National Park Service
U.S. Department of the Interior



SCOTTS BLUFF NATIONAL MONUMENT

Cultural Landscape Report and Environmental Assessment

June 2017



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National Park Service Mission Statement: The National Park Service 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 Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

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National Park Service
U.S. Department of the Interior

Scotts Bluff National Monument
Nebraska

SCOTTS BLUFF NATIONAL MONUMENT CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT FINDING OF NO SIGNIFICANT IMPACT

INTRODUCTION

In compliance with the National Environmental Policy Act (NEPA) and implementing regulations published by the Council on Environmental Quality (CEQ) and the Department of the Interior, the National Park Service (NPS) prepared a Cultural Landscape Report and Environmental Assessment (CLR/EA) for Scotts Bluff National Monument (the Monument or Scotts Bluff NM). The CLR/EA presents detailed documentation of Scotts Bluff NM's historical development, evaluation of existing conditions, analysis of landscape characteristics, determination of contributing features, and treatment recommendations. This Finding of No Significant Impact (FONSI) describes the alternative the NPS has selected for implementation, provides the rationale for its selection, and explains why it will not have significant impacts on the human environment. A non-impairment determination is included in Attachment A.

BACKGROUND

Scotts Bluff NM encompasses more than 3,000 acres south of and abutting the North Platte River. The Monument is approximately 3 miles west of Gering, Nebraska and 4 miles southwest of Scottsbluff, Nebraska. Scotts Bluff NM was established on December 12, 1919 to commemorate the mass migration and settlement of America's western frontier and to protect the remnant trail ruts and geological landforms. The Monument's numerous resources include geological and archeological features, including the Oregon Trail, and cultural landscape features associated with the New Deal-era designed landscape including roads, trails, buildings, and visitor facilities. The Monument preserves the scenic, scientific, geologic, and historic integrity of Scotts Bluff and provides access and facilities for the care and accommodation of visitors.

PURPOSE AND NEED

The purpose of this CLR/EA is to provide guidance for managing landscape resources and the integrity of historic landscapes and structures within Scotts Bluff NM. This project defines a treatment strategy to reinforce the mission and significance of the Monument. The strategy focuses on long-term resource protection, sustainable cyclic maintenance, and visitor understanding and enjoyment.

This CLR/EA documents the site history from prehistory to the present, evaluates existing conditions, and develops treatment alternatives that meet resource protection and visitor experience goals.

The 1998 General Management Plan (GMP) recommends expanded facilities to provide adequate space for office, storage and visitor services. In accordance with the GMP the Monument is contemplating additional structures, expansion of the visitor center to better accommodate a wide array of visitor uses, and programming shifts to maximize future programming and operations. The long-term stewardship of the Monument would provide for the enjoyment of current visitors and future generations by improving cultural resource protection, and providing a cohesive, unified visitor experience.

ALTERNATIVES CONSIDERED

The CLR/EA considered a no action alternative and three action alternatives. These alternatives are discussed below. Treatment recommendations common to all action alternatives are also listed below.

No Action Alternative

The no action alternative provides "a baseline of existing impact continued into the future against which to compare impacts of action alternatives." Under the no action alternative, the present level of use, management, interpretation, maintenance, and operations will continue. The no action alternative will include actions identified under current policy, including rehabilitation of the visitor center, expansion of the Monument boundaries, and expansion of trail connections.

Action Alternative 1 (Selected Alternative)

Alternative 1 is the selected alternative. In addition to the ongoing activities under the No Action alternative, Alternative 1 will use a rehabilitation approach allowing for repair of features to maintain the cultural landscape's historic integrity and will provide guidance on acceptable modifications and additions. This alternative proposes the most extensive change to existing conditions to rehabilitate the cultural landscape to the greatest extent possible. This includes actions to accommodate additional visitors through the visitor center rehabilitation, increase outdoor gathering areas, and expand maintenance and storage areas. The landscape will be rehabilitated to more fully reflect the historic character of naturalistic plantings set within the native prairie.

Action Alternative 2

In addition to the ongoing activities under the No Action alternative, Alternative 2 would add actions to more fully rehabilitate the historic setting. This alternative would use a rehabilitation approach that accommodates expanded uses and modifications needed to maintain the integrity of the cultural landscape. Action alternative 2 would preserve and repair contributing features and remove features that are not compatible with the historic aesthetic. The visitor parking area and network of walks would be modified to reflect the historic pattern and would allow for additional parking and storage space within the Main Complex. Vegetation would be replanted adjacent to the residences and additional screening provided for the picnic area.

Action Alternative 3

In addition to the ongoing activities under the No Action alternative, Alternative 3 would focus on additional actions to rehabilitate the historic setting. This alternative would follow a rehabilitation approach that allows for adaptive reuse for contemporary and compatible uses. This alternative would preserve and repair contributing features and replace those features not compatible with the historic character. This alternative would result in the least changes to the existing cultural landscape while allowing rehabilitation actions.

Treatment Recommendations Common to All Action Alternatives

Several treatment recommendations are common to all action alternatives.

Spatial/Topography/Views:

- The contributing historic characteristics including spatial organization, cluster arrangement, topography, and historic views will be preserved.
- The scale and form of the cultural landscape as a contributing feature characterized by a naturalistic landscape design and clustered complex of buildings at the foot of the bluff will be preserved.
- Established setbacks and arrangement of buildings and courtyards will be preserved.

Circulation:

- Contributing roads will be preserved by preserving road widths and alignments.
- Contributing trails will be preserved by preserving alignments and widths.
- A universally accessible route to the 1938 Residence will be provided.

Buildings and Structures:

- Contributing buildings and structures of the cultural landscape will be preserved.

Small-Scale Features:

- Contributing small-scale features found throughout the project area will be repaired.
- The noncontributing curved entrance wall will be removed.

Vegetation:

- Vegetation will be repaired to reflect the native prairie aesthetic, as was intended by the original design.
- Additional vegetation plantings will be allowed to serve as screens or buffers, or to prevent erosion.
- Plantings will be repaired to reflect the principles of naturalistic design using groupings of low-growing shrubs, grasses, and perennials in natural patterns, accented by carefully placed trees. Native and hardy ornamental species adapted to the arid climate and prairie aesthetic of Scotts Bluff NM will be used.

SIGNIFICANCE CRITERIA REVIEW

The intensity or severity of impacts resulting from implementing the selected alternative is evaluated using the ten criteria listed in 40 CFR § 1508.27. Key areas in which impacts were evaluated include cultural resources, visitor use and experience, and visual resources. As defined in 40 CFR § 1508.27, significance is determined by examining the following criteria.

(1) Impacts that may be both beneficial and adverse; a significant effect may exist even if the NPS believes that on balance the effect would be beneficial.

The selected alternative will result in both beneficial and adverse impacts. In general, the alternative provides beneficial effects on cultural resources, visitor use and experience, and visual resources. All analyzed resource topics will benefit from the repair of contributing features, removal of noncontributing features, and restoration and enhancement of native plant communities. The cultural landscape of the Monument will be improved through the preservation of overlooks and repair and restoration activities. Benefits on visitor use and experience will result from enhanced interpretation opportunities and improved circulation and accessibility around the visitor center. Rehabilitation of trails and overlooks will add to the natural and cultural aesthetic of the Monument and improve the visual experience.

Adverse impacts on cultural resources, visitor use and experience, and visual resources will be local and short- and long-term. Short-term adverse impacts on cultural resources, visitor use and experience, and visual resources will result from construction activities, temporary facility and trail closures, and revegetation activities. Long-term adverse impacts will occur on cultural resources from modifying the visitor center and removing the comfort station, expanding or rerouting existing features, and constructing new buildings in previously undisturbed areas. To mitigate potential adverse impacts on historic properties, treatment activities will be implemented in accordance with the *2008 Programmatic Agreement among the National Park Service (U.S. Department of the Interior), the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers for Compliance with Section 106 of the National Historic Preservation Act* (2008 Programmatic Agreement) and the *2017 Programmatic Agreement Between Scotts Bluff National Monument, National Park Service and the Nebraska State Historic Society Regarding the Addition to the Historic Visitor Center* (2017 Programmatic Agreement; Attachment B). To avoid potential adverse impacts on buried cultural resources, survey, evaluative testing, geophysical work, or monitoring may be required to identify and evaluate the potential for unknown cultural resources in areas of ground-disturbing activities. Other mitigation measures to avoid adverse impacts on the cultural landscape will be implemented as discussed in the CLR/EA (NPS 2016). Therefore, with the implementation of the programmatic agreements above, the level of adverse and beneficial effects will not be significant.

(2) The degree to which the proposed action affects public health or safety.

Temporary facility and trail closures will keep the public away from areas where potentially harmful construction activities are occurring. Because the public will not be exposed to construction activities, the level of adverse effects from the proposed activities will not be significant.

(3) Unique characteristics of the geographic area such as proximity to historic or cultural resources, park lands, prime farmlands, wetlands, wild and scenic rivers, or ecologically critical areas.

As described in the CLR/EA, the selected alternative will not affect wild and scenic rivers or ecologically critical areas because those resources do not exist in the project area. No wetlands will be impacted by the proposed activities.

The project area is within the cultural landscape of the Scotts Bluff NM. As of 2013, 66 archeological resources have been documented within the Monument, only 48 of which are sites (as opposed to isolated artifacts) and are included in the NPS's Archeological Sites Management Information System (NPS 2013). Of these 48 sites, 40 are prehistoric, 6 are historic, and 2 have both prehistoric and historic components. The selected alternative will result in an adverse impact on the cultural landscape of the Monument. To resolve potential adverse impacts, survey and data recovery measures will be taken to identify and salvage significant archeological deposits. All activities will comply with the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (48 Federal Register (FR) 44716, revised), and archeological resources in the vicinity of the project area will be identified and delineated for avoidance prior to project work. To mitigate potential adverse impacts on historic properties, treatment activities will be implemented in accordance with the 2008 and 2017 Programmatic Agreements. Additional mitigation measures and best management practices (BMPs) will be used to reduce the adverse impacts of the selected alternative on historical and cultural resources in the Monument. Therefore, with the implementation of the programmatic agreements, mitigation measures, and use of BMPS, the level of adverse effects will not be significant.

(4) The degree to which effects on the quality of the human environment are likely to be highly controversial.

Short-term adverse effects on the quality of the human environment will result during construction but are not anticipated to affect the quality of the human environment over the long-term. As described under Criterion 1, the selected alternative provides beneficial effects on visitor use and experience through enhanced interpretation opportunities and improved circulation and accessibility around the visitor center. Rehabilitation of trails and overlooks will add to the natural and cultural aesthetic of the Monument and improve the visual experience. Beneficial and adverse effects on the human environment are not likely to be highly controversial or significant.

(5) The degree to which the possible effects on the human environment are highly uncertain or involve unique or unknown risks.

The activities under the selected alternative will not result in highly uncertain effects or involve unique or unknown risks. Temporary facility and trail closures will keep the public away from areas where potentially harmful construction activities are occurring. Therefore, effects or risks on the human environment will not be significant.

(6) The degree to which the action may establish a precedent for future actions with significant effects or represents a decision in principle about a future consideration.

No future actions are planned that will result from implementation of the selected alternative; therefore, the selected alternative will not result in significant effects from a future action.

(7) Whether the action is related to other actions with individually insignificant but cumulatively significant impacts.

Past, present, and reasonably foreseeable future actions will have long-term beneficial impacts and local short-term and long-term adverse cumulative effects on cultural landscapes and historic properties. As described under Criterion 3, with the implementation of the programmatic agreements, mitigation measures, and use of BMPS to reduce adverse impacts on historical and cultural resources in the Monument, the level of cumulative adverse effects will not be significant.

(8) The degree to which the action may adversely affect districts, sites, highways, structures, or objects listed on the National Register of Historic Places; or may cause loss or destruction of significant scientific, cultural, or historical resources.

The selected alternative will have local short- and long-term adverse impacts on historic and cultural resources resulting from significantly modifying the visitor center and removing the comfort station, expanding or rerouting existing features, and constructing new buildings in previously undisturbed areas. Effects on the cultural landscape will be beneficial from repairing contributing features, removing noncontributing features, and restoring native vegetation communities. To mitigate potential adverse impacts on historic properties, treatment activities will be implemented in accordance with the 2008 and 2017 Programmatic Agreements. The NPS initiated consultation with the State Historic Preservation Office (SHPO) with a scoping letter sent on September 29, 2016. The SHPO also received a copy of the draft CLR/EA for review and comment. A letter response was received from the SHPO on October 10, 2016.

(9) The degree to which the action may adversely affect an endangered or threatened species or its critical habitat.

The whooping crane (*Grus americana*) and black-footed ferret (*Mustela nigripes*) are the two federally listed species with potential habitat in the Monument. The whooping crane is primarily associated with riverine and riparian habitats, which are not present in the project area. Large black-tailed prairie dog colonies are the primary habitat for the black-footed ferret, but no prairie dog burrows are present in the project area. There are no federally or state-listed species or special status species known to be present in the project area that will be affected by the selected alternative. Due to a lack of habitat for federally threatened or endangered species, the selected alternative is not anticipated to have an adverse effect on federally listed and candidate species. The U.S. Fish and Wildlife Service concurred with the NPS determination of no effect in a letter dated December 14, 2016.

(10) Whether the action threatens a violation of Federal, State, or local law or requirements imposed for the protection of the environment.

The selected alternative will not violate any Federal, State, or local laws or requirements imposed for the protection of the environment.

PUBLIC INVOLVEMENT

As part of public and agency scoping, Monument staff sent a scoping letter to the Nebraska State Historic Preservation Office (SHPO) to solicit input on issues of concern. The Monument will continue to consult with the SHPO to determine the effects of the action alternatives on eligible historic resources and to develop mitigation for impacts on historical features, if any, from the preferred alternative. The Monument also sent a scoping letter to the U.S. Fish and Wildlife Service (USFWS) to solicit input on issues of concern. These letters can be found in Attachment C.

The EA was made available for public review and comment on the park website and the NPS Planning, Environment, and Public Comment website during a 30-day period beginning December 22, 2016. The Monument received six comment letters on the EA from the public during the review period.

No comments expressed opposition to the project, although three of the commenters made suggestions for plan improvements. The public comments are shown in Attachment D.

AMERICAN INDIAN CONSULTATION

As part of tribal consultation, scoping letters were sent to federally recognized tribes and organizations on December 2, 2016, soliciting informal consultation on the CLR/EA. The tribes and governments that received letters are:

- Arapahoe Tribe of the Wind River Reservation
- Northern Arapahoe Tribe
- Assiniboine and Sioux Tribes
- Cheyenne River Sioux Tribe
- Crow Tribe
- Lower Brule Sioux Tribe
- Northern Cheyenne Tribe
- Ponca Tribe
- Rosebud Sioux Tribe
- Santee Sioux Tribe
- Shoshone Tribe
- Three Affiliated Tribes of the Fort Berthold Reservation
- Flandreau Santee Sioux Tribe
- Oglala Sioux Tribe

The Monument sent copies of the Public Review Draft of the CLR/EA and solicited further comments from the same set of American Indian tribes via letter dated December 29, 2016.

FINDING OF NO SIGNIFICANT IMPACT

Based on the review of the facts and analysis contained in the CLR/EA, the NPS has selected Action Alternative 1 for implementing the CLR/EA at the Scotts Bluff NM. The selected alternative will not have a significant impact either by itself or in consideration of cumulative impacts. Accordingly, the requirements of NEPA, regulations promulgated by the CEQ, regulations promulgated by the Department of the Interior, and provisions of Director's Order 12 and the 2015 *National Park Service NEPA Handbook* have been fulfilled.

It is my determination that the selected alternative does not constitute a major federal action significantly affecting the quality of the human environment. Therefore, in accordance with NEPA and CEQ regulations (40 CFR 1508 et. seq.), an environmental impact statement is not required and will not be prepared for implementation of the selected alternative.

Recommended: _____ 5-6-2017
Dan Morford, Superintendent — Date

Approved: _____ 5-17-2017
Cam Sholly, Regional Director
Midwest Region — Date

REFERENCES

National Park Service (NPS). 2013. *Scotts Bluff National Monument Trail, Development Plan and Environmental Assessment.* National Park Service, U.S. Department of the Interior, 2013.

National Park Service (NPS). 2015. NEPA Handbook. Available at: http://www.nps.gov/applications/npspolicy/DOrders.cfm.

National Park Service (NPS). 2016. Scotts Bluff National Monument Cultural Landscape Report and Environmental Assessment. Public Review Draft. December 22.

ATTACHMENT A
NON-IMPAIRMENT DETERMINATION
SCOTTS BLUFF NATIONAL MONUMENT
CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT

SCOTTS BLUFF NATIONAL MONUMENT
CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT
NON-IMPAIRMENT DETERMINATION

In addition to determining the environmental consequences of alternatives to proposed actions, National Park Service (NPS) *Management Policies 2006* and 2015 Director's Order–12 require an analysis of potential effects to determine if actions will impair the Scotts Bluff National Monument (Monument or Scotts Bluff NM) resources. Impairment is an impact that would, in the professional judgment of the responsible NPS manager, harm the integrity of Monument resources or values, including opportunities that will otherwise be present for the enjoyment of those resources or values. A determination of impairment is made for particular resource impact topics carried forward and analyzed in the Cultural Landscape Report and Environmental Assessment (CLR/EA) for the selected alternative. The selected alternative for meeting the objectives established in the CLR/EA, Action Alternative 1, is described in the CLR/EA. The CLR/EA also includes detailed information on existing conditions of resources and the effects the selected alternative will have on those resources. Existing conditions and effects are briefly summarized in this impairment determination.

The description of Scotts Bluff NM significance in the CLR/EA was used as a basis for determining if a resource is:

- necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the Monument, or
- key to the natural or cultural integrity of the Monument, or to opportunities for enjoyment of the Monument, or
- identified in the Monument's general management plan or other relevant NPS planning documents as being of significance.

This impairment determination is based on current NPS guidance on determining impairment of Monument resources and values. The impairment determination for each resource and value includes:

- a brief description of the condition of the resource;
- whether the resource is necessary to fulfill the purposes for which the Monument was established;
- whether the resource is key to the natural or cultural integrity of the Monument or to the opportunity for enjoyment of the Monument;
- whether the resource is identified as a significant resource in the Monument's planning documents; and
- a statement as to why the action will or will not result in impairment of the resource, including a discussion of the context, severity, duration, and timing of any impacts, and any mitigation measures, if applicable.

Impairment findings relate directly to Monument resources and values; the NPS Organic Act does not consider visitor use and experience, socioeconomics, public health and safety, environmental justice, land use, or Monument operations to be Monument resources or

values so those topics can be dismissed from impairment review. Based on the aforementioned guidelines and basis for determining impairment of Monument resources and values, a determination of impairment is made for the following resource impact topics carried forward and analyzed in the CLR/EA for the selected alternative: cultural resources and visual resources.

