



# Foundation Document Scotts Bluff National Monument

Nebraska

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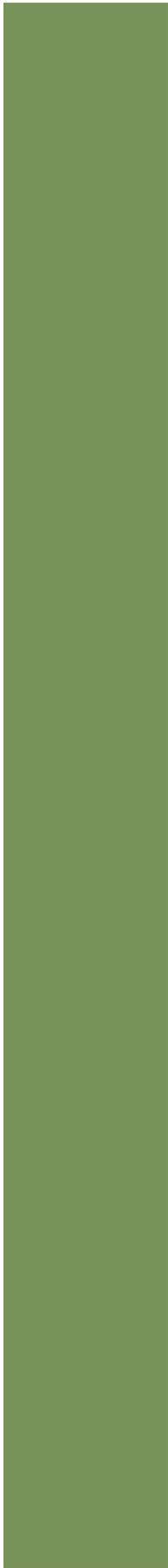
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## Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



*The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.*

## Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Scotts Bluff National Monument can be accessed online at: <http://insideparkatlas.nps.gov/>.



## Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

### Brief Description of the Park

Scotts Bluff National Monument was established in 1919 by Presidential Proclamation, marking the first time that the Antiquities Act was used to preserve a landscape based on the westward expansion movement “Manifest Destiny.”

The monument currently encompasses 3,003 acres of prairie and bluff habitat located in the Panhandle of western Nebraska. The monument is dedicated to preserving Scotts Bluff, South Bluff, Mitchell Pass, and the remnants of the Oregon-California Trail. The monument preserves the historical scene, the associated geological features, and natural and cultural resources in perpetuity.

In the 19th century, approximately half a million Euro-Americans traveled up the Platte and North Platte Rivers on their way to lands that later became the states of Oregon, Utah, and California. The chain of rock formations in western Nebraska marked the change in terrain between the prairies to the east and the mountains to the west.

The main route of travel was south of the park, through Robidoux Pass, until 1851. The previous year, anonymous laborers physically altered the area known as Mitchell Pass by filling gullies and building earthen ramps into the side of ravines. This allowed wagons the opportunity to safely navigate “The Gap,” now known as Mitchell Pass. This became the primary route in 1851 and cut approximately 8 miles off the trail route. During 1852, the peak migration year, up to 50,000 people passed through the area. Later, the Pony Express and the transcontinental telegraph used this route. The completion of the transcontinental railway in 1869 greatly reduced the number of emigrants using the Oregon Trail as transcontinental travel by railroad became available.





Scotts Bluff was named after Hiram Scott, a fur trader who died while on an 1828 journey eastward out of the Rocky Mountains. His remains were found near the bluffs in 1829, but the circumstances of his death remain a mystery. During the period of overland migration (1840s–1860s), travelers generally used the term Scotts Bluffs in the plural to refer to the chain of formations extending east and west from the most prominent bluff and including today’s Wildcat Hills. Over the years, the geological features known as “Scott’s Bluffs” have taken on their own individual names. They are now known as Dome Rock, Crown Rock, Sentinel Rock, Eagle Rock, and Saddle Rock. However, the largest and most prominent is known as Scotts Bluff, and still stands as a landmark for travelers.

The massive 800-foot high Scotts Bluff is a notable natural landmark and was a resting place along the Oregon, California, Mormon, and Pony Express Trails (collectively, the Overland Trail). For those visitors who hike or drive to the summit, a significant part of their experience is the panoramic view of the prairie, bluffs, and badlands within the monument and the more distant views of the North Platte River Valley and the historic landscape beyond.

The monument is recognized primarily for its historical significance and distinctive geological features, the latter consisting of steep, rocky, siltstone and sandstone bluffs, ridges that extend from them, and areas of badlands formations. The monument also contains fossil deposits within its geological strata.

Archeological evidence indicates that indigenous people were present in the area as long as 10,000 years ago. From perhaps the 1500s to the early 1800s the region was a favorite bison hunting ground for the Lakota, Cheyenne, and Arapaho. American Indian tribes such as the Pawnee, Cheyenne, and Sioux (Lakota, Nakota, and Dakota) continued to inhabit what is now western Nebraska until their forced removal to reservations following the Fort Laramie Treaty of 1868.

The facilities of the monument (the visitor center, Summit Road, administrative and maintenance complexes, and some of the trails and parking areas) were primarily designed and built by the Works Progress Administration and the Civilian Conservation Corps (CCC) in the 1930s, and expanded by the National Park Service initiative known as the Mission 66 program. The developed landscape, therefore, has its own historic value, apart from the history of the landmark bluff and historic trails.

Scotts Bluff National Monument is one of the few places in the Panhandle of Nebraska where wildlife is protected in a natural environment. The monument is surrounded by private land, approximately half of which is used for agriculture. There are resident populations of various species of reptiles, amphibians, birds, mammals, and invertebrates. The staff actively interprets the natural resources in the monument.

The monument is adjacent to the city of Gering to the east and to the city of Scottsbluff to the north, in Scotts Bluff County, Nebraska. The monument attracts approximately 120,000 visitors each year, most of them during the summer months.

## Park Purpose

The purpose statement identifies the specific reasons for establishment of a particular park. The purpose statement for Scotts Bluff National Monument was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when a proclamation was signed by President Woodrow Wilson on December 12, 1919 (see appendix A for the legislative history of the monument). The purpose statement lays the foundation for understanding what is most important about the park.

*The purpose of SCOTTS BLUFF NATIONAL MONUMENT is to preserve the scenic, scientific, geologic, and historic integrity of Scotts Bluff. The monument preserves remnants of the Oregon Trail through Mitchell Pass and affords views of surrounding formations that, along with Scotts Bluff, were primary landmarks along the emigrant trails (the Oregon, California, Mormon Pioneer, and Pony Express National Historic Trails) used for westward expansion.*



Photo Courtesy U.S. Air Force, by Matt Bilden

## Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Scotts Bluff National Monument, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Scotts Bluff National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

1. **Historic Trail Corridors** – The Overland Trail ruts through Mitchell Pass at Scotts Bluff are the remnants of one of humankind's most epic migrations to America's western frontier.
2. **Landmark** – Scotts Bluff was a physical and emotional landmark for emigrants and had cultural significance to American Indians. Views to and from this landmark were critical for pioneers traveling west.
3. **Topography and Trail History** – The land formations of the area influenced the locations of historic trails, which evolved from the time of the earliest plains inhabitants 8,000 to 10,000 years ago.
4. **Geology and Paleontology** – The monument contains more geologic history than any other location in Nebraska. The exposed strata at Scotts Bluff National Monument span a time period extending from 33–22 million years before present. These geologic deposits yield fossils used as type indicators of the Oligocene epoch (34 to 23 million years before present).
5. **William Henry Jackson Collection** – The monument preserves the largest single collection of watercolor paintings by photographer and artist William Henry Jackson, one of the greatest chroniclers of the Oregon Trail and the westward migration. Fifty of those paintings and many of his personal items now reside at Scotts Bluff National Monument and is the largest single holding of Jackson paintings.



## Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park’s legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Scotts Bluff National Monument:

- **Historic Trail Ruts** – The historic landscape at Scotts Bluff National Monument contains historic resources, including ruts, related to the Oregon Trail, California Trail, Mormon Trail, and Pony Express Trail. Trail ruts within the monument range from buried trail ruts to defined trail ruts, to wider corridors or “troughs.”
- **Geology and Paleontology (the bluffs, the badlands, and their embedded fossils)** – The geologic landscape of the Scotts Bluff region is historically significant for the following reasons : (1) Scotts Bluff was a landmark to American Indian and pioneer travelers, (2) the North Platte River created a broad valley that facilitated westward migration, (3) the badlands formation forced the emigrants out of the river valley, (4) Scotts Bluff presented another barrier to travel, and (5) Mitchell Pass facilitated travel around the badlands and between the bluffs. Another significant aspect of the geology of the monument is its fossils. Fossils of horses, camels, oreodonts (extinct, sheep-sized, four-toed mammals), prairie dogs, foxes, turtles, rodents, beavers, and cats have been found in the badlands area.
- **Views to, from, and of the Bluffs** – The monument’s high steep bluffs, its prairie, and the eroding and deeply incised terrain of its badlands and gullies all contribute to dramatic and panoramic views of the surrounding regional landscape and add immeasurably to the scenic interest of the area. From Mitchell Pass and the monument’s summit, visitors can see essentially what the pioneers saw 160 years ago: open space and the great expanse that lay ahead of them to the west. Laramie Peak loomed in the distance more than 100 miles away, giving the pioneers their first glimpse of the Rocky Mountains. Emigrants who arrived during the mid-19th century found a landscape that was richer in wildlife and more sparsely wooded than it is today, but the essential features of the scene—the imposing bluffs rising from the plains—remain unchanged.
- **Scotts Bluff as a Landmark for Westward Expansion** – Scotts Bluff is an important link in a series of features related to the region’s history. Entering the North Platte River Valley at Ash Hollow near present-day Lewellen, Nebraska, emigrants passed and sometimes climbed Courthouse and Jail Rocks, and further west were awed by Chimney Rock. They struggled through the passes at Scotts Bluff and nearby Robidoux Pass with the knowledge that roughly one-third of their westward trek had been completed, and that Fort Laramie and the security and comfort it provided were not far beyond.
- **William Henry Jackson Collection** – The monument protects close to 1,100 objects related to William Henry Jackson. In addition to many of his watercolor paintings, the collection includes sketches, drawings, photographs, and many personal effects.

## Other Important Resources and Values

Scotts Bluff National Monument contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Scotts Bluff National Monument:

- **Archeological Resources** – There are approximately 50 known archeological sites in the monument; at least half a dozen of those may be eligible for listing in the national register. Preliminary site reports indicate that sites may range in age from as old as 6000 BC, up through the time of historic significance, the Emigrant Trails (1840s–1860s), with the oldest confirmed date of about 2000 BP and several other confirmed dates between about 1500 BP to 350 BP.
- **The Developed Landscape of the Monument** – The facilities of the monument (the visitor center, Summit Road, administrative and maintenance complexes, and some of the trails and parking areas) were primarily designed and built by the Works Progress Administration and the Civilian Conservation Corps in the 1930s, and expanded by the National Park Service initiative known as the Mission 66 program. The developed landscape, therefore, has its own historic value.
- **Mixed-grass Prairie Ecosystem** – One reason that pioneers remarked on Scotts Bluff in their diaries and journals was the change in the natural environment that they experienced here. The mixed-grass prairie ecosystem of the area supported different plant and animal species than was encountered in their journey from the east. Though no longer as vast and undisturbed as it was in the 1800s, the mixed grass prairie remains an important part of the viewshed as seen by the pioneers. The prairie ecosystem protected at the monument has changed over time, but is still reflective of the environment that would have been experienced in the 1800s.
- **Other Museum Collections** –The monument preserves many historic objects related to pioneer journeys west, American Indian history in the area, and fossils collected over time.



## Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Scotts Bluff National Monument (subthemes have been omitted for brevity, but can be found in the 2008 long-range interpretive plan):

- The wide diversity of humans who have used the North Platte River Valley transportation corridor through time shared common experiences in the challenges and opportunities they encountered.
- Ongoing human use and manipulation of the North Platte River Valley transportation corridor over time has altered the area’s natural resources and the way of life of its native inhabitants.
- Scotts Bluff illustrates the geologic processes and uniquely visible features that have defined and constrained routes to the west, provided a window to changing environments, and continued to fascinate travelers.
- Indians have long inhabited the region and moved across the plains through the Scotts Bluff area. They established important trade routes long before the arrival of Euro-Americans, and have maintained long physical and spiritual connections with the land.
- The diversity of Euro-Americans who passed by Scotts Bluff mirrored the growing diversity of social, political, cultural, and economic forces within the young United States.
- Late 19th-century military necessities and economic factors brought improvements to the transportation corridor.
- William Henry Jackson’s art, based on his personal experiences, helped memorialize all four trails, and provided a contrast between legend and reality.
- The majority of the monument’s existing administrative, maintenance, and visitor service complex, which was constructed by the Civilian Conservation Corps, illustrates one response of the government to the Great Depression by putting young men to work building facilities and preserving, protecting, and interpreting the nation’s natural and cultural heritage.
- The monument’s remnant prairie ecosystem reflects both historic natural conditions and the impact of change over time in climate, adaptation, and concepts of progress.

## Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

### Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Scotts Bluff National Monument.

#### Special Mandates

- The Act of October 20, 1976, (PL 94-578) limits the monument's total appropriations for the acquisition of additional lands and/or easements to \$145,000, of which only a fraction remains.

#### Administrative Commitments

- Irrigation canals predate establishment of the monument; they have rights-of-way through the monument. The monument has agreements with irrigation districts that allow for maintenance activities within the monument.
- Western Area Power Administration and Roosevelt Public Power each have a right-of-way that predates boundary expansion.
- The cooperative agreement of February 19, 1993, between the United States (Secretary of Interior), the Nebraska State Historical Society, and the City of Bayard, Nebraska, provides for the joint management of Chimney Rock National Historic Site.
- The monument coordinates with the NPS National Trails Office in Santa Fe and Salt Lake City on the National Historic Trails that pass through the monument.
- The monument has a general agreement for concurrent law enforcement jurisdiction with the State of Nebraska (May 14, 2012). Federal and state laws and regulations apply in the monument.
- A general agreement of April 8, 2005, between Scotts Bluff National Monument and the Gering Volunteer Fire Department provides for wildland and structural fire response.

- A general agreement of April 8, 2005, between Scotts Bluff National Monument and the Scotts Bluff Rural Volunteer Fire Department provides for wildland and structural fire response.
- An agreement of September 23, 2014, between Scotts Bluff National Monument and the Central Canal Irrigation District provides for operation and maintenance of said canal.
- A memorandum of understanding is signed annually between Scotts Bluff National Monument and the NPS Fire Module stationed at Wind Cave National Park for wildland fire management and assistance.
- A cooperative agreement of December 1, 2004, between the Department of the Interior, National Park Service, Scotts Bluff National Monument, and the City of Gering provides for operation and maintenance of the Monument Valley Pathway adjacent to the monument's east boundary.
- A cooperative agreement of August 28, 2008, between the National Park Service, Scotts Bluff National Monument, and the Fossil Freeway Coalition provides for the monument's financial involvement in the coalition.

For more information about the existing administrative commitments for Scotts Bluff National Monument, please see appendix B.

## Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

## Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

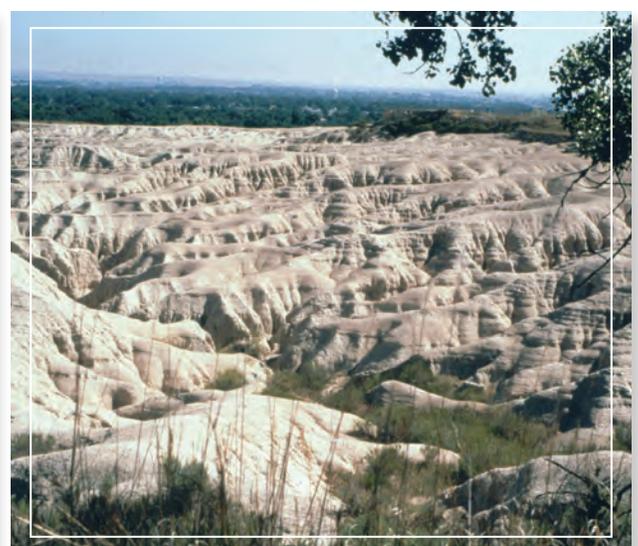


Fundamental Resource or Value	Historic Trail Ruts
<p><b>Related Significance Statements</b></p>	<ol style="list-style-type: none"> <li>1. Historic Trail Corridors.</li> <li>2. Landmark.</li> <li>3. Topography and Trail History.</li> <li>4. Geology and Paleontology.</li> </ol>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The ruts can be seen at several locations in the park.</li> <li>• Ruts can be seen from the road, but there is no safe way for vehicles to stop and view the ruts.</li> <li>• An interpretive trail takes visitors along the ruts to William Henry Jackson’s camp site.</li> <li>• The ruts are not specifically closed to visitors, but walking the ruts is not encouraged, except on trails designated for that purpose.</li> <li>• Most visitors do not go into the ruts directly, which helps to protect them.</li> <li>• Virtual geocaches (also called “earth caches”) take visitors to the Jackson campsite via the ruts.</li> <li>• Waysides exist that identify some ruts and interpret them for visitors.</li> <li>• The most heavily manipulated part of the trail is managed per the 2010 Oregon Trail ruts landscape study / environmental assessment.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Erosion study is ongoing; some ruts are becoming filled in, and other ruts are eroding.</li> <li>• Ruts are eroding from rainfall, surface water, wind, freeze/thaw cycles, burrowing animals, and other natural processes.</li> <li>• Walking the ruts is a less-common activity for visitors than it once was.</li> </ul>

Fundamental Resource or Value	Historic Trail Ruts
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Projected increase in storm intensity and frequency for the region due to climate change may accelerate erosion and sedimentation of the trail ruts.</li> <li>• Mass wasting (rock falls) may impact the ruts.</li> <li>• Visitors can walk on the ruts; this could impact the ruts, but no damage has been documented so far.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Additional trails higher up the bluff could allow visitors to better see the ruts at several locations.</li> <li>• Adding Robidoux Pass to the boundary of the park would incorporate more significant ruts into park management.</li> <li>• Use information from Knife River Indian Villages National Historic Site archeological resource management plan (e.g., for management strategies).</li> <li>• Develop new technology to allow visitors to experience the three-dimensional aspect of the ruts, and how they fit into the landscape. This could be developed through LiDAR and 3-D mapping incorporated into a display model. Photogrammetry is another way to document the features, particularly at larger scale.</li> <li>• Develop partnerships to build virtual opportunities and more technological applications.</li> <li>• Expand educational opportunities and share management strategies with City of Rocks and other parks that have similar features.</li> <li>• Provide additional outdoor interpretive experiences with the trail ruts.</li> <li>• Updated waysides are planned once the visitor center exhibit plan is in place.</li> <li>• Use Cooperative Ecosystem Studies Units or university students to document conditions and changes in the ruts, for baseline information.</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>• Historic structures report / cultural landscape report / environmental assessment (ongoing 2014–2015).</li> <li>• Oregon Trail ruts landscape study / environmental assessment, 2010.</li> <li>• Cultural landscape inventory, 2009.</li> <li>• Trail development plan / environmental assessment, 2013.</li> <li>• LiDAR data reveals trail ruts and historic traces.</li> <li>• 1-meter resolution digital imagery exists, from 2009 and 2012.</li> <li>• Long-range interpretive plan, 2008.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Additional monitoring of the ruts would be useful to determine if management actions are needed. How fast the ruts are eroding or filling needs to be determined.</li> <li>• Perform metal detection inventory along trail ruts.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Potential to develop a ruts management plan that would incorporate archeological features as well.</li> </ul>

Fundamental Resource or Value	Geology and Paleontology (the bluffs, the badlands, and their embedded fossils)
<p><b>Related Significance Statements</b></p>	<p>2. Landmark.                      3. Topography and Trail History.                      4. Geology and Paleontology.</p>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Dynamic natural processes are allowed to occur in most locations.</li> <li>• Rock falls occur regularly and impact the road to the top of the bluff.</li> <li>• Wind and rainfall cause erosion and expose fossils.</li> <li>• Badland lower levels are slowly filling up from erosion of the bluffs and upper badlands. The irrigation ditch/canal has blocked sediment transport so that the lower badlands behind the ditch are filling in.</li> <li>• Huge maintenance issue to keep the road cleared and maintained regularly.</li> <li>• Saddle Rock Trail experiences rock slides and needs maintenance.</li> <li>• Some areas have been treated to prevent rock slides and falls (particularly around the Summit Road tunnels).</li> <li>• Fossils are documented in situ. Known fossils are revisited each year to determine if impacts are occurring. When fossils are at risk of removal, the regional paleontologist is consulted; treatment(s) are developed based on her recommendation.</li> <li>• Fossils are not easily accessed by most park visitors.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Soils are eroding from rainfall, surface water, wind, freeze/thaw cycles and other natural processes. This may be increasing or otherwise changing with climate change impacts.</li> <li>• Treated areas that stabilize soils are aging, and may need to be revisited in the future.</li> <li>• Stormwater runoff is significantly eroding an area on the west side of the bluff; this may increase if major rainfall events increase.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Projected increase in storm intensity and frequency for the region due to climate change may accelerate erosion events that could impact accessibility to the top of the bluffs and increase the threat of rock slides.</li> <li>• Potential for fracking extraction may impact the geology. Typical impacts from fracking activities involve noise, dust, disturbance, visual intrusions, surface water contamination, subsurface impacts, and, in some cases, seismic activity.</li> <li>• Illegal (both intentional and unintentional) fossil collection is an intermittent threat.</li> <li>• If significant mass wasting / rock fall occurs in the future, changes to the trail and road system may be warranted.</li> <li>• Falling rocks pose a threat to staff and visitors.</li> <li>• Erosion of the bluffs and badlands will expose new fossils, and potentially damage those already exposed.</li> <li>• Shotcrete use may affect the stability of cliffs in the surrounding area.</li> </ul>

