owner who proposes to subdivide land. Land owners must file a plat with the County Recorder which must be approved by the board of supervisors and must show any streets, roads, highways or other public uses and contain a dedication to public use.

A.R.S. § 40-283 provides that the Board “may impose restrictions and limitations upon the use of the public roads as it deems best for the public safety or welfare.”