CULTURAL RESOURCES

The project area is within the cultural landscape of the Scotts Bluff NM. The Monument was created by President Woodrow Wilson in 1919 and listed on the National Register of Historic Places in 1976. As of 2013, 66 archeological resources have been documented within the Monument, only 48 of which are sites (as opposed to isolated artifacts) and are included in the NPS's Archeological Sites Management Information System (NPS 2013). Of these 48 sites, 40 are prehistoric, 6 are historic, and 2 have both prehistoric and historic components. The Monument's national significance is recognized by its listing in the National Register of Historic Places.

The Monument's cultural resources, which are necessary to fulfill the purpose of the Monument, are key to the cultural integrity of the Monument and are considered a significant Monument resource.

The selected alternative will result in short-term adverse impacts on the cultural landscape from construction activities, temporary facility and trail closures, and revegetation activities. Long-term adverse impacts on cultural resources will occur from significantly modifying the visitor center and removing the comfort station, expanding or rerouting existing features, and constructing new buildings in previously undisturbed areas. To resolve potential adverse impacts on archeological and historic resources, survey and data recovery measures will be taken to identify and salvage significant archeological deposits and a memorandum of agreement and programmatic agreement will be prepared among the NPS, State Historic Preservation Office, and interested American Indian tribes. All activities will comply with the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation (48 Federal Register 44716, revised). Ultimately, the repair of contributing features, removal of noncontributing features, and restoration of native vegetation communities will improve the cultural resources in the Monument and will have a local long-term beneficial effect on the cultural landscape. Because the selected alternative will be beneficial to cultural resources, and only local long-term minor to moderate adverse impacts could result, there will be no impairment of cultural resources. The cultural resources for which the Monument was created will remain in good or improved condition and will be enjoyed by current and future generations.

VISUAL RESOURCES

The Monument consists of more than 3,000 acres. Just past the entrance are five buildings, including the visitor center and administrative facilities. Although mowed grasslands surround the Main Complex, natural prairie grasses are the dominant vegetation cover throughout the Monument. At the top of the road through the Monument, Scotts Bluff is a topographic feature rising 800 feet above the North Platte River.

The geology of Scotts Bluff is significant because it affords a view of 740 feet of continuous geologic strata that spans a period from 33 to 22 million years before present. The north face of Scotts Bluff has exposed the most geologic history of any location in the state. Visitors are surrounded by views of the bluff and geology while walking the Saddle Rock Trail. Other landmarks that can be viewed are the Crown, Dome, Eagle, Saddle, and Sentinel Rocks, as well as Mitchell Pass.

Visual resources in the Monument are important to the visitor's understanding of the Monument's significance. Visual resources are necessary to fulfill the Monument's purpose of preserving the scenic, scientific, geologic, and historic integrity of Scotts Bluff.

The selected alternative will improve visual resources by restoring and enhancing native plant communities and rehabilitating features that contribute to the history and interpretive experience. Local short-term adverse impacts on visual resources will occur during construction and revegetation activities. Because visual resources will be improved and, therefore, will better contribute to fulfilling the Monument's purpose for current and future generations of visitors, the selected alternative will not impair visual resources.

REFERENCES

National Park Service (NPS). 2006. Management Policies 2006. Available at: https://www.nps.gov/policy/mp2006.pdf

NPS. 2013. *Scotts Bluff National Monument Trail, Development Plan and Environmental Assessment*. National Park Service, U.S. Department of the Interior, 2013.

National Park Service (NPS). 2015. NEPA Handbook. Available at: http://www.nps.gov/applications/npspolicy/DOrders.cfm.

ATTACHMENT B
PROGRAMMATIC AGREEMENT
SCOTTS BLUFF NATIONAL MONUMENT
CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT

PROGRAMMATIC AGREEMENT

BETWEEN

SCOTTS BLUFF NATIONAL MONUMENT, NATIONAL PARK SERVICE

AND THE

NEBRASKA STATE HISTORIC SOCIETY

REGARDING THE

ADDITION TO THE HISTORIC VISITOR CENTER

This Programmatic Agreement (PA) is hereby mutually entered into by and between Scotts Bluff National Monument (hereinafter referred to as SCBL), and Nebraska State Historic Society (NSHS).

WHEREAS, SCBL was created on December 12, 1919, by Presidential Proclamation of Woodrow Wilson. The Monument comprises of 3,003 acres of prairie grass, river bottom and broken sandstone/siltstone bluffs. Scotts Bluff, an 800 foot promontory above the North Platte River became a notable natural land mark and resting place along the Oregon/California/Mormon and Pony Express Trails during the early to mid-1800's as emigrants headed west. In 1847, 60,000 – 70,000 emigrants passed through Mitchel Pass in their westward travels; and

WHEREAS, SCBL during the Great Depression benefitted from employment programs such as the Civilian Works Administration, Civilian Conservation Corps, and Work Progress Administration for constructing several buildings, including the museum and visitor center, construction of the Summit Road to the top of the bluff and other projects; and

WHEREAS, the National Park Service has determined that the Visitor Center requires additional space in order to continue to best serve their audience, the public; and

WHEREAS, SCBL has determined that the undertaking will have an adverse effect on the Visitor Center, which is eligible for listing in the National Register of Historic Places; and

WHEREAS, SCBL has engaged in a joint consultation process with the NSHS, and has invited the Advisory Council on Historic Preservation (ACHP) to consult on the project, as required under the provisions of Section 106 of the National Historic Preservation Act of 1966, as amended (hereinafter the "Section 106 Consultation Process") and 36 CFR 800 et seq. in order to mitigate any potential adverse effects arising from some destruction of historic fabric during the expansion of the visitor center; and

WHEREAS, In accordance with 36 CFR Part 800.3 (f) (2), SCBL notified 27 culturally and historically affiliated, federally recognized Indian tribes (see Attachment 1) that may have an interest in the proposed undertaking. No responses were received from the tribes contacted; and

WHEREAS, in accordance with 36 CFR § 800.6(a)(1), SCBL has notified the ACHP effect determination with specified documentation, and the ACHP has chosen *not to* participate in the consultation pursuant to 36 CFR § 800.6(a)(1)(iii);

NOW, THEREFORE, SCBL and NSHS agree that the undertaking shall be implemented in accordance with the following stipulations in order to mitigate the adverse effect of the undertaking on historic properties. SCBL shall:

A. Complete HABS/HALS Photo level of documentation of Mission 66 museum exhibits, lobby space and exterior of the visitor center and comfort stations. The end product will be delivered to the Library of Congress, and the NSHS.

B. Prepare a description of historic structures and fabric will be provided to the contractor to minimize the disturbance of the structure and intact sections that can be left *in situ*, and to ensure that unnecessary loss of historic fabric does not occur.

C. Illustrate the involvement of the CCC/WPA work at the Monument through 2-3 wayside exhibit(s) and a series of photos and descriptors developed that can be utilized in public presentations, social media or temporary exhibits.

D. Salvage two to six adobe bricks from the back of the visitor center through proper curatorial procedures and prepare for long term preservation. If there is more than one style of brick, samples of each will be gathered and preserved.

E. Conserve all drawings related to CCC and Mission 66 developments.

F. Complete budgetary statements for future structural and landscape treatment to develop maintenance area with office, shop, storage and break room areas. These requests will be made early in the park's planning efforts to ensure consultation can occur early in a project's development.

G. Utilize the 2017 edition of the Historic Structure Report and a Cultural Landscape Report for all future project planning that may impact the historic resources of the park. These documents were produced as a part of this effort to make detailed recommendations for preserving materials and character of the 1) Visitor Center 2) maintenance shop, 3)1938 and 1958 residences and 4) the park's developed zone.

H. Implement CLR recommendations to reestablish hierarchy of pedestrian circulation to enhance wayfinding in response to the new visitor entrance. This will capture qualities of original walk system and install more naturalized/compatible designed plantings and minimize lawn.

IV. **DURATION**

Mitigation action stipulated above will be completed within ten (10) years of the last signatory date of this agreement.

V. **POST-REVIEW DISCOVERIES**

If any historically significant objects are found during project work, SCBL will document through written and photographic means submitting findings to NSHS within 24 hours. Upon collaboration with NSHS, SCBL will take appropriate action.

VI. **MONITORING AND REPORTING**

During the execution of this PA, SCBL shall provide NSHS with an annual report detailing work that was undertaken pursuant to its terms. Such report shall include any scheduling changes proposed, any problems encountered, and any disputes and objections received in SCBL's efforts to carry out the terms of this PA. The report deadline to NSHS will be January 30th for the previous year's activities.

VII. **DISPUTE RESOLUTION**

If any signatory to this PA determines that its terms will not or cannot be carried out, that party shall immediately consult with the other signatories to attempt to develop an amendment (per Amendments VIII). If SCBL determines that the objection cannot be resolved, SCBL shall forward to the ACHP all documentation relevant to the dispute, including proposed resolution to the objection. Within thirty (30) calendar days after receipt of all pertinent documentation, the ACHP will either:

1. Advise that it concurs with resolution to the objection.

2. Provide recommendations which will be taken into account in reaching a final decision regarding the dispute; or

3. Notify that it will comment pursuant to 36 CFR 800.7(c), and proceed to comment. Any ACHP comment provided will be taken into account by the 88th RSC in accordance with 36 CFR Part 800.7(c)(4) with reference to the subject of the dispute.

Any recommendation or comment provided by the ACHP will be understood to pertain only to the subject of the dispute; and responsibility to carry out all actions under this Agreement that is not the subject to the dispute will remain unchanged.

Failure to carry out the terms of this Agreement requires that SCBL consult with the NSHS to amend or terminate the agreement.

VIII. **AMENDMENTS**

This PA may be amended when such an amendment is agreed to in writing by all signatories. The amendment will be effective on the date of the last signature.

IX. **TERMINATION**

Any signatory to the Programmatic Agreement may request that it be terminated, in writing, whereupon the signatories will consult in accordance with 36 CFR 800.6 (c)(8) to consider such termination.

SIGNATURES:

Scotts Bluff National Monument

Dan L. Morford
Superintendent

Date: 3/2/2017

Nebraska State Historic Society

Trevor Jones
Nebraska State Historic Preservation Officer

Date: 3/9/17

ATTACHMENT 1

Tribes

Arapahoe Tribe of the Wind River Reservation
Assiniboine and Sioux Tribes of the Fort Peck Indian Reservation
Cheyenne River Sioux Tribe of the Cheyenne River Reservation
Crow Tribe of Montana
Lower Brule Sioux Tribe of the Lower Brule Reservation
Northern Cheyenne Tribe of the Northern Cheyenne Indian Reservation
Ponca Tribe of Indians of Oklahoma
Ponca Tribe of Nebraska
Rosebud Sioux Tribe of the Rosebud Indian Reservation
Santee Sioux Tribe of the Santee Reservation
Shoshone Tribe of the Wind River Reservation
Three Affiliated Tribes of the Fort Berthold Reservation
Flandreau Santee Sioux Tribe
Oglala Sioux Tribe of the Pine Ridge Reservation

Tribal Historic Preservation Officer

Northern Arapahoe Tribe
Fort Peck Assiniboine & Sioux Tribes
Cheyenne River Sioux Tribe
Crow Tribe
Northern Cheyenne Tribe
Ponca Tribe of Nebraska
Rosebud Sioux Tribe
Santee Sioux Tribe
Shoshone Tribe
Three Affiliated Tribes of the Fort Berthold
Flandreau Santee Sioux Tribe
Oglala Sioux Tribe of the Pine Ridge

ATTACHMENT C
AGENCY COMMUNICATION
SCOTTS BLUFF NATIONAL MONUMENT
CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Mr. Rodney Morris
Omaha Tribal Chairman
Omaha Tribe of Nebraska
101 Main Street
Macy, Nebraska 68039

Dear Chairman,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

The park was established on December 12, 1919 to commemorate the mass migration and settlement of America's western frontier and to protect the remnant trail ruts and geological landforms. Scotts Bluff NM encompasses more than 3,000 acres, south of and abutting the North Platte River. The park is approximately 3 miles west of Gering, Nebraska and 4 miles southwest of Scottsbluff, Nebraska. The study area for the CLR/EA encompasses the entire park, but does not include documentation of the Oregon Trail or Mitchell Pass. The approximate latitude/longitude of the study area is 41.829067°N/103.706158°W.

The park's numerous resources include geological and archeological features including the Oregon Trail; and cultural landscape features associated with the designed landscape including roads, trails, buildings, and visitor facilities. Scotts Bluff NM's national significance is recognized by its listing in the National Register of Historic Places for its role during the period of mass migration to, and settlement of, America's western frontier. The period of significance for the study area is 1930-370 BP to 1958. This includes known and potential archeological sites; the Oregon Trail (1812 to 1869); the proclamation of the Monument (1919); construction campaigns by the NPS and New Deal-era programs (1933 to 1938); through the construction of Mission 66 program features (1958), the last major construction campaign completed at the park. A separate period of significance for the historic designed landscape of the main complex and Summit Road is 1933 to 1958.

The landscape in the study area is dominated by massive 800-foot-tall sandstone bluffs that rise dramatically above the North Platte River and flat plains. The topography below the bluffs is naturally eroded with deep gullies due to the soft rock. The landscape rises gradually to Mitchell Pass at the park's western edge, where wagon trains once crossed. The natural environment is a combination of mixed prairie grasses, shrubs, and forbs, in contrast to wooded vegetation on the tops and sides of the bluffs.

The CLR/EA will define a treatment strategy that will reinforce the mission and significance of the park. The strategy will focus on long-term resource protection, sustainable cyclic maintenance, and visitor understanding and enjoyment. In addition to a no action alternative, the CLR/EA will evaluate a number of action alternatives that meet the resource protection and visitor experience goals. In addition to a no action alternative, the CLR/EA will evaluate a number of action alternatives that meet the resource protection and visitor experience goals. The action alternatives will likely include a mix of rehabilitating and preserving cultural landscape features, which may include activities that would disturb existing vegetation, such as planting trees for stabilization along the bluff or reseeding specified areas with native grasses.

A project area map is enclosed to provide additional information about the study area and existing conditions.

Please respond to Robert Manasek, Natural Resources Manager, at (308) 436-9721, or by email at robert_manasek@nps.gov, if you have any questions or concerns about this request or if you require additional information. This letter will serve as a record that the NPS is initiating informal consultation with your tribe pursuant to the requirements of 36 CFR 800.2.c.1 and 2006 *NPS Management Policies*.

We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Mr. Larry Wright, Jr.
Tribal Chairman
Ponca Tribe of Nebraska
2523 Woodbine Street
P.O. Box 288
Niobrara Nebraska, 68760

Dear Chairman,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

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We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Mr. Roger Trudell
Tribal Chairman
Santee Sioux Nation
425 Frazier Ave N. Suite 2
Niobrara, Nebraska 68760

Dear Chairman,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

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Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Section 106 Coordinator
State Historic Preservation Office
Nebraska State Historical Society
1500 R Street, 2nd Floor
Lincoln, Nebraska 68501

Dear XX,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

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We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Ms. Darla LaPointe
Tribal Chairwoman
Winnebago Tribe of Nebraska
100 Bluff Street
Winnebago, Nebraska 68071

Dear Chairwoman,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

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We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Field Supervisor
Nebraska Ecological Services
U.S. Fish and Wildlife Service
9325 South Alda Road
Wood River, NE 68883

Dear XX,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Federally Listed Threatened and Endangered Species

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and 1992 Vegetation Management Plan.

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will likely include a mix of rehabilitating and preserving cultural landscape features, which may include activities that would disturb existing vegetation, such as planting trees for stabilization along the bluff or reseeding specified areas with native grasses.

Section 7 of the Endangered Species Act of 1973 requires that a federal agency consult with the U.S. Fish and Wildlife Service (USFWS) or the National Marine Fisheries Service on any action that may affect threatened, endangered, or candidate species or that may result in adverse modification of critical habitat. As part of the EA analysis, the NPS reviewed the most current list of federally listed species that may occur in Scotts Bluff County, Nebraska, the county in which the study area is located.

The USFWS Information for Planning and Conservation website (USFWS 2016) identifies the following federally listed species as potentially being present in the study area:

Species	Federal Status
Least Tern (*Sterna antillarum*)	LE
Piping Plover (*Charadrius melodus*)	LT
Whooping Crane (*Grus americana*)	LE
Pallid Sturgeon (*Scaphirhynchus albus*)	LE
Black-Footed Ferret (*Mustela nigripes*)	LE

Source: USFWS 2016
LT = Listed Threatened, LE = Listed Endangered.

The black-footed ferret and whooping crane are the two federally listed species with potential habitat in the park. Two other protected species previously observed in the park are the bald eagle and burrowing owl. Both species are protected by the Migratory Bird Treaty Act (16 U.S.C. 703-712; Ch. 128; July 13, 1918; 40 Stat. 755), and the bald eagle is additionally protected by the Bald and Golden Eagle Protection Act (16 U.S.C. 668-668c).

This letter constitutes initiation of informal consultation by NPS under Section 7(c) of the 1973 Endangered Species Act, as amended, and 2006 *NPS Management Policies*, for the Scotts Bluff NM CLR/EA. We would appreciate it if you would confirm the list of species that should be addressed in the CLR/EA. Once prepared, we will provide you with a draft of the CLR/EA with the NPS's preliminary effects determination and proposed mitigation, if any, for your review and concurrence.

Please respond to Robert Manasek, Natural Resources Manager, at (308) 436-9721, or by email at robert_manasek@nps.gov, if you have any questions or concerns about this request or if you require additional information.

We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

ATTACHMENT D
PUBLIC COMMENTS ON DRAFT CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT
SCOTTS BLUFF NATIONAL MONUMENT
CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT

Cultural Landscape Report and Environmental Assessment Comment Form Scottsbluff National Monument

The National Park Service (NPS) is seeking comments for a Cultural Landscape Report that will establish a treatment philosophy and framework to guide treatments to enhance resource condition and visitor experience. The Environmental Assessment component is for a proposed addition onto the Visitor Center to enhance visitor experience, rehab the existing building to fire and safety code. We welcome your comments.

Written comments should be mailed to Superintendent, Scotts Bluff National Monument, PO Box 27, Gering, NE 69341 or dropped off at the Visitor Center Desk with a ranger.

This design is great for the following reasons

1. the cultural landscape will be protected
2. Native plants are incorporated in the landscape
3. The window is ideal to show the Monument in such a great viewing after the movie
4. The sales area is ideal location to catch the visitor
5. I appreciate the roof line design - no flat roof.