Fundamental Resource or Value	Geology and Paleontology (the bluffs, the badlands, and their embedded fossils)
<p><b>Threats and Opportunities</b></p>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Thorough survey of rock art and historic inscriptions may reveal additional resources.</li> <li>• Fossil-bearing strata could be better publicized for educational purposes, but this could lead to additional poaching and other negative impacts.</li> <li>• Further scientific study of the geology and fossils should be encouraged.</li> <li>• Partner with other fossil-bearing sites for programming and educational programs.</li> <li>• The long-range interpretive plan noted opportunities to highlight the geology of the park in interpretive materials.</li> <li>• The park could increase its working relationship with the “Fossil Freeway” initiative to broaden connections with related sites in order to mutually benefit those sites and the monument.</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>• Fossil management plan, 2014.</li> <li>• Trail development plan / environmental assessment, 2013.</li> <li>• Geologic resources inventory report, 2009.</li> <li>• Geologic history, 1979.</li> <li>• Geological resources maps: 1:250,000 small- scale digital geologic resources inventory map of park and vicinity, 2009 and 1:24,000 detailed digital geologic resources inventory map of park, 2014.</li> <li>• Long-range interpretive plan, 2008.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Additional monitoring would be useful to determine if management actions are needed. How fast the soils are eroding or changing needs to be determined.</li> <li>• Monitoring of subsurface impacts to geology from fracking, if that activity expands in the area.</li> <li>• Geophysical data for the Summit Road and trail may be useful, and may lead to changes in access.</li> <li>• Ongoing condition assessment of the shotcrete areas is warranted.</li> <li>• Geophysical study of Summit Road stability and cliff stability.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>



Fundamental Resource or Value	Views to, from, and of the Bluff
<p><b>Related Significance Statements</b></p>	<ol style="list-style-type: none"> <li>1. Historic Trail Corridors.</li> <li>2. Landmark.</li> <li>3. Topography and Trail History.</li> <li>4. Geology and Paleontology.</li> <li>5. William Henry Jackson Collection.</li> </ol>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Scotts Bluff was a significant landmark for people for centuries.</li> <li>• Visibility is a moderate concern based on NPS Air Resources Division benchmarks, and is sometimes obscured by pollution-caused haze. Laramie Peak and Chimney Rock are visible from the top of Scotts Bluff most days.</li> <li>• Waysides at the top of the bluff are dated, but do provide orientation for visitors.</li> <li>• The ZigZag Trail has been closed for many years, but is still visible.</li> <li>• The Summit Road takes visitors to the top of the bluff during business hours for a dramatic 360-degree view.</li> <li>• A shuttle bus runs on request to take visitors in oversized vehicles, or in groups, to the top of the bluff.</li> <li>• Pre-existing power company rights-of-way allow for transmission lines inside the monument boundary.</li> <li>• Most uses visible from the bluff top are agricultural and open space; some residential, industrial, and commercial development is visible.</li> <li>• Local monitoring exists for some air quality measures (particulate matter), but not for visibility or ozone content.</li> <li>• Night skies are significantly impacted by light pollution from Gering and Scottsbluff. At night, air pollution scatters artificial light, increasing the effect of the light pollution.</li> <li>• Ground-level ozone warrants moderate concern for human health, based on NPS ARD benchmarks.</li> <li>• Irrigation canals are a visual intrusion from the top of the bluff.</li> <li>• Views are very different today from the historical views that were captured by pioneers and William Henry Jackson. On the other hand, modern views provide tangible evidence of successful settlement and transportation improvements initiated by the overland trails.</li> <li>• Local astronomy club uses the monument for night skies interpretation and awareness.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• During the last decade (2003–2012), the trend in visibility has improved on both the 20% clearest days and 20% haziest days, resulting in an overall improving visibility trend. However, increasing oil and gas exploration/developments may impact air quality and visitor enjoyment (visual and crowding), viewsheds, and elevate ground-level ozone.</li> <li>• Significant emissions reductions from regional power plants are scheduled by 2017 for the protection of regional class I areas, which will also improve air quality at the monument.</li> <li>• The Gering landfill is scheduled to close before 2020, which will improve the view from the top of the bluff.</li> <li>• Land uses are primarily stable and acceptable; minimal major impacts are foreseen. However, smaller visual impacts still appear regularly and must be managed through relationships with neighboring jurisdictions.</li> <li>• The monument is improving its lighting to limit impact on night skies; Gering is also moving in this direction.</li> <li>• Agricultural lands north and east of the monument are transitioning toward residential and other uses.</li> </ul>

Fundamental Resource or Value	Views to, from, and of the Bluff
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• The monument is located just to the northeast of the Denver basin oil and shale gas basins and is southeast of the Powder River Basin, an area that has seen extensive development. New technologies in the oil and gas industry such as horizontal drilling and hydraulic fracturing may result in additional extraction in the basins near the park. Regional oil and gas development may be contributing to air pollution that may impact ozone conditions and visibility to and from the monument.</li> <li>• Permissive local zoning and land use authority could allow for additional kinds of development around the monument.</li> <li>• Increasing development in the region will continue to impact night skies.</li> <li>• Agricultural dust is a significant factor to air quality and visibility at certain times.</li> <li>• Smokestack effluence from the sugar beet factory impacts visibility.</li> <li>• Air quality and scenic resources are impacted by regional and local sources of air pollution such as power plants, industrial facilities, agriculture, vehicle exhaust, and urban developments.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Revegetation of the ZigZag Trail may be possible.</li> <li>• Computer modeling could be used to determine impacts of different development types on the viewshed and views of the monument.</li> <li>• Expand interpretative and educational tools to communicate the connections between scenic resources, views, air quality/pollution, night sky, sensitive natural and cultural resources, human health, climate change, and other associated resources.</li> <li>• Develop a webcam (or other technology) for virtual visitors to experience the views to and from the monument.</li> <li>• Canals within the monument should be evaluated for national register significance.</li> <li>• Engage with federal, state, tribal, and local agencies, industry, and public interest groups, such as the Western Regional Air Partnership, to develop strategies to reduce regional air pollution and impacts to the park.</li> <li>• Continue improving park sustainability and leveraging park environmental leadership by implementing the park’s Climate Friendly Park Action Plan and Environmental Management System (Director’s Order 13A).</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>• Historic structures report / cultural landscape report / environmental assessment (ongoing 2014).</li> <li>• Trail development plan / environmental assessment, 2013.</li> <li>• Preliminary viewshed inventory was performed from summit of the bluff in 2013; report is in process.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Complete the viewshed inventory and report.</li> <li>• Create a GIS viewshed analysis.</li> <li>• Complete a night sky analysis.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Scenery conservation strategy or resource stewardship strategy. This plan would make use of the visual resource inventory and viewshed analysis to identify potential strategies and collaboration approaches that may assist in protecting important views.</li> </ul>

Fundamental Resource or Value	The Monument as a Landmark for Westward Expansion
<p><b>Related Significance Statements</b></p>	<ol style="list-style-type: none"> <li>1. Historic Trail Corridors.</li> <li>2. Landmark.</li> <li>3. Topography and Trail History.</li> <li>4. Geology and Paleontology.</li> <li>5. William Henry Jackson Collection.</li> </ol>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Visitors can experience the bluffs as a significant landmark and a transition in landforms, but they cannot have the “pioneer experience” as it existed in the 1800s.</li> <li>• Since Scotts Bluff National Monument represents a relatively small area of land compared to surrounding developments, it is virtually impossible to escape the noises of the nearby urban areas.</li> <li>• Wind and birdsongs are the predominant natural sounds that are close to the pioneer experience that the monument seeks to protect; other sounds detract from that experience.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Increasing development all around the monument.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Modern development changes the perception of this place as a historic landmark, through encroachment.</li> <li>• Extensive development around the monument diminishes the historic landmark quality.</li> <li>• Soundscape is threatened by vehicular and railroad traffic and industrial development.</li> <li>• Development east of the monument diminishes opportunities for travelers to experience the awe and wonder that trail users felt as they approached Scotts Bluff.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Development of virtual tours that help visitors experience entering this place from the east, for the first time.</li> <li>• Seek to close Old Oregon Trail Highway west of the entrance road to change the experience of Mitchell Pass and trails west, to provide something more like the “pioneer experience” and provide a better sense of place.</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>• Historic structures report / cultural landscape report / environmental assessment (ongoing 2014).</li> <li>• Exotic plant management plan and environmental assessment, September, 2005.</li> <li>• Long-range interpretive plan, 2008.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Complete the GIS database.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Following completion of the current study, the park may need to develop a plan to continue to monitor or preserve archeological sites, especially the trail ruts.</li> </ul>



Fundamental Resource or Value	William Henry Jackson Collection
Related Significance Statements	5. William Henry Jackson Collection.
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The collection itself is in excellent condition.</li> <li>• Conserved and stored on site; storage area is not temperature/humidity controlled.</li> <li>• Temporary display of some items.</li> <li>• Approximately 1,100 objects total.</li> <li>• Collection has been scanned and photographed.</li> <li>• Permanent display is not currently possible for artwork (due to humidity, light, and security), but personal effects are available for permanent display.</li> <li>• Park has prints of some paintings for which originals are not in the collection.</li> <li>• Public can find many of the paintings online.</li> <li>• Park occasionally loans paintings to other museums and institutions, when NPS requirements for display of artwork are met.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Collection is stable; neither growing nor shrinking.</li> <li>• Potential for additions from private collections in the future.</li> <li>• Paintings and other items come up for sale from time to time.</li> <li>• Park would like to increase opportunities for public to experience the artwork.</li> </ul>

Fundamental Resource or Value	William Henry Jackson Collection
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Humidity and temperature fluctuate beyond acceptable bounds.</li> <li>• Security is a concern during radon mitigation activities.</li> <li>• Insect intrusion into the collection has increased due to radon mitigation actions.</li> <li>• Research on the collection takes place in the conference room, increasing security concerns.</li> <li>• Display items have been stolen; some are missing.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Staff would like to increase opportunities for the public to experience the artwork.</li> <li>• Create a display space in which paintings and other items may be temporarily exhibited on a rotating basis, thereby encouraging return visitation.</li> <li>• Community may be interested in building a display area or museum for permanent display of the paintings and collections.</li> <li>• Accessibility and searchability of online information could be improved, using information technology.</li> <li>• Create a map of all locations documented in the paintings; produce comparison documents showing change in the landscape over time. Could become a great visitor interpretation tool and program.</li> <li>• The collection could move to another park, a shared facility, or a partners group, where there are adequate facilities and professional curation available.</li> <li>• Park could share a curator position with Agate Fossil Beds and Fort Laramie, to ensure ongoing protection of the collection.</li> <li>• Design of new museum exhibits could permit display of some of the Jackson paintings if sufficient safeguards (light, humidity, security) were in place.</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>• Museum collection display plan (ongoing).</li> <li>• Visitor center expansion is being planned; it may accommodate various displays of Jackson art or photographs.</li> <li>• Long-range interpretive plan, 2008.</li> <li>• Collection has been completely researched and documented by a public researcher.</li> <li>• Scope of collections statement, 2011.</li> <li>• Collections management plan, 1988.</li> <li>• Collection access policy, 2004.</li> <li>• Museum exhibit project is under contract to include planning, design, fabrication, and installation.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Conservation assessment of the William Henry Jackson collection.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Conservation plan for the collection.</li> <li>• Visitor center addition and exhibit plans which would include display options, radon mitigation design, and security, light, and humidity.</li> <li>• Update the collection management plan when visitor center changes take place.</li> </ul>

## Analysis of Other Important Resources and Values

Other Important Resource or Value	Archeological Resources
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Dynamic natural processes are allowed to occur in most locations.</li> <li>• Wind and rainfall cause erosion and deposition, occasionally exposing site(s) and/or components.</li> <li>• Annual random visual site inspections are conducted; for the most part, sites are static.</li> <li>• Of the known 66 archeological sites in the park, 20 are listed in good condition, 34 as fair, 1 as poor, 9 have an unknown condition, and 2 are listed as destroyed (as of February 2015).</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Soils are eroding from rainfall, surface water, wind, freeze/thaw cycles, and other natural processes. This may be increasing or otherwise changing with climate change impacts.</li> <li>• Treated areas that stabilize soils are aging, and may need to be revisited in the future.</li> <li>• Ongoing erosion will probably continue to expose new sites. A study is currently in progress that is evaluating these sites and monitoring erosion.</li> <li>• Continued movement of soil off of the bluff has buried sites and will continue to bury some, thus protecting them.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Projected increase in storm intensity and frequency for the region due to climate change may accelerate erosion and sedimentation events that could result in burial of some archeological resources or loss from continued erosion.</li> <li>• Illegal (both intentional and unintentional) artifact collection is a potential threat.</li> <li>• Most of the known prehistoric sites in the park are threatened by erosion, given the nature of the deposits in the park.</li> <li>• Most of the prehistoric sites in the park are exposed in erosional cut banks, thus threatened by ongoing erosion.</li> <li>• The historic trail ruts are threatened by erosion and impacts from visitors.</li> <li>• Erosion from runoff from the bluff is cutting erosional channels, which results in buried sites being exposed and threatened with loss from continued erosion.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Thorough survey of rock art and historic inscriptions may reveal additional resources.</li> <li>• Further scientific study of the sites, and especially the emigrant trail corridors could reveal additional information and/or artifacts.</li> <li>• A study is currently underway to evaluate exposed sites and monitor further erosion, providing an opportunity to study the sites and learn more about the prehistory of the area.</li> </ul>
<p><b>Existing Data and Plans Related to the OIRV</b></p>	<ul style="list-style-type: none"> <li>• Archeological site surveys (1994; 2014).</li> <li>• Annual site inspections.</li> <li>• The 2012 national register update has a chart listing contributing and noncontributing archeological sites within monument boundaries.</li> <li>• 2013–2015 archeological site erosion impact study.</li> <li>• The trail plan addresses archeological resources.</li> <li>• An inventory will be completed by the end of FY 2015.</li> </ul>

Other Important Resource or Value	Archeological Resources
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• While most of the park has been inventoried, a few areas with dense grass cover should be examined after prescribed burning to achieve closer to 100% inventory of the park.</li> <li>• Archeological resources condition assessment.</li> <li>• Update the archeological overview and assessment, with recommendations for treatment and preservation of sites.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Following completion of the current erosion impact study, the park may need to develop a plan to continue to monitor or preserve archeological sites, especially the trail ruts.</li> <li>• Following completion of the current study, the park may need to develop a plan to continue to monitor or preserve archeological sites, especially the trail ruts.</li> </ul>



Other Important Resource or Value	Developed Landscape of the Monument
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Currently, the cultural landscape of the monument is in “good” condition, as per definitions in the CLI Professional Procedure Guide. However, portions of the landscape, including features such as the CCC-built structures/landscapes, need to be stabilized to better preserve their historic character.</li> <li>• Developed landscape includes visitor center, administrative building, trail system, road system, and tunnels to the top of the bluff.</li> <li>• The building and exterior spaces are in dire need of preservation repair and a higher level of preservation maintenance.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Accrued addition of immovable equipment and permanent structures with no overarching guidance or understanding of historic spatial patterns.</li> <li>• Lack of an active program of vegetation management/ replacement.</li> <li>• The National Park Service continues to make modifications to the designed cultural landscape surrounding the museum / visitor center complex (for example, expanded comfort station building) which impacts the historic integrity of the landscape.</li> <li>• Because the park has no dedicated cultural resource staff, there is insufficient time and professional training to address issues as they arise.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Historic structures report / cultural landscape report / environmental assessment (ongoing 2014–2015) will provide data for management of the landscape.</li> <li>• Continue improving park sustainability and leveraging park environmental leadership by implementing the park’s Climate Friendly Park Action Plan and Environmental Management System (Director’s Order 13A).</li> </ul>
<p><b>Existing Data and Plans Related to the OIRV</b></p>	<ul style="list-style-type: none"> <li>• Historic structures report / cultural landscape report / environmental assessment (ongoing 2014–2015).</li> <li>• Structural evaluation, visitor center, 2001.</li> <li>• Historic structures report, visitor center, 2001.</li> <li>• Summit Road Historic American Engineering Record, 2000.</li> <li>• Long-range interpretive plan, 2008.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Approved facility model runs to support changes to the visitor center and other facilities at the park.</li> <li>• Additional archeological inventory may be needed during planning for visitor center expansion.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Historic structures report / cultural landscape report / environmental assessment (started, 2014–2015).</li> <li>• Maintenance plans for historic structures may be needed.</li> </ul>

Other Important Resource or Value	Mixed-Grass Prairie Ecosystem
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Along with the historic mixed grass prairie, Ponderosa pine and Rocky Mountain juniper are found throughout the monument. Deciduous trees, such as cottonwood, elm, willow, and box elder inhabit the lower-lying floodplain.</li> <li>• The monument supports an array of wildlife from larger mammals such as mule deer, white-tailed deer, and mountain lions to smaller prairie dogs, rabbits, badgers, foxes, and coyotes.</li> <li>• Flocks of geese, ducks, and Sandhill cranes pass through the area during their seasonal migrations.</li> <li>• Cheatgrass, an invasive plant, has occupied most of the monument.</li> <li>• The monument has minimal natural resource management staff, and depends on the regional exotic plant management team and Northern Great Plains Inventory and Monitoring Program Network for most activities.</li> <li>• A major prairie restoration project is scheduled for 2015–2017, and will need ongoing support for several years.</li> <li>• The use of prescribed fire is critical for prairie health, but must be carefully coordinated with neighbors and to avoid cheatgrass proliferation.</li> <li>• Prairie dogs occupy the park and occasionally cause problems for neighboring landowners. Prairie dogs also cause problems for the Gering irrigation district by burrowing into the canal banks.</li> <li>• Prairie restoration efforts have occurred on most tracts that were impacted by previous ownerships (e.g., grazing, golf course, others).</li> <li>• Nitrogen deposition is a significant concern based on NPS ARD benchmarks. Ecosystems in the park may be very highly sensitive to nitrogen-enrichment effects.</li> <li>• Ozone is a moderate concern based on NPS ARD benchmarks and may be damaging at least 6 ozone-sensitive plants species in the park.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Coyotes and cougars have returned to the monument.</li> <li>• Big horn sheep are proliferating in the region.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Continued cheatgrass proliferation is a major concern.</li> <li>• Habitat fragmentation threatens many species.</li> <li>• Average annual temperature is projected to increase 4.0°F to 5.0°F with a slight increase in mean annual precipitation (5%–7%) by 2050, which could reduce water resources and alter the mixed-grass prairie ecosystem. This projected warming may also increase existing and new invasive species.</li> <li>• Long-term exposure to ozone can cause injury to ozone-sensitive plants, including sagewort, dogbane, green ash, ponderosa pine, chokecherry, and skunkbush sumac.</li> <li>• Nitrogen deposition may disrupt soil nutrient cycling and affect biodiversity of some plant communities, including grassland, meadow, and wetland. Excess nitrogen can cause nonnative plant species such as cheatgrass to grow faster and out-compete native vegetation adapted to lower nitrogen conditions, decreasing biodiversity and contributing to loss of ecosystem health and function.</li> <li>• The park is located just to the northeast of the Denver basin oil and shale gas basins and is southeast of the Powder River Basin, an area that has seen extensive development. New technologies in the oil and gas industry such as horizontal drilling and hydraulic fracturing may result in additional extraction in the basins near the park. Regional oil and gas development may be contributing to air pollution that may elevate ozone and nitrogen deposition conditions that would further impact park vegetation.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Big horn sheep may move in from Wildcat Hills State Recreation Area, the Cedar Canyon Wildlife Management Area, and adjacent private lands.</li> </ul>

Other Important Resource or Value	Mixed-Grass Prairie Ecosystem
Existing Data and Plans Related to the OIRV	<ul style="list-style-type: none"> <li>• Resource management plan, 1996.</li> <li>• Natural resource condition assessment funded for 2015–2016.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Multi-park cheatgrass study (formulated for fiscal year 2017+).</li> <li>• Climate change vulnerability assessment for the mixed-grass prairie ecosystem to help inform management decisions.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Vegetation management plan for entire monument.</li> <li>• Resource stewardship strategy (current resource management plan is almost 20 years old).</li> </ul>

Other Important Resource or Value	Other Museum Collections
Current Conditions and Trends	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Approximately 22,500 objects total in the collection (as of 2014).</li> <li>• Approximately 19,300 cultural items; of which approximately 14,000 are archeological artifacts.</li> <li>• Approximately 3,200 natural history items; of which approximately 2,200 are paleontological specimens.</li> <li>• Approximately 600 herbarium specimens.</li> <li>• Historical material make up 3,500+ objects.</li> <li>• Collection includes ethnographic materials, including Plains Indians objects.</li> <li>• Fossils are off-gassing radon and potentially affecting the health of people who spend time in the vault.</li> <li>• The monument’s rare books need special protection.</li> <li>• The curatorial vault is overcrowded.</li> <li>• There is no designated curatorial work area. Curatorial work is conducted either in the library or a hallway.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The collections in the vault will continue to suffer damage from fluctuating temperatures and humidity, until the vault has an adequate heating, ventilation, and cooling system.</li> <li>• The radon in the vault may present a health risk for staff who attend to the collection.</li> </ul>
Threats and Opportunities	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Radon mitigation activities expose collection to potential security concerns.</li> <li>• Natural erosion of archeological sites.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Opportunities to transfer storage of parts of the collections to Midwest region combined storage, to Agate Fossil Beds, to the South Dakota School of Mines, or another joint facility with adequate management staff and appropriate climate controls.</li> <li>• Fossil collections could be jointly managed with Agate Fossil Beds or another location.</li> </ul>
Existing Data and Plans Related to the OIRV	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Continue to monitor the radon levels in the vault from fossils.</li> <li>• Conservation assessment for collections as a whole.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Update the park collections management plan.</li> </ul>