It is the practice of the National Park Service to make comments, including names and addresses of respondents, available for public review. An individual respondent may request that we withhold his or her address from the record, which we will honor to the extent allowable by law. We will make all submissions from organizations or businesses, and from individuals identifying themselves as representatives or officials of organizations or businesses, available for public inspection in their entirety. Generally, we will give less weight to anonymous comments. Duplicate form letters will be considered as one individual submission as will petitions.

Name: Lois Herbel

Organization: O T M A

Address: 2305 Silver Spur Ct Gering NE 69341

E-Mail: loisherbel@yahoo.com

☐ Keep my contact information private

Your comments must be received by January 25, 2017.

Project may also be found at: www.parkplanning.nps.gov/scbl

PEPC Project ID: 64867, DocumentID: 76724
Correspondence: 1

Author Information

Keep Private:	No
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Organization:	
Organization Type:	I - Unaffiliated Individual
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Correspondence Information

Status: New	Park Correspondence Log:
Date Sent: 01/13/2017	Date Received: 01/13/2017
Number of Signatures: 1	Form Letter: No
Contains Request(s): No	Type: Web Form
Notes:	

Correspondence Text

Reference Pg.4-8, sentence #33 (Vegetation) Please utilize ID on plant specimens as other National Parks have done (ie-Carlsbad National Park)

Reference Pg.4-9, sentence #4-#8 (... Viewshed) Please voice opposition to west expansion of City of Gering Landfill to eastern NPS border.

Reference Pg.4-9, sentence #21 (Vegetation) Please utilize native grasses instead of Blue grasses in landscaping around buildings for water conservation and blending of near and far landscapes.

Reference Pg.4-14, sentence #15 & #22 (Vegetation) Please utilize native grasses instead of Blue grasses in landscaping around buildings for water conservation and blending of near and far landscapes.

PARKING CONSIDERATIONS - existing Tour Bus stalls, does not appear to be included in new designs and SHOULD not go away! ALSO, need the larger vehicle spots that no longer exist in new plans, but should! ALSO, need temporary RV parking for those that stop between where they have been and where these folks are heading. If there are no places to temporary park, they will continue. Cars can park on RV stalls, but RV will not fit on car spots.
Finally, at least two(2) electrical "pay to plug" spots for electrical or hybrid cars of the future. Regular cars would be able to park in these areas if all normal sites are taken.

Thank you for the ability to include my comments. I fully support this comprehensive plan that looks to be the best for not only our community but for those of our nations travelers to our National Parks.
">

Cultural Landscape Report & Environmental Assessment Comment Form

Scotts Bluff National Monument

Name: Anne James
Organization: Children and Nature In Our Parks, environmental educator
past Scotts Bluff Area Visitors Bureau board member, Riverside Discovery Center Executive Director (retired)
Address: 3317 Peony Ct., Scottsbluff, NE 69361
E-Mail: anne.james3317@gmail.com

Comments:

First of all I would like to compliment all SCBL personnel who have worked so diligently on the plan. It is very comprehensive & shows an impressive amount of long hours of work. I especially enjoyed reading the history section & seeing all of the historic pictures, many of which were new to me. Five generations of my family have utilized the park and trod the trails at SCBL – going back as far as the eastern zig-zag trail. It has truly been a pleasure to share its wonders with all of our visitors from around the world. I am delighted to see that plans are underway to improve the visitors' center as well as the park. It has been a long time coming & very necessary!

The William Henry Jackson collection at SCBL is the best in the world and I am glad to see that it will continue to receive its own viewing room. Since space is limited, perhaps the entire collection could be viewed electronically at a kiosk, so that the entire collection may be enjoyed by the public along with the reproductions that space allows. The collection is exquisite and needs to be shared!

My preference is Alternative 1. It provides the most comprehensive additions/changes to the visitors' center and the park. SCBL is our areas premier tourist attraction and I feel this Alternative does the most to enhance the visitor experience and protect the park/environment. NPS improvements are a long time coming, so we need to make the most of this very important opportunity for SCBL.

The visitors' center changes are great overall. However, I feel the storage area may be too small and the retail office a little too large. Retail storage can be gained through storage/display units in the retail area itself & an unnecessarily large retail office space can be better used by other needs of the building.

It is too bad that all archives will no longer be kept at SCBL. But that fact can be workable for the staff.

I applaud the 3rd courtyard to the NW of the visitors' center. I would suggest however that the 2 vehicle storage garages be moved to the S side of that courtyard to not obstruct the visitors' viewshed of the Monument itself. Removing the flammable storage from its current location is

a good safety precaution. We have used that courtyard for student education events for years & it is currently unsafe for students, not to mention the staff.

Additional visitor parking is necessary and redoing the RV parking area is important to protect the viewshed. However, I do feel the picnic area is important for visitor experience and enjoyment. Perhaps it can be worked in to a less obtrusive location.

Removing the entry kiosk is a good way to greatly improve the entry & visitors' welcoming experience. Also removing the unused projection booth is important, as there is better use for that space.

Trail accessibility moves are good suggestions. They make the traffic flow better.

I would encourage the NPS to very seriously look at adding the Robidoux Pass property to SCBL as a means to protect this very important historic travel route. I also think the property where Ft. Mitchell stood should also be under the NPS jurisdiction, for the same reason.

Interpretation of the geologic aspect of SCBL is very important as the geology of the site is the basis for all cultural use of the land. This can be done outside the visitors' center through the use of kiosks.

By adding #4 outdoor gathering area (E. courtyard) to the grounds makes good sense as a place for tours & groups to convene prior to and after trekking the Saddle Rock Trail. It provides a good visitor experience. Improving the amphitheater would enhance the visitor experience, as it is used frequently for educational purposes. Making it more educationally user friendly would be a good idea as well.

I know SCBL's duty is to interpret its listed mission statement. But I feel the paleontology & Pony Express stories at SCBL are also important. Visitors new to the area find great interest in knowing the Pony Express came through Mitchell Pass and I believe there is great interest in past paleo life of the site as well.

I am glad to hear the fur trade story and pre-historic Native American use of the area will be included. These are important stories to tell at SCBL. It is also important to protect the ancient archaeological sites as well as the paleontologic sites in the badlands. I have seen suspected violators or evidence of paleo poaching every time I have been in the badlands. These are both important archaeological and paleontological sites.

It is also important to tell the CCC and WPA impact at SCBL.

I believe native plantings are important to provide the historic viewshed. But also trees are very important to provide respite from the constant winds that come through Mitchell Pass. It seems every time Children and Nature in Our Parks uses the SCBL for education we are fighting the wind. Eliminating Kentucky bluegrass is important. A better historic story is told with buffalo grass/little bluestem and other native grasses. I am wondering whether Mountain

Mahogany bushes are native to SCBL. They are found within the Wildcat Hills, but I have not noticed any at SCBL.

Increasing the W property lines of SCBL are important for preserving not only the Oregon Trail ruts but the viewshed. How Gering was allowed to encroach on the E side of the SCBL property is regrettable even to this day. Working with partners is a good way to approach this problem.

Stabilization of the land features are important not only around the visitors' center, but also the road to the summit, the summit trails & surrounding trails. I hope access to the summit can once again be made possible via the Saddle Rock trail. Good luck with that one. It's an important trail & needs to be remediated. Erosion is the name of the game at SCBL & erosion-preventing plantings are very important for preservation of the site.

Changing the entrance to the visitors' center is important. The current one is very dark, small & unwelcoming.

IMPROVED RESTROOMS ARE A NECESSITY! Also by having an exterior restroom you are accommodating those visitors who come to SCBL after hours.

Staff areas of the current visitors building are very limiting and pose health concerns. By remodeling the residence and moving some of those offices out of the visitors' center, this will be improved. Having the interpretive office at the visitors' center is important.

One person I know has an issue with removal of the N stucco wall of the current visitors' center building. If all 3 other walls are maintained, I see no need to stop the remodel of the current building just to save 1 wall. There are more important things involved in remodeling the current building.

Improving the N summit overlook is important. Replacing the removed directional arrows is important for the visitor experience. Also redoing the trail markers are important. It would be a nice feature to post along the W edge of the summit trail the 1900's view to the W picture that SCBL has. It is truly amazing to see the changes the trees planted in the 1930s have made to that westward view of the valley.

Matching the historic look of the original visitors' center is important. The work that was done in recent years to the N room of the visitors' center uncovered wonderful architectural components - good work – which was a great improvement to that room.

Rerouting the Oregon-California trail past the administrative area is a good idea. Currently one wonders just where they are being taken when you directly pass the 2 former residence buildings.

Thank you for the opportunity to comment on the long-awaited improvements to SCBL. I do hope they come to fruition. We have certainly waited a very long time for them to occur. Good luck.

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SEE ATTACHED RE: VISITOR CENTER & OTHER

It is the practice of the National Park Service to make comments, including names and addresses of respondents, available for public review. An individual respondent may request that we withhold his or her address from the record, which we will honor to the extent allowable by law. We will make all submissions from organizations or businesses, and from individuals identifying themselves as representatives or officials of organizations or businesses, available for public inspection in their entirety. Generally, we will give less weight to anonymous comments. Duplicate form letters will be considered as one individual submission as will petitions.

Name: JOHN R. WILLIAMS

Organization:

Address: 515 WEST 23RD STREET SCOTTSBLUFF, NEBRASKA 69361-1964

~~e-Mail~~:

☑ Keep my contact information private

Your comments must be received by January 25, 2017.

Project may also be found at: www.parkplanning.nps.gov/scbl

SUBJECT: VISITOR CENTER

DO WITH THE BUILDINGS AS YOU MUST — BUT KEEP THE SPECIAL 'LOOK' — AS IT GIVES THE STRUCTURE SPECIAL CHARACTER.

— KEEP IN MIND THOUGH THAT THE MAIN BUILDING IS NOT ONLY A MUSEUM etc. BUT, IT IS ALSO THE GUARD HOUSE TO KEEP THE FOLKS FROM SOUTHBLUFF CITY FROM MOVING THE MONUMENT TO THEIR SIDE OF THE RIVER.
— THIS ACCORDING TO THE LATE SENATOR TERRY CARPENTER SPEAKING AT MANY BANQUETS + MEETINGS, IN THE VALLEY, MANY YEARS AGO.

OTHER WISE DO CONSIDER, IN YOUR PLANNING & ANALYSIS, THE IMPORTANCE OF THE LIBRARY (AND ITS BOOKS) —
VERY FEW IN THIS AREA EVEN KNOW OF IT. HOWEVER, DO PROVIDE THE ABILITY TO KEEP THE BOOKS SAFE
~ I HAVE BEEN TOLD THAT NOT

ALL OF THE BOOKS CAN NOW BE ACCOUNTED FOR.

10 DO LIST

IN AREAS OTHER THAN THE BUILDINGS

#1 DO KINDLY DEVELOPE A LONG RANGE PLAN TO REPLACE THE TREES, ON TOP OF THE MONUMENT, THAT WERE DESTROYED BY FIRE + NOW INSECTS + OTHER.

— IT IS MY FEELING THAT THEY ARE, AND WILL BE, NEEDED TO STABILIZE THE TOP.

— EARLY ON, SOME TREES ON TOP, WERE CUT FOR FIRE WOOD (NAMELY DR. BRISBANE (SP)) AND PROBABLY OTHER LOCALS.

#2 DO PRESERVE SOME OF THE FOSSIL TURTLE SHELLS IN THEIR NATURAL STATE FOR FUTURE GENERATIONS TO VIEW.

#3 DO CONTROL THE INVASIVE WEEDS/ NAMELY PUNCTURE VINE ALONG THE EASTERN PATHWAY.

#4 DO IMPROVE THE PARKING AREA AT THE ABANDONED SOUTH SIDE PICNIC AREA. —— MAYBE, EVEN PUT IN AN UNDESTRUCTIBLE PICNIC TABLE DOWN THERE.
— ("OH"! BY THE WAY) THANK YOU FOR THE SHADE DEVICES OVER THE OTHER PICNIC TABLES NEAR THE MAIN PARKING AREA.

#5 DO SERIOUSLY CONSIDER REOPENING THE ZIG-ZAG TRAIL —— ESPECIALLY IF THE OTHER TRAIL CONTINUES TO BE UNSAFE.

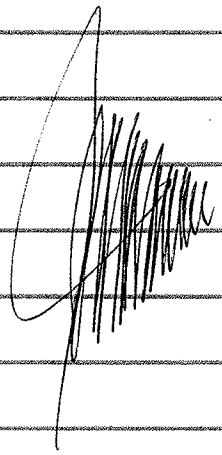
#6 DO CUT DOWN & REMOVE SOME OF THE TREES & OTHER VEGETATION, JUST UP HILL AT THE SOUTH SPRING ——
— LOOKING BACK AT EARLY PICTURES OF THE SPRING IT NOW IS VERY MUCH OVER GROWN — IS IT NOT THE OBJECTIVE TO HAVE THE MONUMENT IN SOMEWHAT OF ITS ORIGINAL NATURAL STATE?
—— I CAN REMEMBER WALKING WITH MY DAD SOME 75 YEARS AGO — ENJOYING A DRINK FROM THE SPRING

BACK THEN IT WAS SOMEWHAT STRUCTURED SO YOU COULD DRINK FROM IT WITHOUT DIFFICULTY ——— STILL REMEMBER DAD TELLING ME THAT IF IT WAS NOT SAFE TO DRINK IT THEY WOULD HAVE TO POST IT!

#7 DO CHECK THE LATEST SCOTTSBLUFF NATIONAL MONUMENT REPORT TO BE SURE THE NAME OF THE YOUNG MAN WHO FELL TO HIS DEATH, DURING CONSTRUCTION OF THE ~~SUMMIT~~ SUMMIT ROAD & TUNNELS HAS BEEN CORRECTED —— THE OLDER REPORTS GAVE THE WRONG LAST NAME.

#8 DO ADD SOME MORE DETAILED INFO — (MAPS) OF THE ACTUAL ROUTES OF THE TRAILS — PONY EXPRESS & TELEGRAPH THRU THE MONUMENT PROPERTY —— APRIL WHITTEN & OTHERS WERE TO PROVIDE SUCH INFORMATION FROM THEIR STUDIES

WITH KIND WISHES
AND BEST REGARDS



"I HAVE NO MORE WORDS."

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Addendum to Cultural Landscape Report and Environmental Assessment Comment Form Scottsbluff National Monument

Having seen the drawings for the proposed remodeling and addition to the Scotts Bluff National Monument Visitor Center, I was impressed with the thought that was put in to keeping the focus of the Monument on the landform itself. The building will match the terrain's color and will be kept low in height, rather than a huge or tall building that might detract from or interfere with the view of the monument or its surrounding area. The layout of the building itself is ideal since it does not give the feeling of it being just something added on. The window showing the bluff with the curtain opened directly after watching the video is a great idea! It will give the "wow factor" needed for the monument.

It is important that we keep the grounds of the monument as natural as possible, so that visitors can actually experience walking through the tall grasses that pioneers walked through—helping visitors to visualize pioneers suddenly encountering rattle snakes, skunks, badgers or other dangerous situations before seeing them. I really like the hiking path that crosses through the monument. It is used regularly by persons in the community.

June Lacy

Name: June Lacy

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☐ Keep my contact information private

Your comments must be received by January 25, 2017.

Project may also be found at: www.parkplanning.nps.gov/scbl

Chapter 1. Introduction

Introduction

This document presents the Cultural Landscape Report and Environmental Assessment (CLR / EA) for Scotts Bluff National Monument (the Monument or Scotts Bluff NM) in western Nebraska, a natural promontory and route marker along the Oregon, California, and Mormon Trails, the Pony Express, and the Transcontinental Telegraph.[1.1]

This CLR / EA presents the detailed documentation of Scotts Bluff NM's historical development, evaluation of existing condition, analysis of landscape characteristics, and identification of contributing features.

This work builds upon the numerous studies, investigations and documents that already exist for Scotts Bluff NM. These include the 2015 Foundation Document, 1998 General Management Plan (GMP), 2008 Long Range Interpretive Plan (LRIP), Vegetation Management Plan (VMP), 2012 update to the 1978 National Register of Historic Places nomination (NRHP), and numerous natural resource reports.

The CLR / EA is the primary treatment document for significant park landscapes. This document will establish a treatment philosophy and framework to guide treatment to enhance resource condition and visitor experience, support interpretive programming, and streamline compliance for implementation.

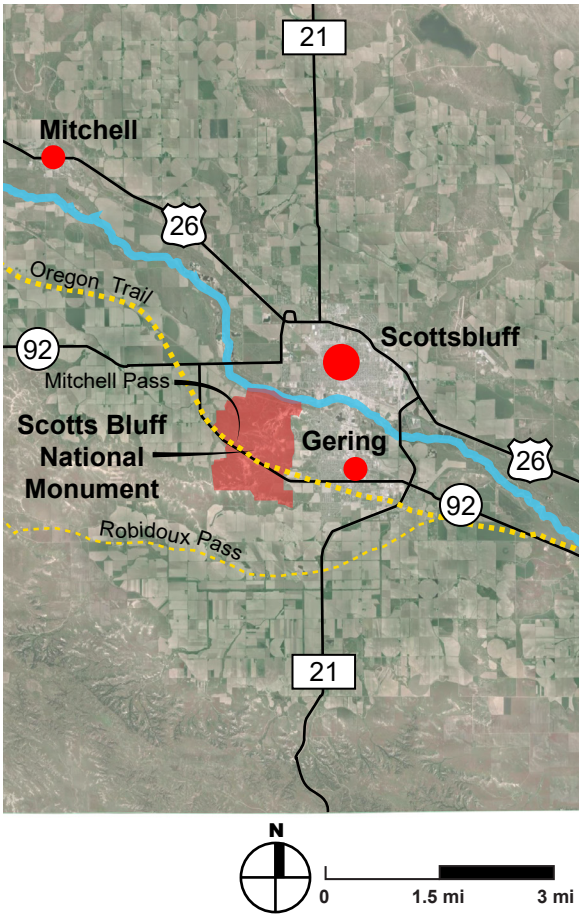


Figure 1-1. Regional Context. Scotts Bluff NM encompasses 3,000 acres adjacent the North Platte River in western Nebraska. The Monument includes portions of the Oregon Trail as it passes through Mitchell Pass, which was a prominent marker along the east west emigration route established in 1850. An earlier route was established in 1812 through Robidoux Pass to the south, outside of the Monument boundary. (Mundus Bishop, 2016)

1.1 'Oregon Trail' is used jointly to refer to the Oregon, California, and Mormon Trails.