## Identification of Key Issues

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Scotts Bluff National Monument:

- As identified in the 1998 general management plan, significant improvements are needed to the visitor center to make it more useful for visitors and staff; some improvements are in progress. A major construction project to expand the visitor center is now underway, and is a funded line-item construction project. This project would benefit from the development of a combined historic structures report and a cultural landscape report ahead of construction to justify design and location decisions, and to guide treatment in keeping with the Secretary of the Interior's standards. Projects to improve utilities and critical systems are ongoing. The visitor center expansion will also incorporate updated interpretive and educational exhibits.
- Other decisions regarding facilities and maintenance needs are also key for the monument:
  - » The administrative building and functions were proposed to be moved outside the monument's boundaries in the monument's 1998 general management plan. This decision needs to be revisited in conjunction with the visitor center project and potential projects at the maintenance compound. The general management plan goal is not achievable at this time due to a General Services Administration policy cap on lease space.
  - » Parking and pedestrian access at the entrance of the monument may be able to be enhanced. To alleviate congestion and dangerous cross traffic, the monument is currently working with the landscape architecture program at the University of Nebraska-Lincoln to determine what options may be feasible.
  - » The Summit Road is subject to frequent rock falls and needs regular maintenance. This has been addressed at various times, including by a project to stabilize exposed rock around the tunnel areas. It is unclear if this problem is worsening and if additional measures are feasible and appropriate.
  - » There is a desire to expand trails in the park, per the decisions in the 2013 trails plan. This will require staffing and funding, as identified in the plan, and coordination with regional partners.
- The future location, storage, and display of the monument's collections is unclear. The National Park Service's Midwest Regional Office is in the process of updating the regional curatorial plan, which will influence the monument's collections. Also influencing the future of the collection are the presence of radon in the fossil collections, the lack of professional curatorial staff at the monument, and the planned visitor center addition, which will change the display options for collection pieces.

- Staffing has decreased at the monument due to larger federal government trends. As a result, capacity has shrunk, and reduced the ability of the monument to adequately manage resources, provide for visitor experiences, and meet agency requirements. Staffing needs include administrative help, information technology management, data management, curation, resource management, interpretive specialists, historians, biological technicians, facility managers, and facility project leadership. The small staff has thwarted the monument's capacity and expertise to develop robust interpretation, education, and volunteer programs. It has also hindered the park's ability to develop social media and community outreach programs.
- The monument's relationship with tribes could be strengthened. The 10 affiliated tribes are all off site. Local American Indian organizations are not formally connected with the official tribal governments. Relationships with Lakota, Arapaho, and Cheyenne River Sioux should be enhanced. The monument desires to create opportunities for more American Indian involvement in programming, interpretation and education, and ongoing and future planning efforts.
- The prairie environment at the monument is changing rapidly, due to the influx of nonnative and invasive species. Climate change projections for the region includes an increase in mean annual temperature (+4.0°F to 5.0°F by 2050) and increases in storm intensity and frequency, along with more heat waves, which will impact the prairie environment through changes such as wildfire frequency and invasive species. Cheatgrass, an invasive plant, has occupied most of the monument, and is more problematic here than at any other national park in the region. The monument has minimal natural resource management staff, and depends on the regional nonnative plant management team for most activities. A major prairie restoration project is scheduled for 2015, and will need ongoing support for several years. The use of prescribed fire is critical for prairie health, but must be carefully coordinated with neighbors and to avoid cheatgrass proliferation.
- The monument is not currently divided into management zones. A zoning management plan would identify allowable and appropriate types and intensities of uses, activities, and development throughout the monument.
- Energy Developments: There are regional and local pressures to develop new renewable wind energy, and oil and gas reserves. In addition, new power lines have been proposed to more efficiently handle power transfer in the area. Leases for fracking are changing hands between small exploration companies and larger development companies, and a large waste water injection well is proposed about half way between Scotts Bluff National Monument and Agate Fossil Beds National Monument. Wind energy developments could significantly impact viewsheds and bird flyways; other operations could significantly impact visitor access, enjoyment and safety, infrastructure and, potentially, geologic stability.

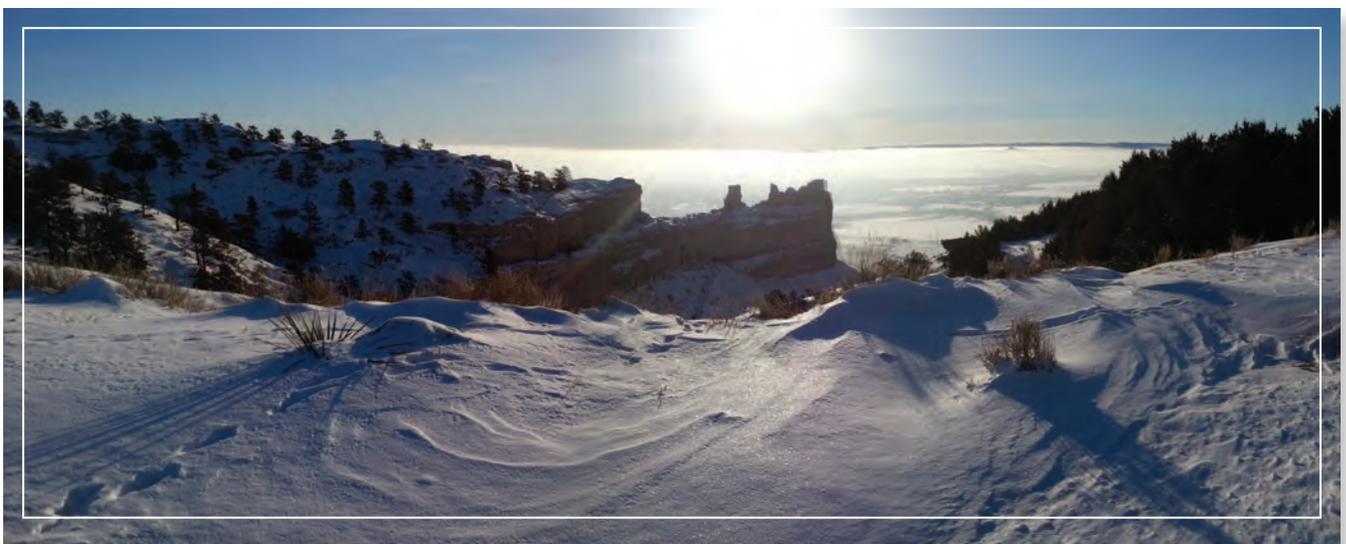
## Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-making Process Is Needed			
Related to an FRV or OIRV?	Planning Needs	Priority (H, M, L)	Notes
William Henry Jackson Collection	Collection housekeeping plan	H	Provides schedules and “how to” perform basic housekeeping, types of supplies and equipment to use, etc. Critical for placing objects on exhibit display.
All Collections	Update the collection management plan when visitor center changes take place	H	Very old, DO24 has been updated and needs to be incorporated. Update to be initiated when visitor center changes take place.
Parkwide, All Collections, and Developed Landscape	Visitor center improvement / addition plan	H	Line item construction (LIC) project, in 5-year plan; needs to include security, light, humidity, radon, and exhibit considerations for the collection. Many decisions and much coordination at park and region are needed.
Developed Landscape	Historic structures report / cultural landscape report / environmental assessment (2014–2015)	H	Precursor for LIC project in fiscal year (FY) 2015–2017; parts of the study were started in 2014.
Prairie	Vegetation management plan for entire monument	H	Cheatgrass study is a precursor, so this cannot be completed immediately. Will include prairie management planning. Changing the fire regime can be done without a vegetation management plan update.
Parkwide	Comprehensive administrative history	H	PMIS 36845 is in the “high” priority band.
All Collections	Need update to <u>regional</u> curatorial storage plan	H	Outside park’s control; results will influence decisions about exhibits in the LIC visitor center project. Will determine the park’s need for a curator and other staff and facility needs.
Parkwide	Integrated pest management plan update (1984)	H for collections; M for other areas of the monument	Museum collections are the most critical component of the integrated pest management plan. The park has not changed the pesticide and chemical use for many years. If changes to the approach are desired, this plan may need to be updated sooner. Currently, the Northern Great Plains exotic plant management team covers much of the undeveloped area of the park.
William Henry Jackson Collection	Conservation plan for the William Henry Jackson collection	M	Collection in excellent condition, so treatment guides mostly stable.
Parkwide	Update the fire management plan to incorporate improvements to the cheatgrass burn strategy	M	Needed to control cheatgrass, but dependent on cheatgrass study; cannot be completed immediately.
Prairie	Prairie dog management plan	M	Gering irrigation district has found that prairie dogs are burrowing into their service road and canal. A plan is needed to address this problem. If impacts begin occurring to ruts or archeology, priority may elevate. If plague is found, priority may elevate.
Parkwide	Wayside exhibit plan	M	Current waysides do not conform to NPS policy/identity standards and additional waysides are needed. Should be phased to follow completion of new visitor center exhibits.

Planning Needs – Where A Decision-making Process Is Needed			
Related to an FRV or OIRV?	Planning Needs	Priority (H, M, L)	Notes
Trail Ruts	Potential to develop a ruts management plan that would incorporate archeological features as well	M/L	Dependent on erosion study results; action may or may not be necessary. Some actions could be taken without a formal plan – a work plan may be more appropriate.
Developed Landscape	Maintenance plans for historic structures may be needed	L	Higher priority is to complete current work orders and known maintenance projects. The historic resource study should provide guidance for this as well.
Parkwide	Resource stewardship strategy	L	To replace current resource management plan, which is almost 20 years old.
Parkwide	Zoning management plan	L	Current land uses inside the monument are relatively stable; little impetus to use a public process to document little change. Not preventing the monument from taking management action currently. If changes are anticipated, the plan would eventually clarify with the public what experiences and activities are appropriate in each location; resource management variation, etc.
Parkwide	Boundary adjustment study	L	The monument could use a boundary adjustment study update that clearly references Robidoux Pass and other potential sites that may be eligible for addition to the monument. This could be combined with management zoning as an amendment to the general management plan. Any boundary adjustment study would include public participation to determine landowner and resident receptivity to any boundary changes.
Views	Scenery conservation strategy or resource stewardship strategy	L	This plan would make use of the visual resource inventory and viewshed analysis to identify potential strategies and collaboration approaches that may assist in protecting important views.



<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV or OIRV?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes</b>
All Collections	Condition survey of collection	H	This could inform which pieces should/could be displayed in the visitor center. Should come before the conservation assessments.
All Collections	Fire protection survey of collection	H	Priority level depends on changes to the collection display and storage that may occur in the visitor center project. Will be taken care of as part of the LIC project.
All Collections	Security survey of collection	H	Priority level depends on changes to the collection display and storage that may occur in the visitor center project. Will be taken care of as part of the LIC project.
Parkwide	Natural resource condition assessment (started January 2015)	H	This assessment is first step in preparing state of the parks report.
William Henry Jackson Collection	Conservation assessment of the William Henry Jackson collection	H	Priority level depends on changes to the collection display and storage that may occur in the visitor center project.
Trail Ruts	Additional monitoring of the ruts would be useful to determine if management actions are needed. How fast the ruts are eroding or filling needs to be determined	H	Some erosion study is ongoing, but not specifically targeted at trail ruts.
Geology	Geophysical data for the Summit Road and trail may be useful, and may lead to changes in access	H	Potential safety concern for visitors; Federal Highways has asked for this information to support further funding (geoscientist in park is a potential method to complete this).
Geology	Ongoing condition assessment of the shotcrete areas	H	Potential safety concern for visitors; related to geophysical condition of the bluffs along the road.
Views	Complete the viewshed inventory and report	H	Viewshed inventory has been attempted; needs to be completed. This is a fundamental resource, and may influence future management actions. Energy developments are pending and may influence the views dramatically; the report is needed to influence local regional development decisions.
Views	Create a GIS viewshed analysis	H	This would supplement the ARD viewshed inventory and report (work with MWR GIS team for this). The report is needed to influence local regional development decisions.
Views	Complete a night sky analysis	H	Energy developments are pending and may influence the views dramatically; the report is needed to influence local regional development decisions.
Prairie	Multi-park cheatgrass study (formulated for FY 2016)	H	The monument is at a tipping point; cheatgrass is overcoming the park. Should begin in FY 2016.
Archeology	Search for particular archeology at high-likelihood sites (e.g., vision quest sites at bluff tops; CCC campsite, others to be identified)	H	Bluff top sites will be critical for increasing involvement with tribes; will be of particular interest for related sites.

<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV or OIRV?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes</b>
Parkwide Issue	Affiliated tribes study (1998) could be revisited to reflect desire to improve relationship with tribes	H	Old one is flawed and not useful; park desires to improve their coordination/engagement given updates to exhibits and the visitor center.
Other Collections	Conservation assessment for collections as a whole	M	Priority level depends on changes to the collection display and storage that may occur in the visitor center project. Less urgency than the William Henry Jackson collection.
Geology	Monitoring of subsurface impacts to geology from fracking, if that activity expands in the area (e.g., seismic survey)	M	Will be important if/when these activities begin or are in the works. Baseline data could be gathered ahead of time, perhaps (consult with NPS Geologic Resources Division and/or USGS to determine how this could be accomplished and when it should occur).
Developed Landscape	Approved facility model runs to support changes to the visitor center and other facilities at the park	M	Needed to support LIC project moving ahead.
Archeology	Update archeological site condition assessments and monitoring, especially at upland areas with social trails and erosion exposure, etc.	M	Depends on conditions and how resources are becoming exposed.
Trail Ruts	Perform metal detection inventory along trail ruts	L	Low priority unless significant erosion exposes artifacts. Could be elevated priority depending on conditions.
Developed Landscape	Additional archeological inventory may be needed during planning for visitor center expansion	L	Much of this area is already disturbed; likelihood of additional discovery is low. Site-specific compliance will be completed as part of LIC project in future.
Developed Landscape	Develop design guidelines for the park structures	L	Could be developed as part of the historic structures report / cultural landscape report.
Archeology	100% archeological survey (preferably post-burn)	L	Could be coordinated with prescribed burns; no pressing developments or impacts in unsurveyed areas; little risk to resources.
Archeology	Update the archeological overview and assessment, with recommendations for treatment and preservation of sites	L	PMIS statement exists for multi-park effort; not ranked high at the Midwest Archeological Center given immediate needs. Existing information can cover most needs at the park.
Landmark, Landscape	Geophysical study of Summit Road stability and cliff stability	L	To help inform management decisions.
Archeology	Archeological resources condition assessment	L	To help inform management decisions.
Prairie	Climate change vulnerability assessment for the mixed-grass prairie ecosystem	L	To help inform management decisions.

## Part 3: Contributors

### Scotts Bluff National Monument

Ken Mabery, Superintendent  
Kevin Haberman, Chief of Facilities  
Robert Manasek, Chief of Resources  
Tom Schaff, Chief Ranger  
Amy Stasch, Administrative Officer

### Midwest Regional Office

Sharon Miles, Project Manager, Community Planner  
Tokey Boswell, Acting Chief, Planning Division  
Bill Harlow, Chief, Historic Architecture and Landscapes  
Anne Vawser, Archeologist, Midwest Archeological Center  
Mark Wolterman, Acting Chief, Construction Program Management  
Kara Paintner-Green, Network Coordinator, Northern Great Plains Inventory & Monitoring Network

### Other NPS Staff

Tom Baker, Superintendent, Fort Laramie National Monument

# Appendixes

## Appendix A: Enabling Proclamation, Additional Proclamation, and Legislative Acts for Scotts Bluff National Monument

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

December 12, 1919.

### A PROCLAMATION

Whereas Scotts Bluff is the highest known point within the State of Nebraska, affording a view for miles over the surrounding country;

Scotts Bluff National Monument, Nebraska. Preamble.

Whereas Mitchell Pass, lying to the south of said bluff, was traversed by the old Oregon Trail and said bluff was used as a landmark and rendezvous by thousands of immigrants and frontiersmen travelling said trail en route for new homes in the Northwest; and

Whereas, in view of these facts, as well as of the scientific interest the region possesses from a geological standpoint, it appears that the public interests will be promoted by reserving the lands upon which the said bluff and the said pass are located as a national monument:

NOW, THEREFORE, I, Woodrow Wilson, President of the United States of America, by virtue of the power and authority in me vested by section two of the Act of Congress entitled "An Act for the preservation of American antiquities," approved June 8, 1906 (34 Stat., 225), do proclaim that there are hereby reserved from all forms of appropriation under the public-land laws, and set apart as the Scotts

National Monument, Nebraska. Vol. 34, p. 225.

Bluff National Monument, the following described lands, to-wit: the northwest quarter, north half of the southwest quarter, southeast quarter of the southwest quarter, southwest quarter of the northeast quarter and the west half of the southeast quarter of section four, township twenty-one north, range fifty-five west; lots one, two and three, south half of the northeast quarter, north half of the southeast quarter, southeast quarter of the northwest quarter and the northeast quarter of the southwest quarter of section five, township twenty-one north, range fifty-five west; the northeast quarter of section nine, township twenty-one north, range fifty-five west; lots six and seven, section twenty-seven, township twenty-two north, range fifty-five west; lot four, southeast quarter, and south half of the southwest quarter of section twenty-eight, said township and range; the southeast quarter of the southeast quarter of section twenty-nine, said township and range; the east half of the east half of section thirty-two, said township and range; and the north half, southwest quarter, north half of the southeast quarter and the southwest quarter of the southeast quarter of section thirty-three, township twenty-two north, range fifty-five, all west of the Sixth Principal Meridian in the State of Nebraska, and that the boundaries of the said Scotts Bluff National Monument are as shown on the diagram hereto attached and made a part hereof.

Warning is hereby given to all unauthorized persons not to appropriate or injure any natural feature of this Monument, or to occupy, exploit, settle or locate upon any of the lands reserved by this proclamation.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management and control of this Monument, as provided in the Act of Congress entitled "An Act to establish a National Park Service and for other purposes," approved August 25, 1916 (39 Stat., 535).

IN WITNESS WHEREOF I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE in the District of Columbia This 12th day of December, in the year of our Lord one thousand nine hundred and nineteen, and of the Independence of the United States of America the one hundred and forty-fourth.

WOODROW WILSON

By the President:

ROBERT LANSING,  
*Secretary of State.*

**Executive Order**

Scotts Bluff Na Ti On Al Monument

Nebraska

Proclamation of December 12, 1919 (No. 1547-41 Stat., 1779) reserving 2,053.83 acres in Scotts Bluff County, Nebraska, as the Scotts Bluff National Monument, is hereby modified by eliminating from said reservation the NE . 1/4, Section 9, Township 21 North, Range 55 West of the 6th Principal Meridian, thus reducing the area of the said National Monument to 1893.83 acres .

CAL VIN COOLIDGE  
 THE WHITE HOUSE,  
 May 9, 1924 .  
 [No. 4008]

[No. 1999-June 1, 1932---47 Stat. 2512]

**BY THE PRESIDENT OF THE UNITED STATES OF AMERICA**

**A PROCLAMATION**

**WHEREAS** it appears that the public interest would be promoted by adding to the Scotts Bluff National Monument, in the State of Nebraska, certain adjoining lands for administrative purposes and the protection of a certain approach highway and additional features of scenic and scientific interest:

**NOW, THEREFORE, I, HERBERT HOOVER,** President of the United States of America, by virtue of the power in me vested by section 2 of the act of Congress entitled "AN ACT For the preservation of American antiquities," approved June 8, 1906 (34 Stat. 225), do proclaim that, subject to the rights of the owners of privately owned lands and subject to all valid existing rights, the following-described lands in Nebraska be, and the same are hereby, added to and made a part of the Scotts Bluff National Monument:

**SIXTH PRINCIPAL MERIDIAN**

- T. 21 N., R. 55 W., sec. 3, lot 4;
- sec. 4, lots 1 and 2, and SE. ¼ NE. ¼;
- T. 22 N., R. 55 W., sec. 27, SW. ¼ SW. ¼;
- sec. 28, lots 2 and 3, SW. ¼ NW. ¼, and N. ¼ SW. ¼;
- sec. 29, lot 1, SE. ¼ NE. ¼, NE. ¼ SE. ¼, W. ½ E. ½, and E. ½ W. ½;
- sec. 32, E. ½ W. ½ and W. ½ E. ½;
- sec. 33, SE. ¼ SE. ¼;
- sec. 34, W. ½ W. ½.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the act of Congress entitled "AN ACT To establish a National Park Service, and for other purposes," approved August 25, 1916 (39 Stat. 535-536), and acts additional thereto or amendatory thereof.