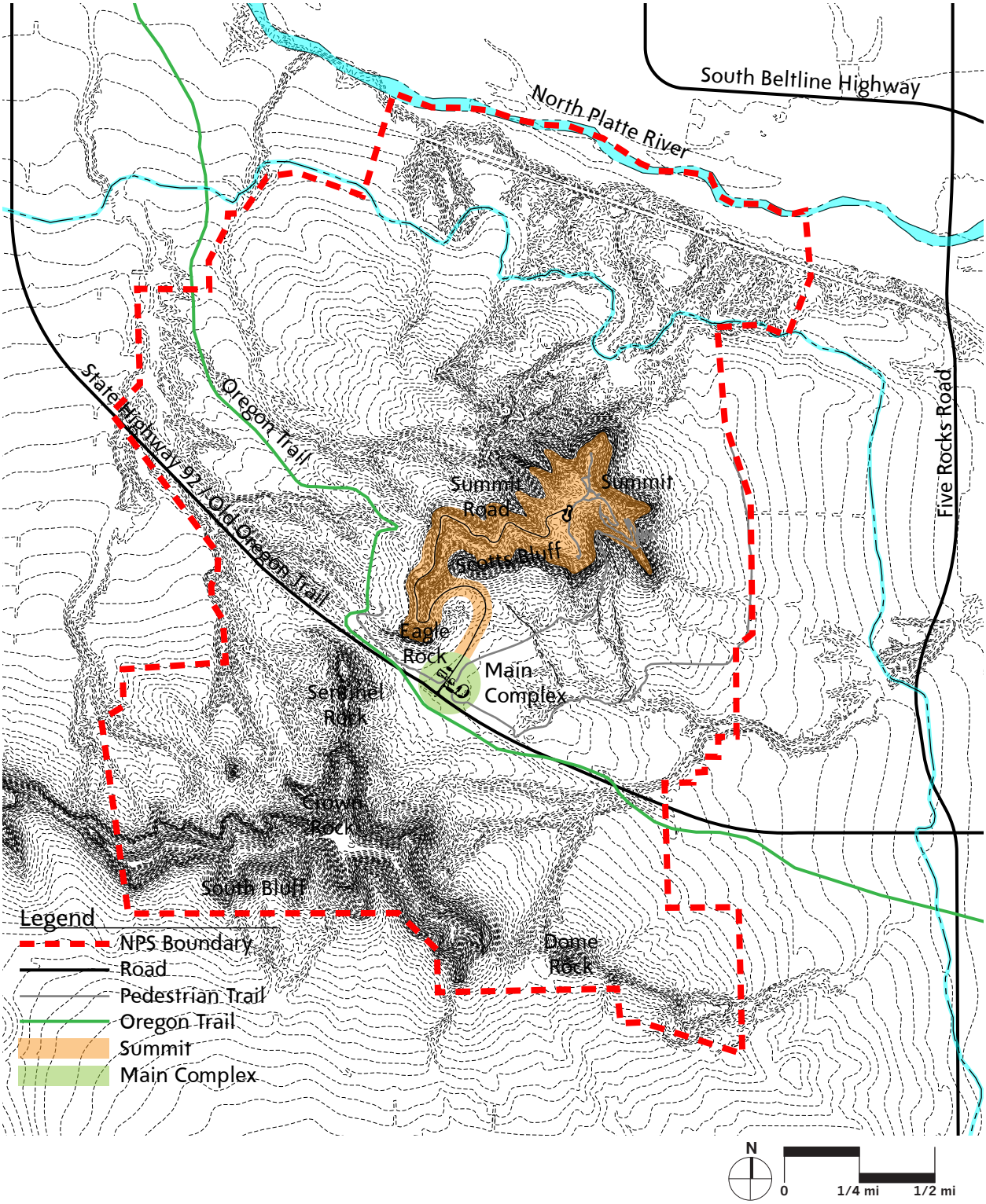


Figure 1-2. Study Area. Scotts Bluff National Monument is dominated by sandstone bluffs that rise 800-feet above the adjacent Great Plains. The cultural landscape include bluffs, natural and planted vegetation, the Oregon Trail, and constructions by the CCC and WPA who developed roads, trails, and visitor facilities. (Mundus Bishop, 2016)

Study Area and Landscape Character Areas

The study area encompasses the entire Monument, but does not include documentation of the Oregon Trail or Mitchell Pass.[1.2] (Figure 1-2) Scotts Bluff NM encompasses more than 3,000 acres, south of and abutting the North Platte River. The Monument is approximately three miles west of Gering, Nebraska and four miles southwest of Scottsbluff, Nebraska. (Figure 1-1) State Highway 92, referred to as 'Old Oregon Trail' through the Monument, roughly follows the historic route of the Oregon Trail. This route accesses the Monument and connects to U.S. 26 about 20 miles to the east.

The Monument is situated in the western half of the Great Plains. The landscape is dominated by massive 800-foot tall sandstone bluffs that rise dramatically above the North Platte River and flat plains. The topography below the bluffs is naturally eroded with deep gullies due to the soft rock. The land rises gently to Mitchell Pass, where wagon trains once crossed. The natural environment is a combination of mixed prairie grasses, shrubs, and forbs on the plains, in contrast to wooded vegetation on the tops and sides of the bluffs.

Scotts Bluff NM was established on December 12, 1919 to commemorate the mass migration and settlement of America's western frontier, and to protect the remnant trail ruts and geological landforms. The Monument's numerous resources include geological and archeological features such as the Oregon Trail, and cultural landscape features associated with the New Deal-era designed and built landscape including roads, trails, buildings, and visitor facilities.

Scotts Bluff NM's national significance is recognized by its listing in the National Register of Historic Places (NRHP) for its role during the period of mass migration to and settlement of America's western frontier. The period of significance for the study area is 1,930 BP - 370 BP to 1958. This includes prehistoric known and potential archeological sites, the Oregon Trail (1812 to 1869), the proclamation of the Monument (1919), construction campaigns by the NPS and new New Deal-era programs (1933 to 1938), through the construction of Mission 66 program features (1958), the last major construction campaign completed at the Monument.[1.3] A separate period of significance for the historic designed landscape of the Main Complex and Summit Road is 1933 to 1958.

Within the boundaries of the Monument are inholdings or rights-of-way for the Gering - Ft. Laramie Irrigation District, the Gering Irrigation District (synonymous with the Mitchell Irrigation District though this name applies only outside Monument boundaries), the Central Irrigation District, the Union Pacific Railroad, the Western Area Power Administration (WAPA), the Roosevelt Public Power District (RPPD), and the Nebraska Public Power District (NPPD). These resources are not affiliated with the Monument, and are not included in this CLR / EA.

Two landscape character areas are identified as having features that distinguish them from the remainder of the study area. (Figure 1-2)

1.2 The Oregon Trail Ruts were previously addressed by a Landscape Study and Environmental Assessment. (NPS, Oregon Trail Ruts Landscape Study and Environmental Assessment, 2011.)

1.3 The period of significance is according to the NRHP completed in 2012. The beginning date is the date of prehistoric sites within the Monument, which generally range between 1,930 and 370 before present (BP). (NRHP, Scotts Bluff National Monument, 2012, 14.)

These are the Main Complex and Summit Road.

Main Complex

This landscape character area is the primary point of visitor contact and is in the center of the study area. The Main Complex was initially developed in the 1930s as part of the New Deal-era programs, and modified by Mission 66 programs in the 1950s. The Main Complex includes the visitor center, offices, residential buildings, and maintenance shop and two courtyards. Also included are the immediate surroundings, visitor and employee parking areas, pedestrian walkways, and connections to the Oregon Trail and Saddle Rock Trail.

Summit Road

This landscape character area consists of the Summit Road development originally developed in the 1930s as part of the New Deal-era programs. The Summit Road landscape character area includes Summit Road, parking at the summit, and trails and overlooks. Summit Road, its tunnels, and associated features are primary features.

Project Purpose and Need

The purpose of this CLR / EA is to provide guidance for managing landscape resources and the integrity of historic landscapes and structures within Scotts Bluff NM. This project defines a treatment strategy to reinforce the mission and significance of the Monument. The strategy focuses on long-term resource protection, sustainable cyclic maintenance, and visitor understanding and enjoyment.

This CLR / EA documents the site history from prehistory to the present, evaluates existing conditions, and develops treatment alternatives that meet resource protection and visitor experience goals.

The 1998 GMP recommends expanded facilities to provide adequate space for office, storage and visitor services. In accordance with the GMP the Monument is contemplating additional structures, expansion of the visitor center to better accommodate a wide array of visitor uses, and programming shifts to maximize future programming and operations. The long-term stewardship of the Monument would provide for the enjoyment of current visitors and future generations by improving cultural resource protection, and providing a cohesive, unified visitor experience.

The following specific needs guide resource stewardship and address the addition or alteration of structures within the Monument.

- Confirm previously documented baseline resource conditions within the Monument, including the New Deal-era buildings, Mission 66 resources, and contributing cultural landscape features.

- Explore concepts for visitor amenities, including accommodations for universal access, and augmenting sustainable operations.

- Provide recommendations and guidance for staff on future preservation, maintenance, and treatment of the cultural landscape within the landscape character areas.

- Provide recommendations for managing views to and from the site, including assessing the impacts to integrity from adjacent development.

Project Goals

This CLR / EA addresses the following goals.

- Reconsider how exterior spaces are programmed and determine whether more or different spaces are needed. Explore concepts for developing visitor amenities.

- Provide guidance on how additions should be treated and how new construction, building additions, and site treatment could reinforce design intent. Provide guidance on resource stewardship specifically as it relates to the visitor center expansion.

- Identify opportunities to enhance sustainability.

- Determine a desired landscape condition and provide maintenance recommendations for historic vegetation, turf management, stucco wall preservation, and care of small scale features.

- Outline guidance for controlling invasive plants species' abundance and distribution within the context of past and ongoing efforts.

- Recommend management of the viewshed, including views to and from the site, also assessing the impacts to integrity from adjacent development.

- Document and provide treatment recommendations for perpetuating historic landscape character, especially spatial organization and cluster arrangement (scale, massing, building additions, and outdoor spaces). Include recommendations for compatible additions to the landscape.

- Identify opportunities for accommodating universal access.

- Improve opportunities for sustainable water use and limiting use of pesticides and herbicides.

- Confirm significance, integrity, and determine the adequacy of current NRHP district boundaries.

Methodology

The CLR / EA was conducted at a thorough level of investigation and documentation for historical research, existing condition assessment, and landscape analysis. The thorough level research methodology, as defined by the NPS, focused on the use of select documentation of known and presumed relevance, including primary and secondary sources that are readily available.[1.4]

The existing condition investigation was conducted according to best practices. A review of readily available documentation was undertaken. It included information from Scotts Bluff NM, the National Park Service's Midwest Region Office (NPS-MWRO), Denver Service Center - Technical Information Center, and the National Park Service's Midwest Archeological Center (NPS-MWAC).

This review included planning documents, administrative reports, technical reports, natural resource studies, and correspondence. Review of historical documentation included the NRHP nomination for Scotts Bluff NM, historic drawings and photographs, and correspondence available from primary and secondary sources. Background data provided by the NPS was used to prepare CLR / EA drawings and illustrations. This data included AutoCAD drawings of the Main Complex, and line drawings from recent design work. This was supplemented with field observations and measurements to prepare drawings.

Site investigations in June 2015 documented existing conditions. Archeological research focused on review of previous archeological investigations performed within the Monument. This CLR / EA did not include any additional archeological investigations.

1.4 Page, Robert R., Cathy A. Gilbert, and Susan A. Dolan. 1998. *A Guide to Cultural Landscape Reports: Contents, Processes and Techniques*. Washington D.C.: National Park Service.

Park Purpose and Significance

Scotts Bluff NM was established 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 used for westward expansion.[1.5]

Scotts Bluff NM is significant for the historic trail corridors within its boundaries, including the Oregon Trail ruts through Mitchell Pass, and for Scotts Bluff as a physical and emotional landmark for emigrants, and for its cultural significance to American Indians.[1.6]

Scotts Bluff NM is significant for the land formations that contain important paleontology. The Monument contains more geologic history than any other location in Nebraska and the geologic deposits yield fossils used as type indicators.

The bluffs have influenced the locations of historic trails, which evolved from the time of the earliest plains inhabitants 8,000 to 10,000 years ago until the 1900s.[1.7] The topography and trail history of the Monument contribute to its significance.

The Monument preserves the largest single collection of watercolor paintings by photographer and artist William Henry Jackson.[1.8] Known for chronicling the Oregon Trail and westward migration, the collection includes paintings as well as personal items.

1.5 NPS, *Scotts Bluff Foundation Document*, U.S. Department of the Interior, Gering, Nebraska: 2015, 5.
1.6 NPS, Scotts Bluff Foundation Document, U.S. Department of the Interior, Gering, Nebraska: 2015, 6.
1.7 Ibid.
1.8 Ibid.

Management

The study area is encompasses the entirety of the Scotts Bluff National Monument, managed by the National Park Service (NPS), added by Presidential Proclamation in 1919. The management of Scotts Bluff NM is primarily guided by the 1998 General Management Plan (GMP) and the 2008 Long-Range Interpretive Plan (LRIP). Other studies and planning documents include the Fire Management Plan (2000), Business Plan (2010), Trail Development Plan (2013), and Foundation Document (2015). Management of the Oregon Trail is not included in this document.

The GMP recommends expansion of the Monument boundaries to include Robidoux Pass and two parcels adjacent to Monument lands; removal of visual intrusions and protection of the historic viewshed; provision of a public transit system to the Summit; relocation of administrative offices and maintenance functions outside the Monument's boundaries; and continuation of trail linkages.[1.9]

The 2008 LRIP presents a vision for the Monument's interpretive future including recommendations for providing visitor information and orientation; updates to media and exhibits within the visitor center and wayside exhibits throughout the Monument; improvements to publications; recommendations for partnership opportunities; and needs for future research and staffing.[1.10]

The 2013 Trail Development Plan proposes additional routes that would result in seven miles of new trails. These new routes would be located at the northern end of the Monument to connect with the City of Scottsbluff, new E-Trails (electronic trails) adjacent to the Old Oregon Trail, and two new routes south of State Highway 92.[1.11]

The following management issues reflect those identified by Monument staff, noted during the existing condition evaluation, and obtained from the Foundation Document, GMP and LRIP.

These issues are those elements of the existing site, structures, or associated operations or maintenance that make it difficult for the Monument to realize the vision and goals for the property.

Treatment recommendations of this CLR / EA assist in addressing these management issues.

<u>Protection of Cultural Resources</u>
Numerous threats to cultural resources exist from new non-contributing features. The Scotts Bluff NM cultural landscape has been negatively impacted by recent additions and modifications which have also diminished the integrity of the Main Complex.

- The visitor parking area was substantially changed in the 1990s from the original design. The vehicular route was modified, entrance kiosk added, and the parking area expanded to the east with a large area for buses and RVs.

1.9 NPS, *Scotts Bluff National Monument, General Management Plan.* National Park Service, U.S. Department of the Interior, 1998.

1.10 NPS Dept of Interpretive Planning, *Scotts Bluff National Monument, Long Range Interpretive Plan.* National Park Service, U.S. Department of the Interior, 2008.

1.11 Electronic trails are routes located only by GPS unit and are not formally established trails. NPS, *Scotts Bluff National Monument Trail, Development Plan and Environmental Assessment*. National Park Service, U.S. Department of the Interior, 2013.

- The addition of smaller elements such as the curved wall at the entrance to the visitor center, and signs have further changed the historic design and entry experience.

- New structures have negatively impacted the spatial organization of the Main Complex, due to the alterations of the historic arrangement of the courtyards and relationships between buildings. The accessible restroom negatively altered the spatial organization of the east courtyard, due to its orientation and placement on the site.

- Some newer features introduced negative visual impacts. These include the siting of the picnic area, entrance kiosk, employee parking area, and equipment and materials storage area. These newer elements disrupt the spatial organization and views of the Main Complex.

Other contributing landscape features are in disrepair and in need of maintenance and remediation.

- Stucco walls are missing a brick cap and are bowed extensively near the garage, with minor cracking on many.

- North Overlook
  - Historic elements (signs, arrows) are missing from the original design.
  - Wall repairs do not match historic material.
  - Social / informal trails occur throughout and damage natural resources and safety issues exist.

- Saddle Rock Trail
  - Trail markers are in poor condition, damaged and missing stucco finish.
  - Stacked stone walls are in need of repair.

Vegetation Management

The 1992 landscape plan (a construction drawing noting locations for new and existing plants at the time) guides the Monument staff's current approach to landscape plantings and practices. This plan does not reflect the historic character of the Main Complex. Invasive, non-native vegetation is also problematic throughout the study area. Plantings within the Main Complex are similar to the 1990s plans, and several larger mature trees remain from the period of significance. Lawn and irrigation require significant maintenance due to the dry climate. Many shrubs are overgrown.

Drainage Issues

Water does not flow away from building foundations, walls, roads and parking areas after large storm events. Most downspouts drain directly to the base of buildings. Downspouts east and west of the front door of the visitor center discharge to the adjacent landscape areas. Landscape areas are lower than the adjacent sidewalks so drainage cannot flow away from the building. There is no known concern, or past history of flooding or a high water table; however, a French drain was recently installed along the south wall of the visitor center to mitigate foundation moisture issues.

Erosion of Scotts Bluff and Other Bluffs

The natural geology of the bluff is prone to erosion, and frequent rock slides damage Summit Road and trails. In some places the bluff has been stabilized with shotcrete, to reduce slides. The upkeep of the road and trails is a constant maintenance challenge.

Adjacent Land Uses / External Impacts
Views to and from the bluff are threatened by adjacent development. The town of Gering borders the Monument on the east side, where housing developments encroach on the open landscape. High voltage power lines intrude on the views to and from the bluff.

Additional Lands Contribute to the Monument
Robidoux Pass, approximately 1,000 acres, lies seven miles southwest of the Monument and was identified in the GMP for potential acquisition due to its association with an early route of the Oregon Trail. Additional boundary adjustments are recommended by the GMP to acquire additional land west of the Monument boundary. A tract of 188 acres was identified by the GMP as important for protection of the Oregon Trail.

Monument Facilities: Administrative, Maintenance, and Visitor Services
Annual visitation is 100,000 visitors per year, with approximately 190 visitors per hour during peak times. During peak times, there is not adequate space to meet visitor needs, and additional space is needed for visitor services. On busy days, the visitor center lobby is very crowded and additional space is needed. As a result, a proposed expansion and rehabilitation of the visitor center is underway. This includes expanded staff office space, archival storage, exhibit space, reception, retail space, restrooms, and the addition of a multi-purpose room. The building addition will alter the character of the cultural landscape by impacting contributing features and functionality of some spaces. Recommendations for visitor access and vegetation are necessary to ensure that the addition is sensitively integrated into the cultural landscape.

Environmental Assessment

Scoping

Scoping is an early and open process to determine the breadth of issues and alternatives to be addressed in an environmental assessment. Monument staff and resource professionals of the NPS Midwest Region Office (NPS-MWRO) conducted internal scoping. This interdisciplinary process defined the purpose and need, identified potential actions to address the need, determined the likely issues and impact topics, and identified the relationship of the proposed action to other planning efforts at Scotts Bluff NM.

As part of tribal consultation, scoping letters were sent to federally recognized tribes for consultation with the Monument to determine if any ethnographic or other resources are in the project area and to inquire whether local tribes wanted to be involved in the environmental compliance process. The tribes and governments that received letters are:

- Arapahoe Tribe of the Wind River Reservation
- Assiniboine and Sioux Tribes of the Fort Peck Indian Reservation
- Cheyenne River Sioux Tribe of the Cheyenne River Reservation
- Crow Tribe of Montana
- Lower Brule Sioux Tribe of the Lower Brule Reservation
- Northern Cheyenne Tribe of the Northern Cheyenne Indian Reservation
- Ponca Tribe of Indians of Oklahoma
- Ponca Tribe of Nebraska
- Rosebud Sioux Tribe of the Rosebud Indian Reservation
- Santee Sioux Tribe of the Santee Reservation
- Shoshone Tribe of the Wind River Reservation

- Three Affiliated Tribes of the Fort Berthold Reservation
- Flandreau Santee Sioux Tribe
- Oglala Sioux Tribe of the Pine Ridge Reservation

The NHPA (16 USC 470 et seq.) requires the consideration of impacts on cultural resources, either listed in or eligible to be listed in, the National Register. Monument staff sent a scoping letter to the Nebraska State Historic Preservation Office (SHPO) to solicit input on issues of concern. The Monument will continue to consult with the SHPO to determine the effects of the action alternatives on eligible historic resources and to develop mitigation for impacts on historical features, if any, from the preferred alternative.

The Monument also sent a scoping letter to the U.S. Fish and Wildlife Service (USFWS) to solicit input on issues of concern.

Issues and Impact Topics

An important part of the decision-making process is seeking to understand the consequences of making one decision over another. This CLR / EA identifies the anticipated impacts of possible actions on certain resources, visitors, and neighbors. The impacts are organized by topic, such as "cultural resources" or "visual resources." Impact topics serve to focus the environmental analysis and ensure the relevance of impact evaluation.

Impact topics were developed from the questions and comments brought forth during scoping; site conditions; staff knowledge of the park resources; and any laws, regulations, policies, or orders applicable to the project. Some topics were dismissed from detailed analysis because the resource is not present in the study area, or because the action alternatives would either have no effect on the impact topic, or the effects would be negligible to minor. Some impact topics were retained even though the effects of the alternatives would be negligible to minor because the impact topic is a particularly sensitive resource, or was identified as an important topic in scoping.

Impact Topics Selected for Analysis

The issues identified during scoping that are evaluated in this CLR / EA are potential effects on the following resources:

- Cultural resources – cultural landscapes and archeological sites
- Visitor use, interpretation, and recreation
- Visual resources

Table 1-1 presents the retained impact topics; reasons for retaining each topic; and relevant laws, regulations, and policies associated with each topic.

Impact Topics Dismissed from Further Consideration

The following impact topics or issues were eliminated from consideration because either the resources are not present in the areas proposed for management implementation or because the effects, if any, would be negligible to minor.

<u>Geology and Paleontology</u>
The NPS Organic Act and NPS Management Policies 2006 direct the NPS to preserve and protect geologic resources and maintain natural geologic processes, and preserve and protect paleontologic resources. Scotts Bluff rises 4,659 feet above sea level and 800 feet above the North Platte River and is the prominent geologic feature at the Monument. Scotts Bluff served as an important landmark along the historic Oregon Trail. Scotts Bluff is significant because geologic strata spanning

the time period from 33 to 22 million years before present are exposed on its north face. The steep elevation, ridges, and broad alluvial fans at the base of Scotts Bluff are composed of layers of sandstone, siltstone, volcanic ash, and limestone that record a history of wind and stream depositions as well as groundwater supersaturated with calcium carbonate (lime).[1.12]

An area known as the badlands is located between the north base of Scotts Bluff and the North Platte River, where deeply incised arroyos support little or no vegetation.[1.13] The badlands area of the Monument contains an important deposit of early mammal and reptile fossils in the Whitney and Orella Members of the Brule Formation from approximately 33 million years before present.

Although Scotts Bluff NM contains important geologic and paleontologic resources, the proposed action and alternatives would have little to no impact on site geology or paleontology because no extensive excavation is proposed. There would be some ground disturbances associated with utility work, but adverse effects would be minimized by limiting areas of disturbance and by revegetating temporarily disturbed areas as soon as possible following completion of work. Because there will be no appreciable impacts to geologic or paleontologic resources under any of the alternatives, this impact topic was dismissed from further consideration.

Water Resources

The Clean Water Act and NPS Management Policies 2006 direct the NPS to protect and avoid the pollution of the Monument's waters by human activities. There are no free flowing streams in the Monument and there are no streams in the immediate project area. The areas of disturbance would be a minimum of about 2,600 feet from the nearest ephemeral stream channel. A stormwater pollution prevention plan (SWPPP) and erosion and sediment control best management practices (BMPs) would be implemented during construction to prevent or minimize the potential for erosion and transport of sediments to streams. With the SWPPP in place, potential effects on water resources from the treatment alternatives would be short term, negligible, and adverse. Under the No Action Alternative, current management practices would continue; therefore the No Action Alternative would have no new effect on water resources. For these reasons, water resources were dismissed as an impact topic.

Wetlands

The Clean Water Act, EO 11990 Wetland Protection, NPS Management Policies 2006, and DO 77-1 direct that water resources and wetlands be protected, and that wetlands and wetland functions and values be preserved. These orders and policies further direct that direct or indirect impacts to wetlands be avoided when practicable alternatives exist. The project area is covered by upland vegetation typical of the Great Plains. The National Wetland Inventory website does not show any mapped wetlands in the project area and field observations confirmed that there are no wetlands in the proposed area of disturbance. Because there would be no impacts to wetlands from the alternatives, wetlands were dismissed as an impact topic.

Floodplains

Executive Order 11988: Floodplain Management requires an examination of impacts to floodplains and potential risks involved in placing facilities within floodplains. NPS Management Policies

1.12 NPS, *Scotts Bluff National Monument, General Management Plan.* National Park Service, U.S. Department of the Interior, 1998.

1.13 *GMP* 1998.

Table 1-1. Impact Topics Retained and Relevant Laws, Regulations, and Policies

Impact Topic	Reasons for Retaining Impact Topic	Relevant Laws, Regulations, and Policies
Cultural Landscapes and Archeological Sites	The treatment recommendations for cultural landscapes are key issues of the CLR / EA. Implementing one or more of the alternatives may result in changes to cultural landscapes and historic structures and because ground disturbances may affect archeological sites (i.e., disturb buried artifacts) this topic was retained for further analysis.	Sections 106 and 110 of the NHPA; ACHP implementing regulations regarding the "Protection of Historic Properties" (36 CFR 800); DO-28: Cultural Resource Management Guidelines; NPS Management Policies 2006; Secretary of the Interior's Standards for the Treatment of Historic Properties; NEPA; Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes (1996); Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation; DO-28A: Archeology (NPS 2004)
Visitor Use and Experience	The CLR / EA alternatives could affect overall visitor understanding of the Monument, including interpretive and educational opportunities and could also affect recreational opportunities; therefore, this topic was retained for further analysis.	NPS Organic Act; NPS Management Policies 2006
Visual Resources	Modifications to the cultural landscape proposed in the CLR / EA alternatives may alter the views for park visitors; therefore, this topic was retained for further analysis.	NPS Management Policies 2006

2006 and Director's Order 77-2: Floodplain Management provides guidelines for proposed actions in floodplains. No floodplains have been identified in the project area. The alternatives do not propose work activities or structures in a floodplain. Because there would be no impact to floodplains under any alternative, floodplains was dismissed as an impact topic.

Special Status Species

Special status species include species listed as threatened or endangered under the Endangered Species Act (ESA), species protected under other federal regulations, and other species considered sensitive by the Monument and the state of Nebraska. Black-footed ferret (*Mustela nigripes*) and whooping crane (*Grus americana*) are the two federally-listed species with potential habitat in the Monument. River otter (*Lutra canadensis*) and swift fox (*Vulpes velox*) are the two state-listed species listed as having potential habitat in Scotts Bluff County. Two other protected species previously observed in the Monument are bald eagle (*Haliaeetus leucocephalus*) and burrowing owl (*Athene cunicularia*). Both species are protected by the Migratory Bird Treaty Act (16 U.S.C. 703-712; Ch. 128; July 13, 1918; 40 Stat. 755). The bald eagle is additionally protected by the Bald and Golden Eagle Protection Act (16 U.S.C. 668-668c). Whooping crane, river otter, and bald eagle are primarily associated with riverine and riparian habitats, which are not present in the project area. Large black-tailed prairie dog colonies are the primary habitat for burrowing owl; no prairie dog burrows are present in the project area. Although suitable habitat for swift fox may be present in other parts of Scotts Bluff County, the terrain of the Monument is more broken and crossed by ravines than is preferred by the species. Swift fox has also never been observed in the Monument. Based on the Monument's resource data and staff knowledge, there are no federally- or state-listed species or special status species known to be present in the project area that would be affected by the alternatives. Because no special status species would be adversely impacted by the alternatives, this topic was dismissed from consideration.

Vegetation

Information on vegetation resources is based on the Scotts Bluff National Monument General Management Plan (1998), the Scotts Bluff National Monument Fire Management Plan Environmental Assessment (2000), and observations during the June 2015 site visit. Four hundred fifty-two species, subspecies, and varieties of vascular plants have been identified at the Monument. The vegetation is divided into three major plant associations: mixed-grass prairie, coniferous forest, and riparian woodland.

Although Scotts Bluff NM contains plant associations important to the region, the proposed action and alternatives would have little to no impact on vegetation because no extensive ground disturbance is proposed outside of previously disturbed areas. Because impacts from the alternatives would not disrupt those plant associations to any appreciable degree, this impact topic was dismissed from further consideration.

Socioeconomics

The local economy and most businesses within the communities adjacent to the Monument are associated with professional and healthcare services, agriculture, construction, and light industry. The alternatives would improve the overall quality of the visitor experience, which could be a negligible benefit to the local economy. Under the No Action Alternative, current levels of economic activity would continue and would have no new beneficial or adverse socioeconomic impacts. Because no adverse

socioeconomic effects were identified, this impact topic was dismissed from detailed discussion.

Indian Trust Resources

Secretarial Order 3175 requires that any anticipated impacts to Indian trust resources from a proposed project or action by Department of the Interior agencies be explicitly addressed in environmental documents. The federal Indian trust responsibility is a legally enforceable fiduciary obligation on the part of the United States to protect tribal lands, assets, resources, and treaty rights. The order represents a duty to carry out the mandates of federal law with respect to American Indian and Alaska Native tribes. There are no known properties that can be classified as trust resources within the Monument according to this definition. Therefore, Indian trust resources was dismissed as an impact topic.

Environmental Justice

EO 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations" requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing the disproportionately high and adverse human health or environmental effects of their actions on minorities and low-income populations and communities.

No actions in the proposed alternatives would have disproportionate health or environmental effects on minorities or low-income populations or communities as defined in the EPA's "Draft Environmental Justice Guidance" (July 1996); therefore, environmental justice was dismissed as an impact topic.

Chapter 2. Site History

Introduction

Scotts Bluff National Monument (Scotts Bluff NM or the Monument) preserves Mitchell Pass and the natural rock formations of Scotts Bluff, Eagle Rock, Sentinel Rock, and Dome Rock. These were important 19th century landmarks on the Oregon, California, and Mormon Trails.

Established as a National Monument in 1919, the Monument was originally developed in the 1930s during the Great Depression. Subsequent episodes of construction throughout the 1940s and 1950s created the overall appearance of the Monument, modified by more recent additions.

This chapter provides a description of the history of the cultural landscape through the establishment of the Oregon Trail and development of the Monument. This history includes the construction of the Main Complex with visitor center, maintenance and residential areas along with the establishment of Summit Road and its associated trails and overlooks on the top of Scotts Bluff.

This chapter begins with a historical overview of the development of the region and the Monument. This is followed by a statement of significance describing the historical significance of Scotts Bluff NM and CCC / WPA constructed features, and a description of the significance of 1930-370 BP (before present) through 1958 for the study area, and 1933 to 1958 for the Main Complex and Summit Road landscape character areas.

This chapter includes seven periods of landscape development.

Historical Context and Overview

Archeological evidence indicates human occupation at Scotts Bluff as early as circa 10,000 years BP. American Indians living on the Great Plains utilized major river corridors for semi-permanent villages and small farms. Scotts Bluff was sparsely populated but tribes were known to hunt in the area. The Cheyenne, Arapaho and Lakota were known to have occupied Scotts Bluff during the 18th and 19th centuries.

Scotts Bluff was first recorded by European Americans in 1812 by an expedition of fur traders traveling along the North Platte River, en route to Astoria, Oregon. The expedition noted the bluffs as the first large rock formations. Fur traders and other travelers continued to use the bluffs as a landmark. According to legend, the most prominent of the bluffs, Scotts Bluff, was named in memory of Hiram Scott, a fur trader who died nearby in 1828.

Fur traders, missionaries, and military expeditions began regular trips past Scotts Bluff during the 1830s. Beginning in 1841, multitudes of settlers passed Scotts Bluff on their way west on the emigrant trail to Oregon, and later to California and Utah. Wagon trains used the bluff as a major landmark for navigation.

Originally the trail passed through Robidoux Pass to the south. In 1850, a short-cut was established as a rudimentary road through Mitchell Pass, a gap in the bluffs flanked by two large cliffs. Although the route through Mitchell Pass was tortuous and hazardous, it was shorter and therefore preferable to the route through Robidoux Pass. The bluffs at Michell Pass became a significant milestone for many wagon trains on their way westward.

Use of the emigrant trail tapered off in 1869, after the trail was superseded by the completion of the transcontinental railroad. The nearby settlements of Gering and Scottsbluff, Nebraska were established as farming and ranching communities in 1887 and 1900, respectively. Once these settlements had been established, residents visited the bluff as a destination for its breathtaking views of the flat land stretching to the east, the hills and mountains to the west, and the river valley in between. Local support grew to preserve the bluff as a monument in the twentieth century.[2.1]

In 1919 President Woodrow Wilson established Scotts Bluff NM, commemorating the great westward migration, and noting the bluff's significance as a visual and psychological landmark for the emigrants and as a unique geological feature.[2.2] Initially, little was done to develop the Monument. During the Great Depression, federally funded employment programs allowed for capital improvements in the national parks. The Civilian Works Administration and Civilian Conservation Corps (CCC) hired 213 men to work on improvements at Scotts Bluff NM between the years 1933 and 1938. Work was then transferred to the Works Progress Administration (WPA) who continued improvements through 1949.[2.3]

Later, as part the NPS Mission 66 program, new projects were undertaken at Scotts Bluff NM to improve visitor experience and commemorate the 50th anniversary of the NPS. Additional changes to the landscape were made in the late 1980s and early 1990s.

2.1 Knudsen, Dean. *Scotts Bluff: A History and Guide.* (Gering, NE: NPS, 2003), 29.
2.2 Presidential Proclamation; December 12, 1919. (No. 1547-41 Stat. 1779).
2.3 National Park Service, *Cultural Landscapes Inventory, Scotts Bluff National Monument*, 24.

Statement of Significance

Scotts Bluff NM commemorates the great westward migration between the years 1843 to 1869. Pioneers seeking homes in Oregon, gold in California, or religious haven in Utah passed this promontory. The physical setting provided wood, water, and topographical relief, in welcome contrast to the plains the pioneers had just crossed. Scotts Bluff symbolized more than a physical landmark to the emigrants. It was a psychological milestone along the great migration route. Upon reaching this point, weary travelers felt a renewal of strength. The setting — its physical resources as well as what it represented — is in remembrance to those who moved the spirit of America westward.

Scotts Bluff NM is further significant for its association with federal work relief programs, and as a nearly intact example of CCC design, construction and development. The development at Scotts Bluff NM integrated standard CCC principals. Emphasis was placed on the natural landscape with new features designed to be sympathetic and subordinate to natural features. Materials, type of construction, and details were determined by the natural qualities of the environment.

The use of Mission / Spanish Colonial Revival may have had correlations with military fort design on the Great Plains, such as Fort Mitchell. The use of adobe brick, at the time a cost consideration, with stucco finish matched the buff color of the bluffs.

Plantings reflected the design approach of blending development into the native landscape. Native species were planted in naturalistic groupings to frame views and soften the edges of roads and buildings, blending them with natural features. Later developments through the 1940s and into the

Mission 66 program of the 1950s followed this pattern of development.[2.4] [2.5]

Study Area
The period of significance for the study area according to the NRHP is 1930 BP - 370 BP through 1958. It includes known and potential archeological sites within the Monument boundaries that have yielded or are likely to yield information important in prehistory, specifically the Early Potters (Plains Woodland) period; association with historic archeology relative to western settlement and the Oregon Trail (1812 to1869); and the proclamation of the Monument (1919). This period includes the initial and expanded construction campaigns conducted by the NPS with labor provided by New Deal-era programs (1933 to 1938; 1949); and construction during the Mission 66 programs (1958).[2.6]

Main Complex and Summit Road
The recommended period of significance for the historic designed landscape of the Main Complex and Summit Road is 1933 to 1958. The beginning date is the year that federal work relief programs began development of visitor and administrative facilities at the Monument (1933 to 1938), it includes the addition of the Jackson Memorial Wing to the visitor center by the WPA (1949), construction during the Mission 66 program (1958) — the last major construction campaign completed at the Monument. The end date concludes with the completion of modifications completed during the Mission 66 program.

2.4 McClelland, Linda Flint. *Building the National Parks: Historic Landscape Design and Construction.* (Baltimore MD: The Johns Hopkins University Press, 1998), 243.
2.5 O'Bright, Alan W., *Trail Oasis: Historic Structure Report: Visitor Center (HS-2): Scotts Bluff National Monument, Gering, Nebraska.* (Midwest Region Office, National Park Service, U.S. Department of the Interior, 2002), 25.
2.6 *Scotts Bluff NRHP Registration Form Update*, 2012, 24.

Periods of Landscape Development

Seven periods of landscape development describe the physical evolution of the Scotts Bluff NM cultural landscape from the earliest use of the area by American Indian groups through present-day.