**IN WITNESS WHEREOF,** I have hereunto set my hand and caused the seal of the United States to be affixed.

**DONE** at the City of Washington this 1 day of June, in the year of our Lord nineteen hundred and thirty-two, and of the Independence of the United States of America the one hundred and fifty-sixth.

**HERBERT HOOVER**

By the President:  
 HENRY L STIMSON  
 Secretary of State.

## ENLARGING SCOTTS BLUFF NATIONAL MONUMENT—NEBRASKA

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

## A PROCLAMATION

WHEREAS by Proclamation No. 1547 of December 12, 1919 (41 Stat. 1779), lots 6 and 7, sec. 27, and lot 4, sec. 28, T. 22 N., R. 55 W., of the 6th P. M., bordering on the North Platte River, were reserved as part of the Scotts Bluff National Monument; and

WHEREAS certain islands in the said river and south of the main channel thereof in front of these lands which formed subsequent to the original survey are considered as being appurtenant to the shore lands referred to and as forming a part of the said monument; and

WHEREAS a certain public-land island adjacent to the said monument is necessary for the proper care and administration thereof; and

WHEREAS it appears that it would be in the public interest to reserve this island as an addition to the said Scotts Bluff National Monument:

NOW, THEREFORE, I, FRANKLIN D. ROOSEVELT, President of the United States of America, under and by virtue of the authority vested in me by section 2 of the act of June 8, 1906, c. 3060, 34 Stat. 225 (U. S. C., title 16, sec. 431), do proclaim as follows:

54 STAT.]

PROCLAMATIONS—  
Mar. 29, 1940  
Apr. 3, 1940

1. The above-mentioned proclamation of December 12, 1919, shall be construed in conformity with the plat of survey approved September 1, 1937, to embrace the following-described land:

*Sixth Principal Meridian—Nebraska*

T. 22 N., R. 55 W., sec. 27, lot 9;  
sec. 28, lots 6 and 7;  
comprising 7.17 acres.

2. Subject to valid existing rights, the hereinafter-described lands are hereby reserved from all forms of appropriation under the public-land laws and added to and made a part of the Scotts Bluff National Monument:

T. 22 N., R. 55 W., sec. 20, lot 7;  
sec. 21, lot 3;  
sec. 28, lot 8;  
comprising 46.17 acres.

Warning is hereby expressly given to any unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the act of Congress entitled "An Act to establish a National Park Service, and for other purposes," approved August 25, 1916, 39 Stat. 535 (U. S. C., title 16, secs. 1 and 2), and acts supplementary thereto or amendatory thereof.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 29<sup>th</sup> day of March in the year of our Lord nineteen hundred and forty, and of the  
[SEAL] Independence of the United States of America the one hundred and sixth-fourth.

FRANKLIN D ROOSEVELT

By the President:

CORDELL HULL  
*The Secretary of State.*

Public Law 87-68

AN ACT

To revise the boundaries of the Scotts Bluff National Monument, Nebraska, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That in order to preserve the scenic and historic integrity of Scotts Bluff and adjacent features, the Secretary of the Interior may revise the boundaries of the Scotts Bluff National Monument so as to exclude from it certain private and Federal lands and substitute other private lands more essential to the purposes of the monument: *Provided,* That the revised boundaries shall encompass an area which is about three hundred and fifty acres less than the acreage of the monument as of the date of this Act. Notice of the designation of the revised boundaries pursuant to this section shall be given by publication in the Federal Register.

SEC. 2. The Secretary, in furtherance of the purposes of this Act, may procure, in such manner as he may deem to be in the public interest, lands and interests in lands within the revised boundaries designated pursuant to section 1 of this Act. To avoid the undesirable severance of parcels in private ownership which extend beyond the revised boundaries, the Secretary may, in his discretion and with the consent of the owners, acquire lands or interests in lands that are in private ownership but which lie outside the revised boundary. Property so acquired outside the revised boundary and federally owned lands excluded from the monument pursuant to section 1 of this Act may be exchanged by the Secretary of the Interior for any land of approximately equal value within the revised boundaries. Nothing in this section shall be construed as repealing or limiting the existing jurisdiction, power, or authority of the Secretary prescribed by the public land laws.

SEC. 3. There are authorized to be appropriated such sums, but not more than \$15,000, as may be necessary for the acquisition of lands newly included within the boundaries of the monument as revised pursuant to this Act.

Approved June 30, 1961.

## Appendix B: Inventory of Administrative Commitments

Name	Agreement Type	Start Date	Expiration Date	Stakeholders	Purpose	Notes
1443G 46700 00002	General agreement – fire	2/13/2015	2/13/2020	Gering Volunteer Fire Department	Provide support for fire protection at the monument.	----
1443G 46700 00003	General agreement – fire	4/8/2005	4/16/2010	Scotts Bluff Rural Fire Protection District	Provide support for fire protection at the monument.	Renewed March 6, 2015; valid for 5 years.
G15610 80804	Memorandum of understanding (MOU) – fire	1/28/2008	[see notes]	Northern Great Plains Fire Management Office	Provide support for fire protection at the monument.	Annual renewal every Jan./Feb.
1443G 46700 00001	General agreement – law enforcement	5/14/2012	5/14/2017	Scotts Bluff County Sheriff	Provide support for law enforcement at the monument. Confirms concurrent jurisdiction.	----
----	Standard cooperating association agreement	10/26/2010	10/26/2015	Oregon Trail Museum Association	Operate bookstore / cooperating association sales, etc.	Renewed automatically every 5 years, unless otherwise noted.
MWR- 6700- 6000- 13- 016	SPU – road maintenance	1/21/2014	1/20/2017	Scotts Bluff County Roads Department	Operation and maintenance of Old Oregon Trail Highway.	MOU-6700-10-0001 provides for joint emergency maintenance response.
SCBL 200401	Coop. agree. – pathways	12/15/2004	12/31/2006	City of Gering	Operation and maintenance of pedestrian/bike pathways.	Need to track – not renew.
H6700C 20001	Coop. Agree. – management	5/30/2002	5/30/2007	State Historical Society and City of Bayard	Joint management of affiliated Chimney Rock National Historic Site.	State History Society chose not to renew; need to keep on radar.
N/A	Agreement – management	9/23/2014	9/23/2019	Central Canal Irrigation District	Operation and maintenance of canal.	Canal predates the monument (1890s); agreement will renew automatically for one 5-year period unless otherwise noted.
----	Coop. Agree. – coalition	8/28/2008	----	Fossil Freeway Coalition	Promotion.	Agreement maintained by Agate Fossil Beds National Monument.

## Appendix C: Past and Ongoing Planning and Data Collection Efforts

### Ongoing Plans and Projects (as of November, 2014):

- Line-item construction project for expansion and improvement of the visitor center
- Historic structures report/ cultural landscape report/ environmental assessment for the developed area / Summit Road and upper bluff development
- Multiple building improvement projects in visitor center complex
- Museum collections display upgrades (in conjunction with the visitor center expansion)
- Natural resource condition assessments
- Geologic mapping project

### Planning Portfolio (existing plans which provide guidance):

- 2014 Fossil Management Plan
- 2013 Trail Development Plan
- 2012 “A Nebraska Gibraltar” historic resource study
- 2012 National Register nomination form
- 2010 Oregon Trail Ruts Landscape Study
- 2010 Facilities Strategy
- 2010 Business Plan
- 2009 Geologic Resources Inventory Report
- 2009 State of the Park Report (authored by NPCA)
- 2008 Long-Range Interpretive Plan
- 2008 Organization of American Historians reports
- 2002 Fire Management Plan and Environmental Assessment
- 2001 Alternative Transportation Study
- 2001 Trails Oasis Historic Structures Report
- 2000 Summit Road Historic American Engineering Record
- 1998 General Management Plan
- 1988 Fire Management Plan
- 1998 Cultural Affiliation of American Indians Study
- 1996 Cultural Landscape Inventory (update 2009)
- 1995 Land Protection Plan
- 1994 Initial Archeological Survey
- 1983 Wayside Exhibit Plan
- 1983 Administrative History
- 1979 Geologic History Report
- 1978 Interpretive Prospectus
- 1976 Master Plan
- 1961 Robidoux Pass National Historic Landmark Nomination (amended 1973 and 1983; additional update is being considered)

## Appendix D: Traditionally Associated Tribes and Monument Stakeholders

### Traditionally Associated Tribes

Apache Tribe of Oklahoma  
 Cheyenne and Arapaho Tribes, Oklahoma  
 Crow Creek Sioux Tribe  
 Northern Arapaho Tribe  
 Oglala Sioux Tribe  
 Ponca Tribe of Oklahoma  
 Ponca Tribe of Nebraska  
 Rosebud Sioux Tribe  
 Standing Rock Sioux Tribe  
 Cheyenne River Sioux Tribe

### Monument Stakeholders

Cooperative associations: Oregon Trail Museum Association.

Preservation groups: Platte River Basin Environments, Inc., Platte Natural Resource District, Children and Nature in our Parks.

Neighbors: Legacy of the Plains Museum, North Platte Valley Artist Guild, Riverside Discovery Center, YMCA Trails West Camp, Monument Valley Pathways.

Communities: Cities of Scottsbluff, Gering, Terrytown, and Mitchell, Nebraska.

NPS parks and programs: Agate Fossil Beds National Monument, Fort Laramie National Historic Site, Homestead National Monument of America, Long Distance Trails (Santa Fe), Northern Great Plains Inventory & Monitoring Network (Rapid City), Northern Great Plains Fire Management Office at Wind Cave National Park, and Midwest Regional Office. Administrative coordination roles with Servicing Personnel Office, Hot Springs, South Dakota; NEKOTA Major Acquisition Buying Office, Mount Rushmore, South Dakota; and NEKOTA Zone.

State and local agencies: State of Nebraska: Department of Roads, Environmental Quality Division, State Highway Patrol, Natural Resource District, and Chimney Rock National Historic Site (Nebraska State Historical Society; NPS Affiliated Site). Scotts Bluff County: Commission, Roads, Sherriff, Communications Center.

Tourism: Scotts Bluff Area Visitors Bureau, Platte Valley Attractions Coalition, Fossil Freeway Coalition, Gering Convention and Visitors Bureau, Western Nebraska Tourism Coalition.

Educational institutions: Children and Nature in Our Parks, Educational Services Unit #13, Western Nebraska Community College.