The beginning and end of each period corresponds to, and documents, points of major physical change in the cultural landscape of Scotts Bluff NM.

- Pre-Oregon Trail (American Indian Occupation to 1850)
- Oregon Trail (1850 to 1869)
- Trans-Continental Railroad and Regional Settlement (1869 to 1919)
- Establishment of the National Monument (1919 to 1932)
- CCC / WPA Development (1933 to 1949)
- Mission 66 Development (1950 to 1958)
- Contemporary Alterations (1959 to present)

The following narrative text, photographs, drawings, and illustrations describe each period of landscape development. Introductory paragraphs provide an overview of how the cultural landscape appeared during that period of development.

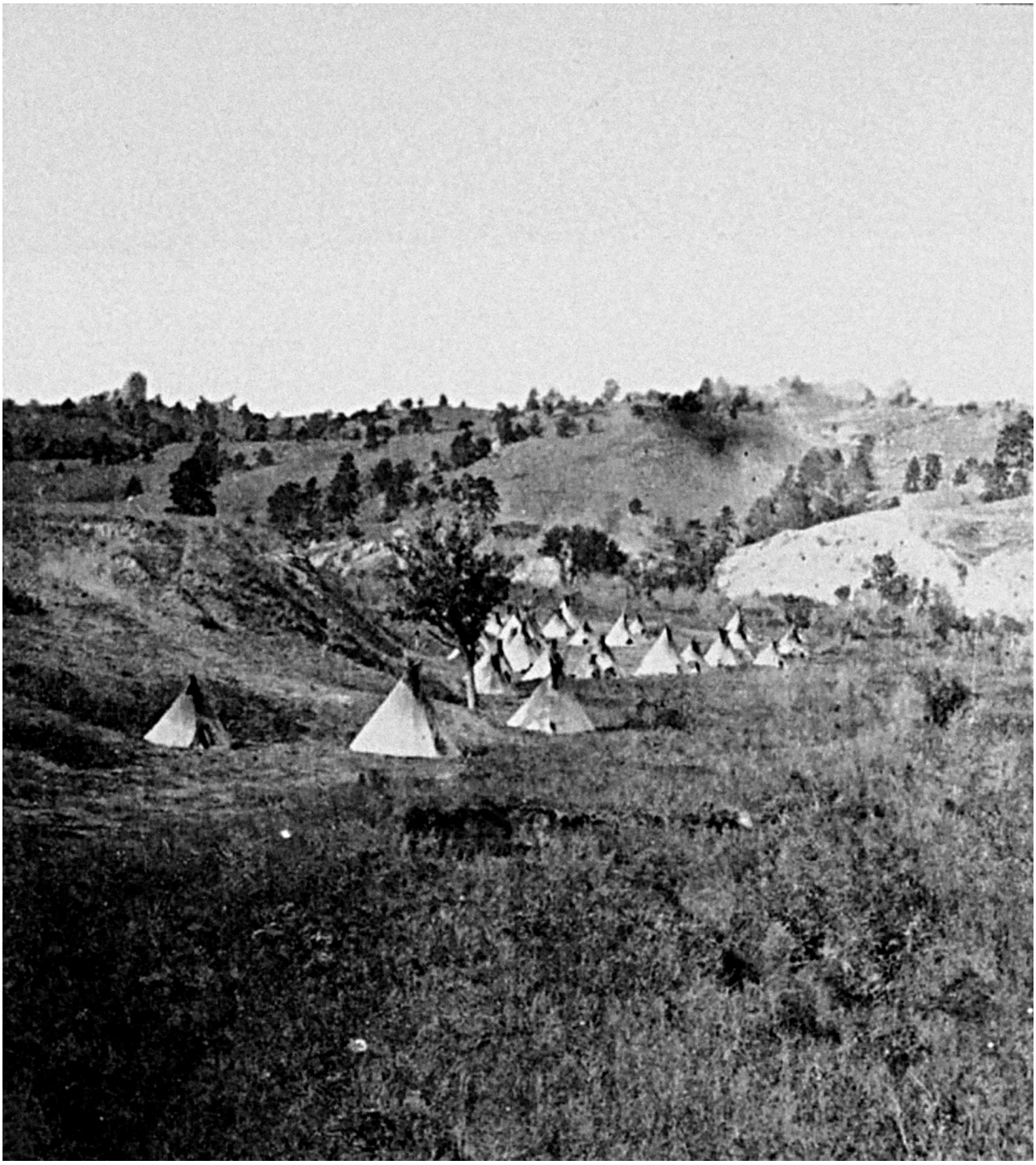


Figure 2-1. Arapaho campsite. The High Plains were the hunting grounds of American Indians, who frequently traveled following food resources, circa 1870. (Smithsonian Institution, BAE GN 00051 06084500, National Anthropological Archives).

Pre-Oregon Trail (American Indian Occupation to 1850)

Archeological evidence suggests that between 12,000 BP to 2,000 BP the climate shifted erratically between cool / wet conditions, and warm / dry conditions. By 2,000 BP the climate began to resemble the current climate with dry conditions, warm summers, and cold winters.[2.7]

During this time, frequent prairie fires would have kept vegetation low except on the bluffs, where vegetation was protected. The river would have been wider than today, meandering across a wide floodplain.

Early written documentation of the region indicated an open landscape dominated by mixed grass prairie with few trees, and large herds of bison and other animals. Grasses dominated the landscape except for the "Hills on the south... (that) possess a few Cedars. Buffaloe very few numbers and mostly Bulls."[2.8]

circa 10,000 BP
Archeological studies indicate human occupation of the Scotts Bluff region as early as circa 10,000 years BP These appear to have been temporary campsites.[2.9]

6,000 BP to 1 AD
The Archaic stage is noted by a shift in subsistence practices from megafauna to smaller mammals and more diversified plant foods. People became more sedentary than previously, as evidenced by pithouses and nonportable grinding implements.[2.10]

The Middle Plains Archaic is characterized by specialized bison hunters who organized communal bison hunts consisting of several families.[2.11]

1 AD to 1,000 AD
The Plains Woodland stage is marked by the introduction of pottery and small scale horticulture in some regions of the Great Plains. At Scotts Bluff this likely had little influence, since the western Plains were unfavorable to horticulture. The traditional pattern of hunting bison, antelope and sheep, and collecting wild plant foods persisted, which required a high level of organization.[2.12]

1100 to 1400 AD
American Indians living on the Great Plains established small farms and semi-permanent villages along major rivers.[2.13]

circa 1750
The High Plains were sparely populated. However tribes would hunt bison in the Scotts Bluff region on a seasonal basis. When the Spanish introduced the horse to North America, the lives of American Indians living on the Great Plains changed. It was suddenly possible to travel further and faster across the prairie. Since circa 1750, the principal tribes known to have occupied the Scotts Bluff region are the Cheyenne, Arapaho, and Lakota.[2.14] (Figure 2-1)

1812
The first European Americans traveled by Scotts Bluff as part of the Pacific Fur Company. This created a route between the east and the Pacific Fur Company's trading post in Astoria, Oregon. The North Platte

2.7 West, Elliot. *The Way to the West: Essays on the Central Plains.* Albuquerque: University of New Mexico Press, 1995.
2.8 Stuart, Robert, *Journal Entry*, December 1812.
2.9 Knudsen, *Scotts Bluff: A History and Guide*, 5.
2.10 Clark, Caven, Archeological Survey of Scotts Bluff National Monument, Scotts Bluff County, Nebraska. Midwest Archeological Center Occasional Studies in Anthropology No. 31. Lincoln, NE: US Dept of the Interior, NPS, Midwest Archeological Center, 1994. 3.
2.11 Clark, Archeological Survey of Scotts Bluff, 3.
2.12 Clark, Archeological Survey of Scotts Bluff, 4.
2.13 Knudsen, *Scotts Bluff: A History and Guide*, 5.
2.14 *Scotts Bluff National Monument, General Management Plan* (1998), 31.



Figure 2-2. Map of the Oregon Trail, 2015. (SCBL Archives)

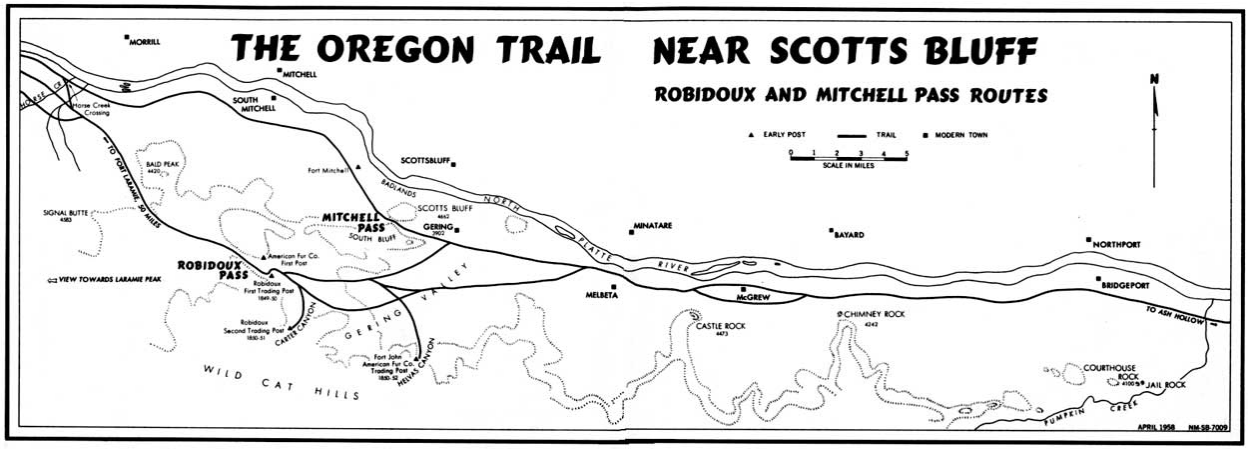


Figure 2-3. Map of the Oregon Trail near Scotts Bluff, 1958. (SCBL Archives)

River soon became a major east west supply route of the fur trade.[2.15]

1828
Hiram Scott, a fur trader crippled by disease or injury, passed away near the bluffs. Years later, his story became legend to fur trappers and emigrants, giving the place its name "Scotts Bluff."[2.16]

1840
As the fur trade began to wane, interest in making the journey to Oregon began to grow. Former fur traders found roles as guides on what would soon become the Oregon Trail.

1842
A U.S. military mapping expedition, led by Lieutenant John Circa Fremont, made its way up the North Platte River, establishing a guide for emigrants along the trail.

1843
The great western migration to Oregon and California began along the Oregon Trail, which principally followed a central route along the North Platte River. In the early years, the route passed through Robidoux Pass, located south of the present-day Monument. The presence of impassable badlands to the north of the bluff forced emigrants away from the North Platte River. Robidoux Pass had a trading post, blacksmith, and fresh water spring.[2.17]

1846
The United States gained control of Oregon and California Territories, which encouraged easterners to pursue opportunities in the West.

1847
Fleeing religious persecution, a group of Latter-day Saint Pioneers left their camp near Omaha. They traveled west on the Oregon Trail, on their way to their new homes in Utah. Over the next twenty years, an estimated 70,000 Latter-day Saints migrated to Utah over the Mormon Trail.[2.18]

1848
The California Gold Rush began after gold was discovered in the American River. The California Trail was used mostly by men, the "49ers" who passed near Scotts Bluff.

2.15 Cockrell, Ron. "Scotts Bluff Administrative History." *National Park Service, nps.org.* May 1983, Revised November 1983. http://www.nps.gov/parkhistory/online_books/scbl/adhi/adhi.htm. 6.
2.16 Cockrell, "Scotts Bluff Administrative History," 6.
2.17 Knudsen, *Scotts Bluff: A History and Guide*, 22.
2.18 Knudsen, *Scotts Bluff: A History and Guide*, 18.



Figure 2-4. 'Approaching Chimney Rock,' 1931. (Painting by William Henry Jackson, SCBL Archives)



Figure 2-5. A wagon train passing Scotts Bluff, circa 1930. (Painting by William Henry Jackson, SCBL Archives)

Oregon Trail (1850 to 1869)

Emigrants on the Oregon Trail encountered a vast, open landscape dominated by mixed prairie grasses, wildflowers, and a few hardy shrubs. The vegetation was kept low by frequent prairie fires, flooding from the North Platte River, grazing bison herds, and heavy storms.

In contrast to the open plains they had just crossed, the Oregon Trail emigrants would have seen Scotts Bluff as a massive promontory. The eminent bluffs with trees would have been in dramatic contrast to the flat and open prairie. (Figure 2-5)

1850
The primary route of the Oregon Trail began to change in 1850 from Robidoux Pass to Mitchell Pass, when unknown laborers physically altered Mitchell Pass. Deep gullies were filled in, and approach ramps were cut into the sides of the ravines, allowing wagons to safely pass.[2.19]

1851
Work was completed at Mitchell Pass. The route of the Oregon Trail moved from Robidoux Pass north to Mitchell Pass.

1860
The Pony Express traveled through Mitchell Pass. They used the route from April 1860 to October 1861.

1861
Telegraph wires were installed through Mitchell Pass.[2.20]

1862
The route of the overland stage coach to California traveled through Mitchell Pass.

1864 to 1867
Fort Mitchell was established as a military post on the North Platte River. It was located in a river bend northwest of Scotts Bluff. The fort was established to protect stagecoaches and wagon trains traveling over the Oregon Trail.

1866
William Henry Jackson camped at Mitchell Pass. His paintings and sketches of Scotts Bluff and other western scenes in the 1860s and 1870s immortalized the landscape.

2.19 Knudsen, *Scotts Bluff: A History and Guide*, 22.
2.20 NPS, *CLI, Scotts Bluff NM*, 2.



Figure 2-6. Union Pacific Railroad with Scotts Bluff visible in the background, date unknown. (SCBL Archives)



Figure 2-7. 1912 Mitchell Pass Oregon Trail Marker, 1932. (SCBL Archives)

Trans-Continental Railroad and Regional Settlement (1869 to 1919)

The completion of the Transcontinental Railroad ended widespread travel on the Oregon Trail. The overland trail was still used for local travel and cattle drives, but by the 20th century the trails were mostly obliterated by plows, paved over, or had faded into the landscape.

With settlement of the Scotts Bluff region, farms and ranches were established. This altered the open, expansive landscape, becoming fenced around homesteads and farms. Agriculture changed plant composition as land was plowed, and the native prairie removed for growing crops. Irrigation projects and dam construction brought water to once arid lands. This altered the wide river bottom, which became more channelized. Prairie fires were less common, and the lack of floods and fires allowed for greater woody vegetation along the river.[2.21]

1869
Completion of the Transcontinental Railroad marked the end of the Oregon-California Trail as a major transcontinental transportation route.[2.22] (Figure 2-6)

1870s
Permanent settlement of the North Platte River Valley began with the arrival of the first cattle ranchers. The cattle industry flourished in the valley for the next fifteen years.[2.23] [2.24]

1880s
Homesteaders arrived in the region, establishing farms, which were made more profitable by the construction of irrigation canals.

1887
The town of Gering, Nebraska was founded.

1900
The town of Scottsbluff, Nebraska was founded. Residents visited the bluff as a destination for its views of the flat land stretching to the east, the hills and mountains to the west, and the river valley in between. A rough trail led to the Summit. Local support grew to preserve the bluff as a monument.

1910
The Union Pacific railroad was established along the south side of the North Platte River.[2.25]

1912
The first interpretive marker was placed in Mitchell Pass by the State of Nebraska.[2.26] (Figure 2-7)

2.21 Knudsen, *Scotts Bluff: A History and Guide,* 35.
2.22 NPS, *CLI, Scotts Bluff NM*, 22.
2.23 Knudsen, *Scotts Bluff: A History and Guide,* 29.
2.24 Harris, Earl R. *A History of Scotts Bluff National Monument, Nebraska.* (United States Department of the Interior, National Park Service, 1960), 13.
2.25 Harris, *A History of Scotts Bluff National Monument,* 13.
2.26 Mundus Bishop Design, In circa and ERO Resource Corporation, *Oregon Trail Ruts Landscape Study and Environmental Assessment, Scotts Bluff National Monument Oregon Trail Ruts Landscape, (*Denver, CO: 2011)



Figure 2-8. View from the Summit of Scotts Bluff, 1922. (SCBL Archives)

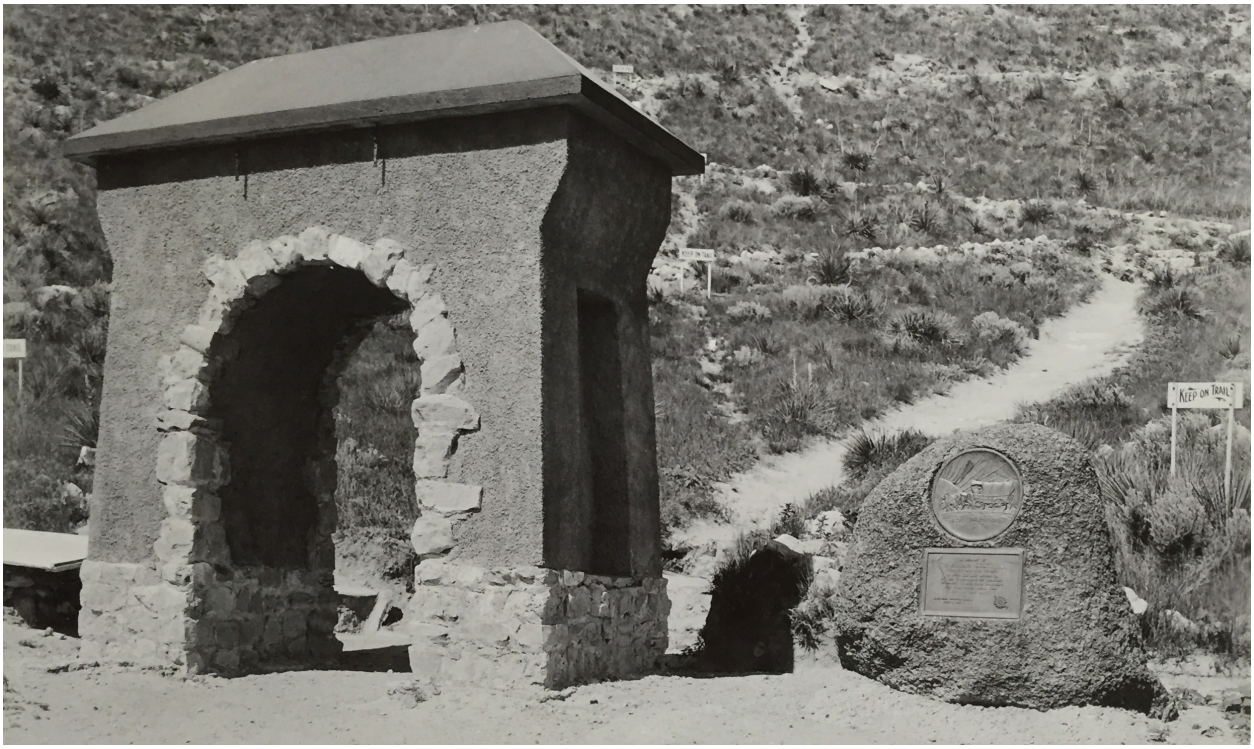


Figure 2-9. Hiram Scott Memorial Arch, bronze plaque, and Zig Zag Trail in the background, 1932. (SCBL Archives)

Establishment of the National Monument (1919 to 1932)

Local and state support for a national recognition of the Oregon Trail had begun in the early 20th century. Due to lobbying of interested parties, Scotts Bluff National Monument was established on December 12, 1919. In the years immediately following, funding from the federal government was minimal. Management fell to local civic leaders, and developments were lead by volunteer efforts.

In the 1920s visitor amenities were added to the eastern face of the bluff. An existing rough trail to the Summit was improved as the Zig Zag Trail, and an informal parking area and picnic spot, with electric lights, was added at the trailhead. The landscape remained open, as no additional plantings were added. However, the small development modified the appearance of the bluff, as the new trail was highly visible from a distance.

Some portions of the Monument were still in private ownership, and the adjacent landscape continued to be farmed and ranched.

1919
Scotts Bluff NM was established by President Woodrow Wilson on December 12, 1919 under the 1906 Antiquities Act. President Wilson described Scotts Bluff as a visual and psychological landmark for early travelers, and noted its importance as a geologic formation. Initially, 2,053 acres were designated.[2.27]

1920 to 1924
A picnic area was built at the base of the eastern face of the bluff. It included a parking area, picnic tables, a small information booth, and traffic bollards. A hiking path to the bluff was improved.[2.28]

In 1924, U.S. President Calvin Coolidge reduced the size of the Monument to 1,393.83 acres.[2.29]

1927
Boy Scouts of America constructed Zig Zag Trail on the eastern slope of Scotts Bluff, connecting the picnic area at base of the bluff to the Summit.[2.30] (Figure 2-10; Figure 2-11)

1928
Power lines and street lights installed at picnic area.[2.31]

1929
State Highway 86 (also known as State Highway 92 and county road Old Oregon Trail) was constructed through Mitchell Pass.[2.32]

1930
Hiram Scott Memorial Arch and bronze plaque were installed at the base of the Zig Zag Trail, provided by the Katahdin Chapter of the Daughters of the American Revolution.[2.33] (Figure 2-9)

1932
The Monument boundaries were expanded by U.S. President Herbert Hoover.[2.34]

2.27 Cockrell,Chapter 1, Legislative History.

2.28 Knudsen, *Scotts Bluff: A History and Guide*, 29.
2.29 Cockrell,Chapter 1, Legislative History.
2.30 NPS, *CLI, Scotts Bluff NM*, 22.
2.31 Ibid.
2.32 MBD and ERO, *Oregon Trail Ruts Landscape Study and EA.*
2.33 NPS, *CLI, Scotts Bluff NM*, 22.
2.34 Cockrell,Chapter 1, Legislative History.



Figure 2-10. Zig Zag Trail and picnic grounds, 1932. (SCBL Archives)



Figure 2-11. Zig Zag Trail, and parking and picnic area, 1932. (SCBL Archives)



Figure 2-12. Mitchell Pass, view to the west from east entrance to the Monument from State Highway 92 / Old Oregon Trail (Highway 86), 1932. (SCBL Archives)



Figure 2-13. Construction of Summit Road, 1933. (SCBL Archives)



Figure 2-14. View to the north wall of Mitchell Pass, before building construction, February 20,1935. (SCBL Archives)

CCC / WPA Development (1933 to 1949)

The 1930s and 1940s was the peak era of development at Scotts Bluff NM, as part of Franklin Roosevelt's federally funded employment programs.

"Development was designed by landscape architect Howard Baker, who was employed by the Western division of the NPS. Baker, and later, engineer Charles Randels (who was also acting superintendent) oversaw most of the work during this period. Young men from the Scottsbluff / Gering area comprised the workforce and were housed in CCC camps established at the northwest edge of Scotts Bluff, Wildcat Hills State Park, and Mitchell, Nebraska."[2.35] Locally based contractors were also hired to coordinate labor and complete projects.

The Main Complex was developed as the entrance and gateway to the Oregon Trail, with a road to the top of the Summit of Scotts Bluff. Summit Road was carved into the edge of the bluff, making a sinuous ascent to the top, where trails and overlooks provided vistas across the wide prairie landscape.

In keeping with the NPS designs of the 1930s, the design of the complex was arranged to form enclosed courtyards, where utilitarian activities were separated from visitors' use of the Monument. The new buildings were nestled into the native topography and clustered together at the base of the bluff.[2.36]

As part of the design, native plantings of evergreen trees and grasses accompanied the buildings. Seeding and planting operations on the bluffs altered the native landscape by introducing additional trees and grasses to create a more lush appearance and protect the bluff from erosion. The CCC designs for Scotts Bluff NM were part of the national NPS aesthetic that subordinated built features to the natural landscape, with materials selected to blend with the natural soil and rock.[2.37]

1933

The park boundaries were adjusted to follow the General Lands Office Survey, which reported that all development on the east slope of Scotts Bluff NM was outside Monument boundaries. This was the major reason the Zig Zag Trail was abandoned.[2.38]

During 1933, construction work began on the Summit Road, Tunnel #1 and #2, Saddle Rock Trail, Summit parking area, and visitor parking area. (Figure 2-13; Figure 2-14) Construction began on the Summit Trail, and a metal survey marker was added to the top of Scotts Bluff.

A historical and archeological reconnaissance survey was undertaken to locate historical and archeological sites for subsequent excavation.[2.39]

Workers began seeding and planting at key points in the Monument to control erosion.[2.40]

1935

Civilian Conservation Corps camp was built in badlands area. Company 762 had a crew of 200 men.[2.41] (Figure 2-18)

The first wing of the Oregon Trail Museum was completed, designed by Howard Baker.

The CCC continued work on Summit Road, constructed picnic grounds west and south of Mitchell Pass, built a road from Oregon Trail

2.35 SCBL CLI, 24.
2.36 McClelland, *Building the National Parks*, 243.
2.37 McClelland, *Building the National Parks*, 149.
2.38 NPS, *CLI, Scotts Bluff NM*, 22.
2.39 Ibid.
2.40 Ibid.
2.41 Knudsen, *Scotts Bluff: A History and Guide,* 31.



Figure 2-15. Summit Trail, 1935. (SCBL Archives)



Figure 2-16. The Main Complex, 1936. (SCBL Archives)

Museum to camp, installed water system, fenced Monument boundaries, and continued seeding and planting operations.[2.42]

1936
The maintenance shop was completed. Adobe walls were built, creating the west courtyard and east courtyard which would later became the amphitheater. A small oil house (non-extant) was located at the west end of the west courtyard. (Figure 2-16)

The first interpretive marker was installed at W.H.. Jackson's campsite.[2.43]

1937, September 9
Summit Road officially opened.[2.44]

1937 to 1940
In 1937 the CCC began realigning, grading, filling and paving State Highway 86, which became State Highway 92 / Old Oregon Trail in 1961, through Mitchell Pass. Work was completed by the WPA in 1940. This work obliterated portions of the Oregon Trail near the Main Complex.[2.45] [2.46]

1938
The 1938 residence, now the Administrative Office, and the comfort station were built.

The CCC camp was dismantled and removed.[2.47]

The Oregon Trail Museum was expanded by adding a wing and office with tower.

1939
Responsibility for construction work at the Monument transfered from the CCC to the WPA.

The picnic grounds at the base of the Zig Zag Trail were abandoned to reduce erosion caused by trampled or destroyed vegetation.[2.48]

The Hiram Scott Memorial was moved from Scotts Spring to the top of the bluff.
The concrete entrance portals to the tunnels on Summit Road were completed, which protected the tunnels from rockfall.

Adobe entrance signs were built along State Highway 92 / Old Oregon Trail, at the east entrance and at the entrance of the Main Complex, or the south side of the highway. The entrance to the Main Complex was marked on the north side of the road with a wooden sign set on an adobe base. Two sets of adobe barricades were built at the two entrances to the visitor parking area, with chains used to close the road.

1940
The Monument boundaries were expanded to include grasslands on the east and north sides of the park.[2.49]

1941
The remaining picnic areas at south side of Monument were removed.[2.50]

1943
Proposed planting plan at the Main Complex was completed and installed by NPS landscape architect Howard Baker.[2.51] (Figure 2-34)

1949
The Jackson Memorial Wing was added to the Oregon Trail Museum to house the William Henry Jackson collection, funded by the American Pioneer Trails Association. A

2.42 Knudsen, *Scotts Bluff: A History and Guide*, 32.
2.43 MBD and ERO, *Oregon Trail Ruts Landscape Study and EA.*
2.44 Cockrell, "Scotts Bluff Administrative History," 12.
2.45 NPS, *CLI, Scotts Bluff NM*, 22.
2.46 Based on historic photographs, SCBL Archives
2.47 Knudsen, *Scotts Bluff: A History and Guide*, 32.
2.48 NPS, *CLI, Scotts Bluff NM*, 22.
2.49 Cockrell,Chapter 1, Legislative History.
2.50 NPS, *CLI, Scotts Bluff NM*, 23.
2.51 Ibid.

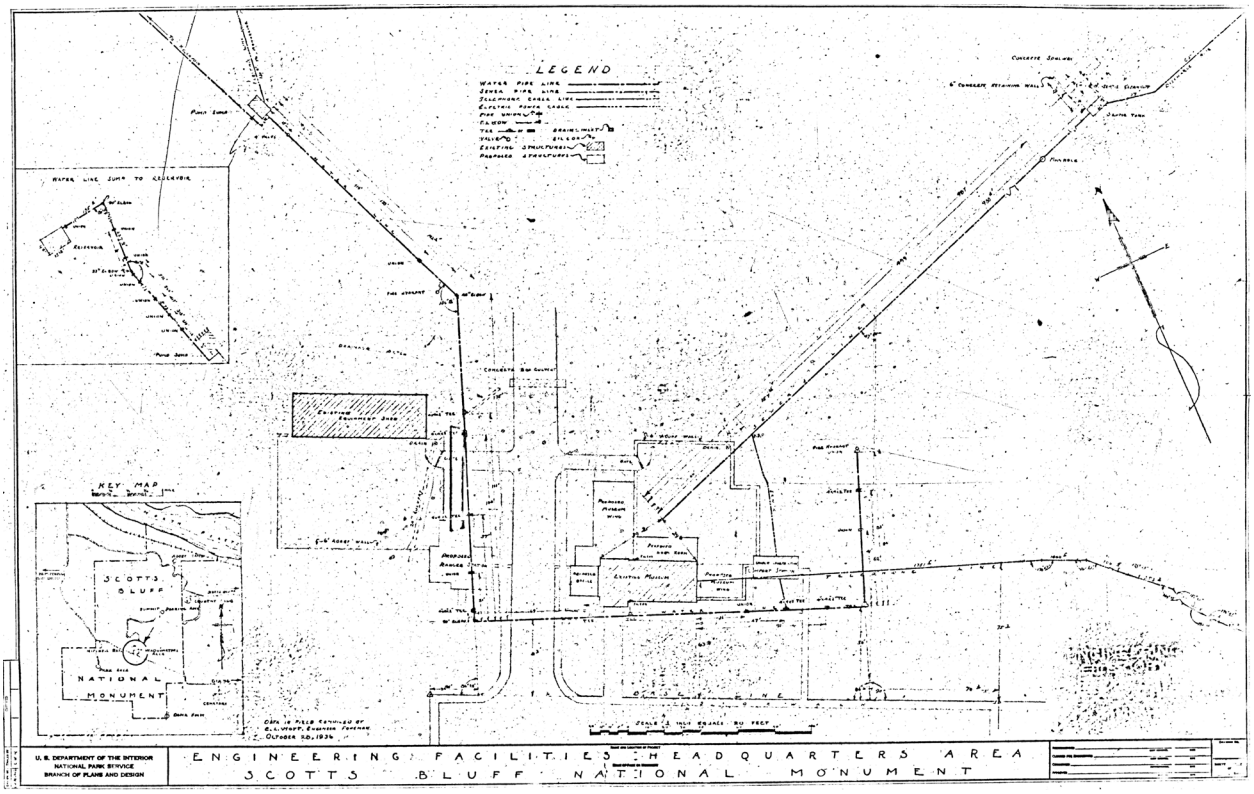


Figure 2-17. Engineering Facilities Headquarters Area, 1936. (SCBL Archives)

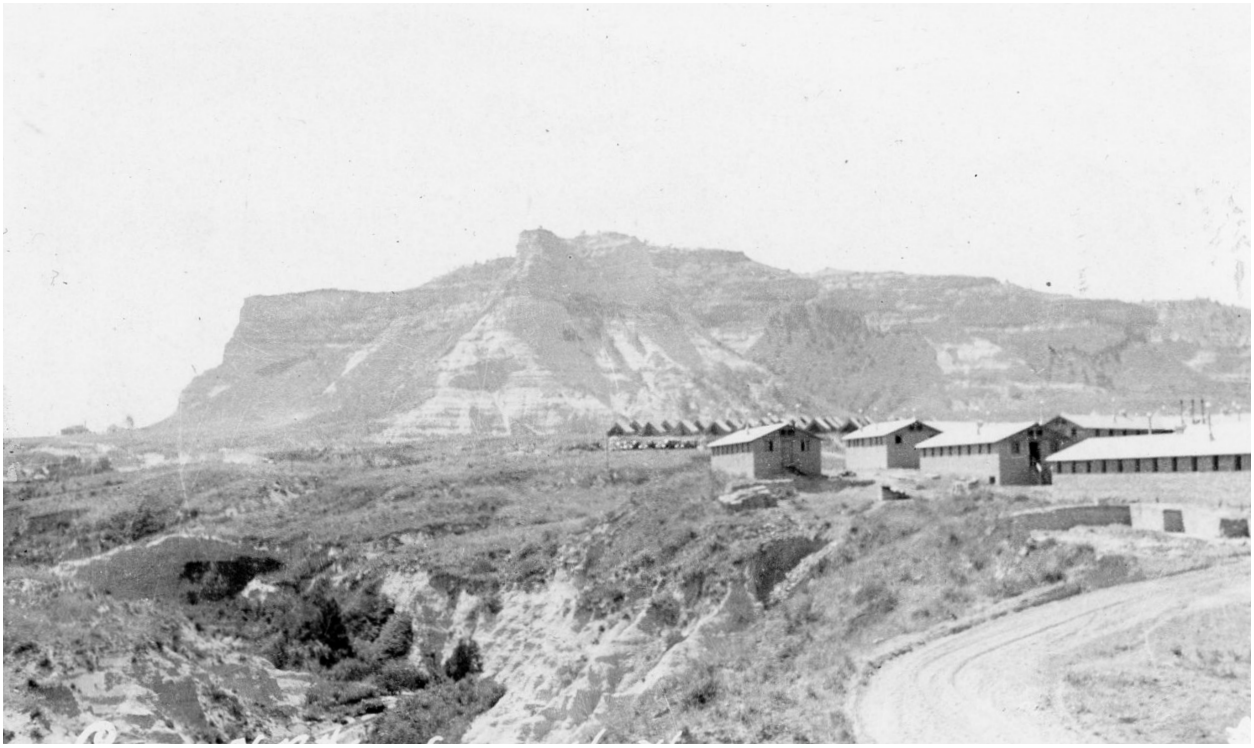


Figure 2-18. The CCC Camp was located north of the bluff, in the badlands area, 1936 to 1937. (SCBL Archives)

portion of the adobe wall at the east end of the museum was removed to make room for the addition.[2.52]

A bedroom and utility room were added to 1938 residence. The adjacent adobe wall was removed to make room for the addition and then repaired.