## Appendix E: Consultation with Tribal Governments

Numerous laws require agencies to consult with American Indian tribes on federal actions. Federal actions are defined as projects, activities, or programs funded in whole or in part under the direct or indirect jurisdiction of a federal agency, including those carried out by or on behalf of a federal agency; those carried out with federal financial assistance; those requiring a federal permit, license, or approval; and those subject to state or local regulation administered pursuant to a delegation or approval by a federal agency. The decision for an agency to enter into consultation depends on adherence to federal law, regulation, and agency policy as well as on the nature and scale of the project. Tribal governments may also request formal consultation on issues of interest at their discretion.

Foundation documents are not federal actions as described above or decision documents for the purposes of compliance with the National Historic Preservation Act of 1966 or the National Environmental Policy Act of 1969. However, consultation with tribal representatives is an opportunity for the National Park Service to better understand the values that park lands and resources have for tribes and to determine how best to work with tribal governments on issues of common concern. NPS/tribal relationships are mutually beneficial; exchanging information enhances mutual understanding and improves the agency's management of land and resources for the benefit of tribes and the American people.

Scotts Bluff National Monument's staff is committed to continue and further develop the constructive working relationships it currently has with traditionally associated tribes; in keeping with that commitment, the staff sent copies of the draft foundation document to the tribes listed in appendix D, asking for comments coinciding with regional review. The staff will share the completed foundation document with those tribes, and will engage them fully as actions are undertaken at the monument.

## Appendix F: Related Federal Legislation, Regulations, and Executive Orders

Management decisions at Scotts Bluff National Monument are based on specific laws, policies, and regulations designed to protect environmental quality, preserve historic resources, promote public enjoyment of the site, and ensure that the benefits and costs of federal action are equally shared by all citizens. The primary laws of particular importance to the decision-making process and management in the National Park Service are outlined below.

**The Organic Act of 1916 (16 USC 1, et seq.).** The National Park Service Organic Act remains after nearly 100 years the core of NPS authority and the definitive statement of the purposes of the parks and of the National Park Service mission: "to promote and regulate the use of the federal areas known as national parks, monuments, and reservations . . . by such means and measures as conform to the[ir] fundamental purpose . . . to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations."

**General Authorities Act of 1970 (16 USC 1).** This act affirms that all national park areas are "united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage."

**Endangered Species Act of 1973 (7 USC § 136, 16 USC § 1531, et seq.)** The purpose of the Endangered Species Act is to protect and recover imperiled species and the ecosystems on which they depend. Under the act, species may be listed as either endangered or threatened. "Endangered" means a species is in danger of extinction throughout all or a significant portion of its range. "Threatened" means a species is likely to become endangered within the foreseeable future. All species of plants and animals, except pest insects, are eligible for listing as endangered or threatened.

**The Redwood Act of 1978 (16 USC 1a-1).** Congress supplemented and clarified the provisions of the Organic Act through enactment of the General Authorities Act in 1970, and again through enactment of a 1978 amendment to that law (the “Redwood Amendment”) contained in a bill expanding Redwood National Park. This amendment states that the provisions of the Organic Act apply to all units of the national park system. A key phrase is that activities “shall not be exercised in derogation of the values and purposes for which these areas have been established.” It is applicable unless Congress has “directly and specifically provided” otherwise. This amendment also affirms that, if a conflict occurs between visitor use and protection of resources, the intent of Congress is to favor resource protection.

**National Environmental Policy Act of 1969 (42 USC 4321–4370).** This landmark environmental protection legislation requires federal agencies to integrate environmental values into their decision-making processes by considering the environmental impacts of their proposed actions and reasonable alternative to those actions. The National Environmental Policy Act establishes the format and process that the National Park Service must use in preparing the environmental analyses that are incorporated into the general management planning process. The results of these analyses are presented to the public, federal agencies, and public officials in document format for consideration prior to taking official action or making official decisions.

**Council on Environmental Quality Regulations, as amended (40 CFR 1500–1508).** These regulations implement the National Environmental Policy Act and provide guidance to federal agencies in the preparation of environmental documents identified under the act.

**National Historic Preservation Act of 1966, as amended (sec. 106 and sec. 110, 16 USC 470; 36 CFR 800).** The purpose of this act is to protect and preserve historic properties which includes any prehistoric or historic district, site, building, structure, or object included on, or eligible for inclusion on, the National Register of Historic Places, including artifacts, records, and material remains relating to the district, site, building, structure, or object. Section 110 requires that the National Park Service identify and nominate all eligible resources under its jurisdiction to the National Register of Historic Places. Section 106 of the act requires that federal agencies with direct or indirect jurisdiction take into account the effect of any actions on cultural resources listed in or eligible for inclusion in the National Register of Historic Places.

**Clean Air Act (as amended through Public Law 108–201, February 24, 2004).** In this Act, Congress set a national goal “to preserve, protect, and enhance the air quality in national parks, national wilderness areas, national monuments, national seashores, and other areas of special national or regional natural, recreational, scenic or historic value” (42 U.S.C. §7470(2)). This goal applies to all units of the National Park System. While the most stringent protections are provided to class I areas, the legislation also aims to limit the level of additional pollution allowed in class II areas, and potential impacts to these areas are to be considered.

**Executive Order 11593, “Protection and Enhancement of the Cultural Environment,” May 13, 1971.** This executive order directs federal agencies to inventory cultural properties under their jurisdiction, to nominate to the national register all federally owned properties that meet the criteria, to use due caution until the inventory and nomination processes are completed, and also to assure that federal plans and programs contribute to preservation and enhancement of nonfederal properties.

**Archeological and Historic Preservation Act of 1974, as amended (16 USC 469–469c).** This act requires survey, recovery, and preservation of significant scientific, prehistorical, historical, archeological, or paleontological data when such data may be destroyed due to a federal project. The act directs federal agencies to notify the Secretary of the Interior whenever they find that such a project may cause loss or damage.

**Archaeological Resources Protection Act of 1979 [16 USC 470aa (1988)].** This act defines archeological resources as any material remains of past human life or activities that are of archeological interest and at least 100 years old; requires federal permits for their excavation or removal, and sets penalties for violators; provides for preservation and custody of excavated materials, records, and data; provides for confidentiality of archeological site locations; and encourages cooperation with other parties to improve protection of archeological resources. The act was amended in 1988 to require development of plans for surveying public lands for archeological resources, and systems for reporting incidents of suspected violations.

**Executive Order 13007, “Indian Sacred Sites,” May 24, 1996.** This executive order instructs each executive branch agency with statutory or administrative responsibility for the management of federal lands to (1) accommodate to the extent practicable, permitted by law, and not clearly inconsistent with essential agency functions access to and ceremonial use of Indian sacred sites by Indian religious practitioners, (2) avoid adversely affecting the physical integrity of such sacred sites, and (3) where appropriate, maintain the confidentiality of such sites.

**“General Provisions” (36 CFR 1).** 36 CFR 1 provides the regulations “for the proper use, management, government, and protection of persons, property, and natural and cultural resources within areas under the jurisdiction of the NPS.” These regulations are used to fulfill the statutory purposes of national park system units—to conserve scenery, natural and historical objects, and wildlife and to provide for the enjoyment of those resources in such a manner as to leave them unimpaired for future generations.

**NPS Management Policies 2006.** *NPS Management Policies 2006* is the basic Servicewide policy document of the National Park Service. It is the highest of three levels of guidance documents in the NPS directives system. The directives system is designed to provide NPS management and staff with clear and continuously updated information on NPS policy and required and/or recommended actions, as well as any other information that would aid in the effective management of parks and programs.

**Paleontological Resources Preservation Act, 2009.** This act requires the Departments of the Interior and Agriculture to (1) promulgate regulations as soon as practical; (2) develop plans for fossil inventories, monitoring, and scientific and educational use; (3) manage and protect paleontological resources on federal land using scientific principles and expertise; (4) establish a program to increase public awareness about the significance of paleontological resources; (5) allow casual collection of common invertebrate and plant fossils on BLM, Forest Service, and Bureau of Reclamation lands where consistent with the laws governing those lands; (6) manage fossil collection via specific permitting requirements; (7) curate collected fossils in accordance with the act’s requirements; (8) implement the act’s criminal and civil enforcement, penalty, reward, and forfeiture provisions; and (9) protect information about the nature and specific location of fossils where warranted. The act authorizes appropriations necessary to carry out these requirements.

## Other Relevant Laws, Executive Orders, and Regulations

- Antiquities Act of 1906
- Historic Sites Act of 1935
- Management of Museum Properties Act of 1955 (PL 84-127) (16 USC 18f through 18f-3)
- Executive Order 11593, “Protection and Enhancement of the Cultural Environment”
- “Protection of Historic Properties” (36 CFR 800)
- Americans with Disabilities Act of 1990
- Architectural Barriers Act
- Architectural Barriers Act Accessibility Standards 2006
- Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”

## NPS Policy-Level Guidance

- Director’s Order 28: *Cultural Resource Management*
- Director’s Order 28A: *Archeology*
- *The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation*
- Director’s Order 24: *NPS Museum Collections Management*
- *NPS Museum Handbook*, Parts I, II, and III
- *NPS Management Policies 2006* (chapter 7) “Interpretation and Education”
- *NPS Management Policies 2006* (chapter 8) “Use of the Parks,” including 8.11, “Social Science Studies”
- *NPS Management Policies 2006* (chapter 4) “Natural Resource Management,” including 4.8, “Geologic Resource Management”
- *NPS Management Policies 2006* (chapter 9) “Park Facilities,” including (9.3.1.1) “Signs”
- Director’s Order 6: *Interpretation and Education*
- Director’s Order 17: *National Park Service Tourism*
- Director’s Order 42: *Accessibility for Visitors with Disabilities in National Park Service Programs and Services*
- Director’s Order 48B: *Commercial Use Authorizations*
- Director’s Order 50C: *Public Risk Management Program*
- Director’s Order 78: *Social Science*
- *NPS Natural Resource Management Reference Manual 77*



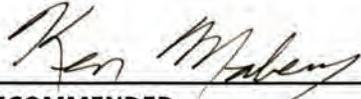
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## Midwest Region Foundation Document Recommendation Scotts Bluff National Monument

August 2015

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This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Midwest Regional Director.



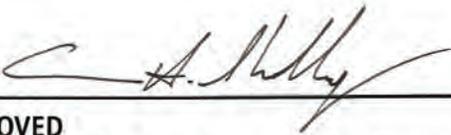
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**RECOMMENDED**

Ken Mabery, Superintendent, Scotts Bluff National Monument

Date



8/6/15

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**APPROVED**

Cameron H. Sholly, Regional Director, Midwest Region

Date



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

SCBL 317/128778A

August 2015

# Foundation Document • Scotts Bluff National Monument