2.52 Knudsen, *Scotts Bluff: A History and Guide,* 33.



Figure 2-19. Construction of Tunnel #2, circa 1937. (SCBL Archives)



Figure 2-20. "Putting the reinforced cement lining in tunnel # 2, Summit Road," 1937. (SCBL Archives)



Figure 2-21. Construction of the Summit parking area by CCC workers, 1937. (SCBL Archives)

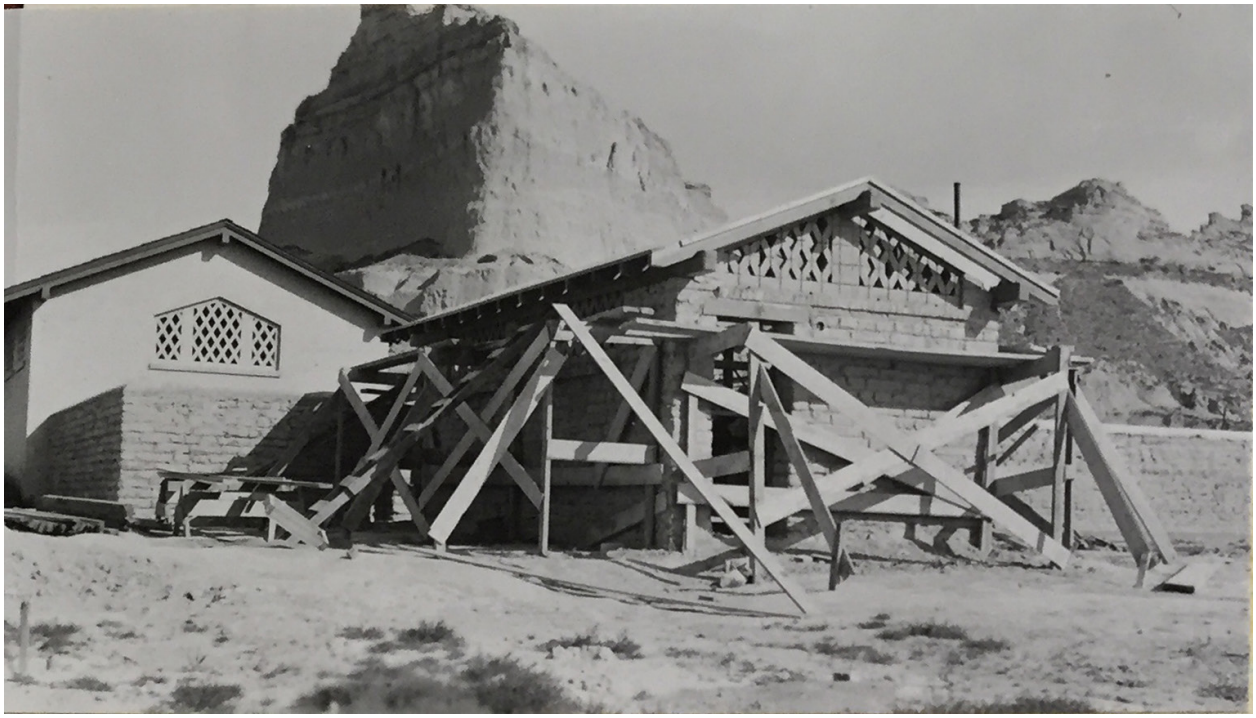


Figure 2-22. Comfort station under construction, June 1937. (SCBL Archives)

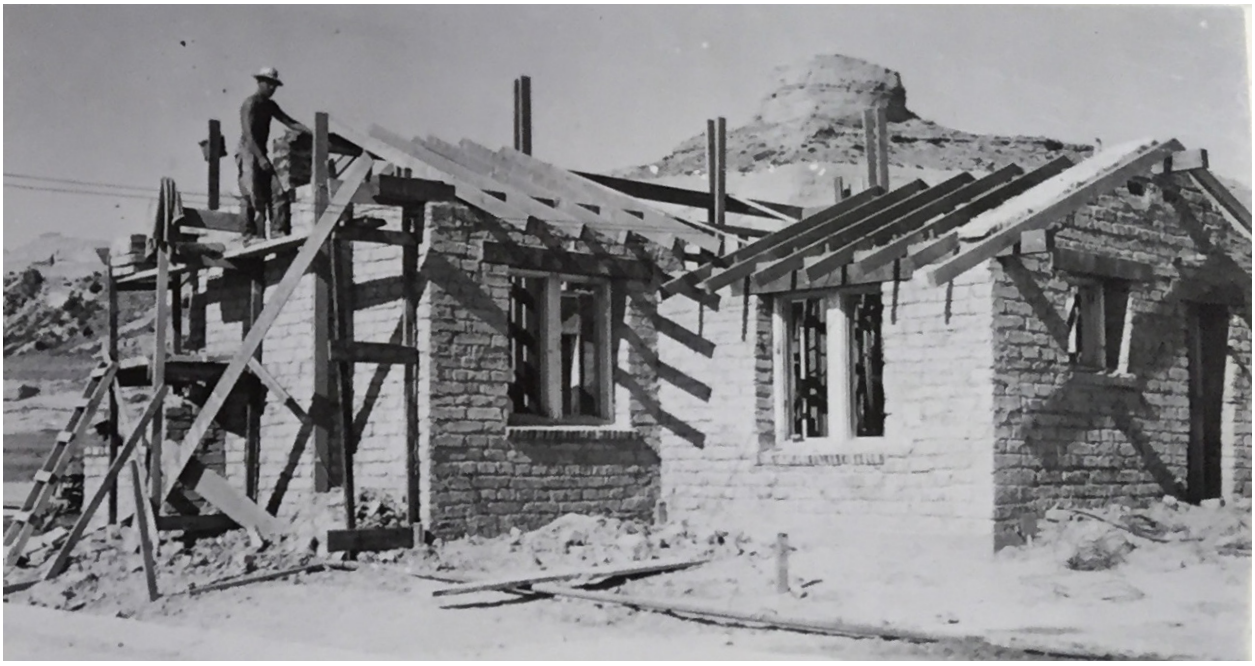


Figure 2-23. 1938 residence under construction, 1937. (SCBL Archives)



Figure 2-24. Main Complex, 1938. (SCBL Archives)

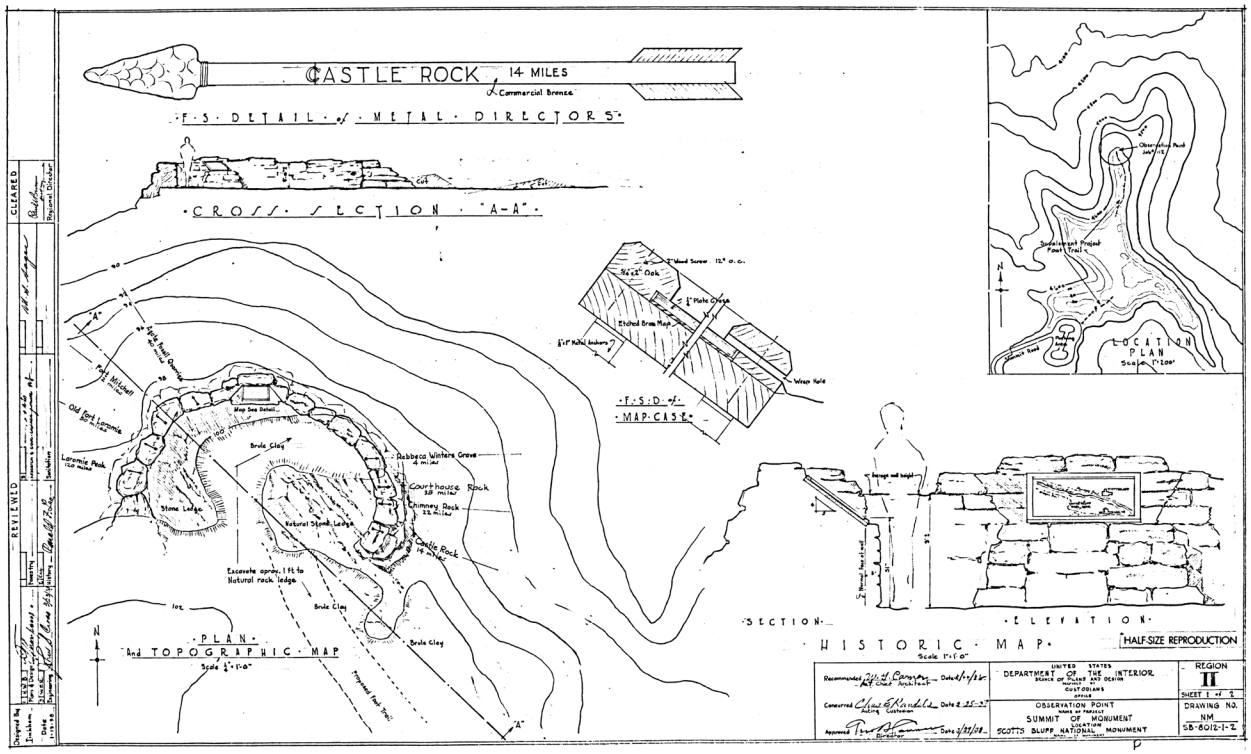


Figure 2-25. Site design for "Observation Point Summit of Monument, Scotts Bluff NM, 1938." The plan for the north overlook included a stone wall that followed the edge of the bluff. The wall was embedded interpretive panels and metal arrows that pointed to landmarks visible in the distance. (SCBL Archives)



Figure 2-26. The north overlook on Scotts Bluff upon completion of masonry, 1939. (SCBL Archives)

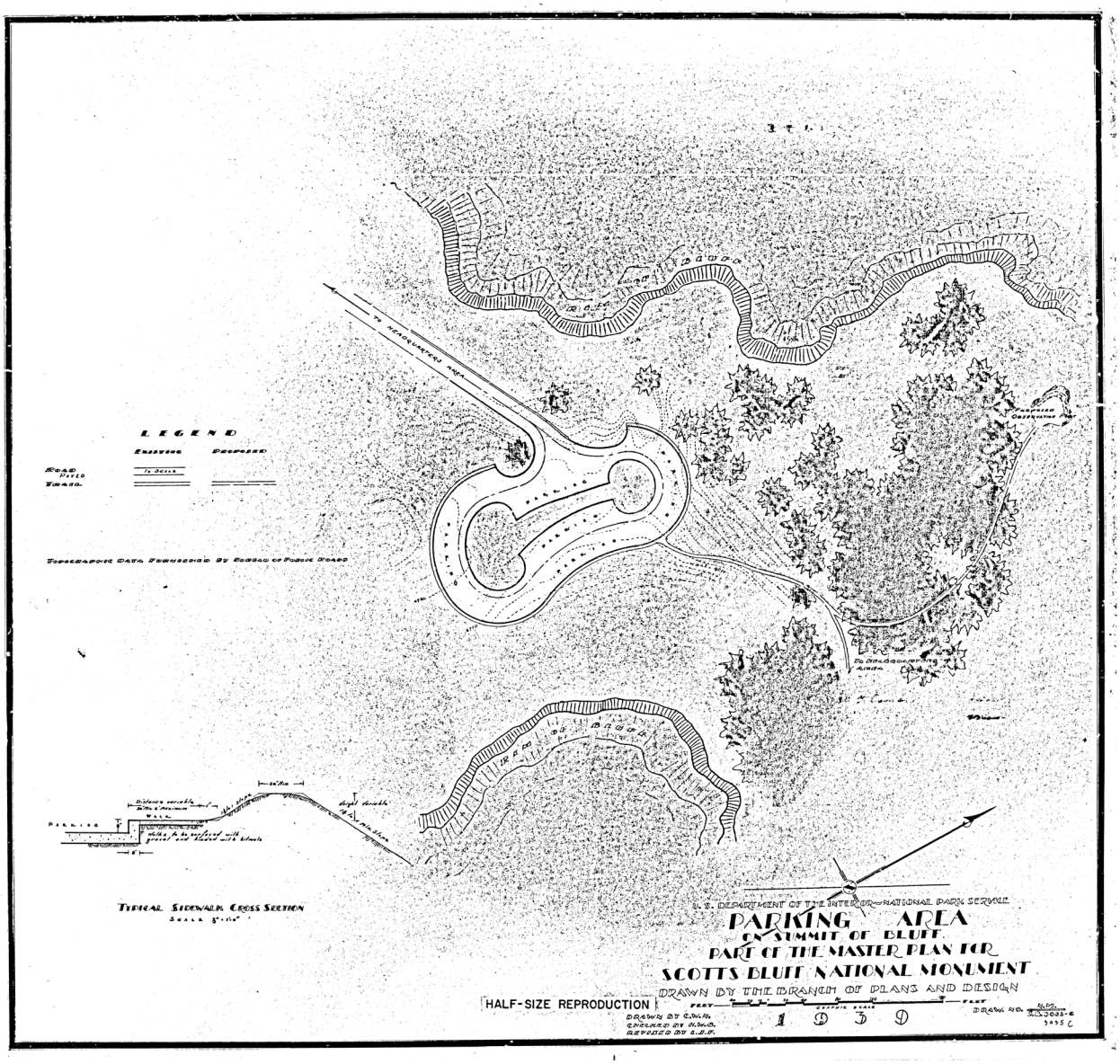


Figure 2-27. Site design for 'Parking Area, Summit of Monument, Scotts Bluff National Monument,' 1939. The parking area provided access to the Summit trail system. Note drawing inset illustrating a typical cross section for sidewalks and trails. (SCBL Archives)

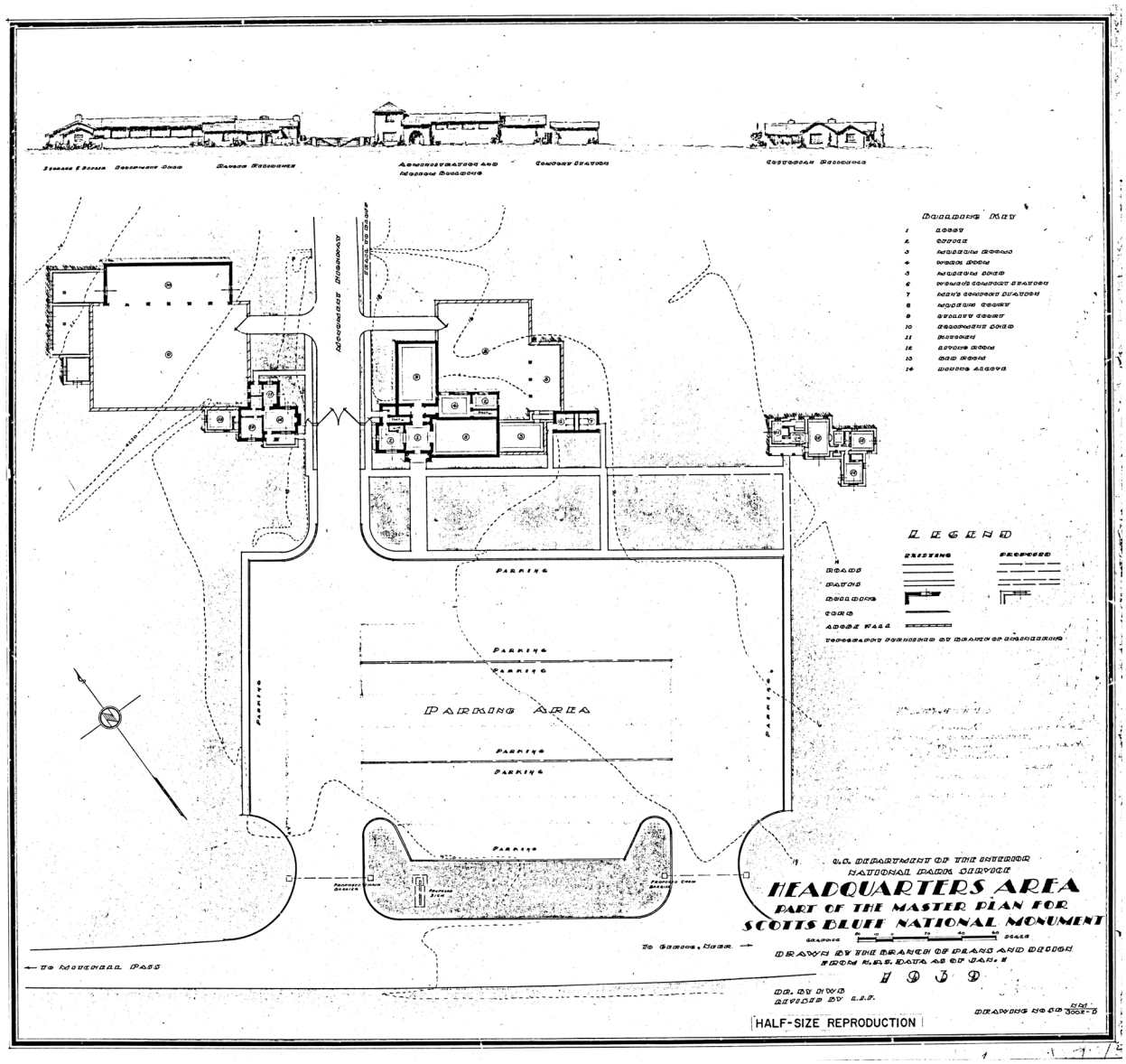


Figure 2-28. Site design for 'Headquarters Area,' Scotts Bluff National Monument, 1939. The complex was designed to form enclosed courtyards, where utilitarian activities were separated from visitors' use of the Monument. The new buildings were nestled into the native topography and were clustered together at the base of the bluff, to the north of a wide visitor parking area. (SCBL Archives)



Figure 2-29. Summit Road entrance gate, September 1939. (SCBL Archives)



Figure 2-30. State Highway 86 / State Highway 92 relocation, site grading and oiling, June 1940. (SCBL Archives)

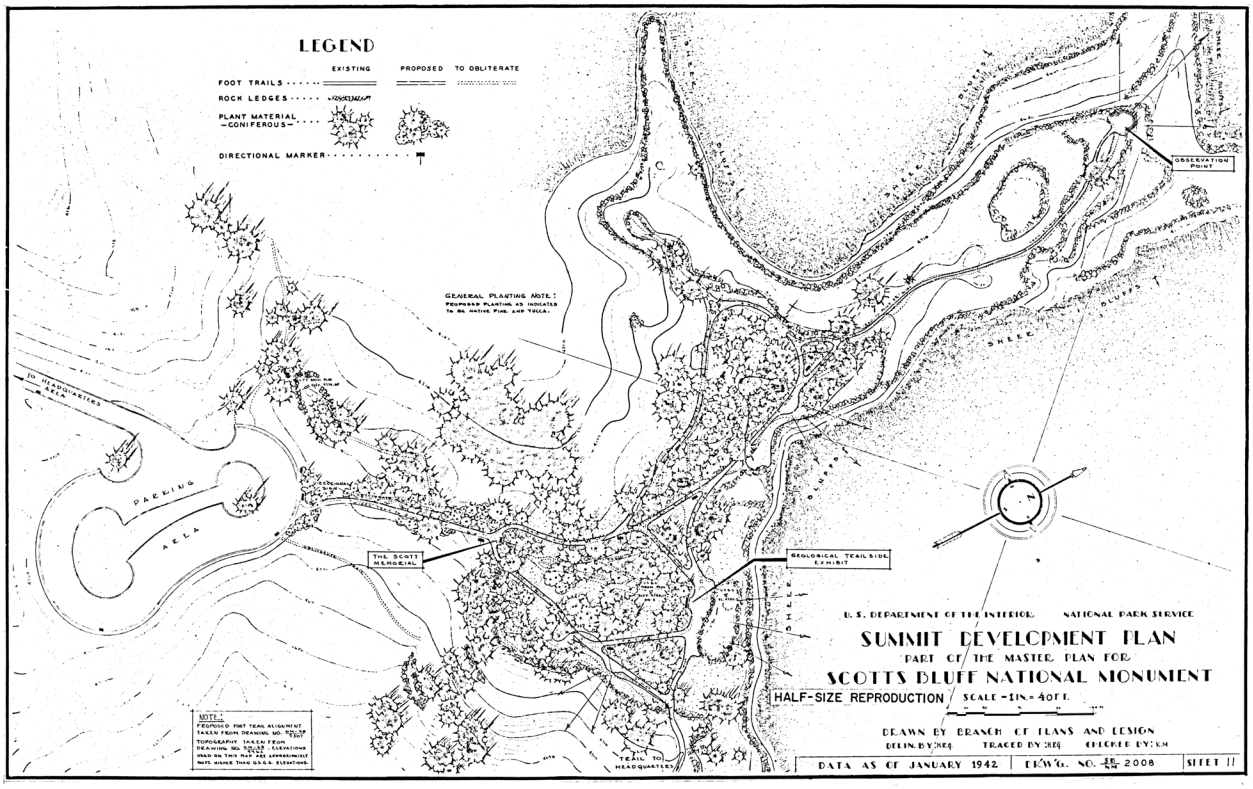


Figure 2-31. Site design for 'Summit Development Plan, Part of the Master Plan for Scotts Bluff National Monument,' 1942 The plan for the summit included walking trails and overlooks across the top of the bluff. The native vegetation was supplemented by additional plantings of native pine and yucca. (SCBL Archives)

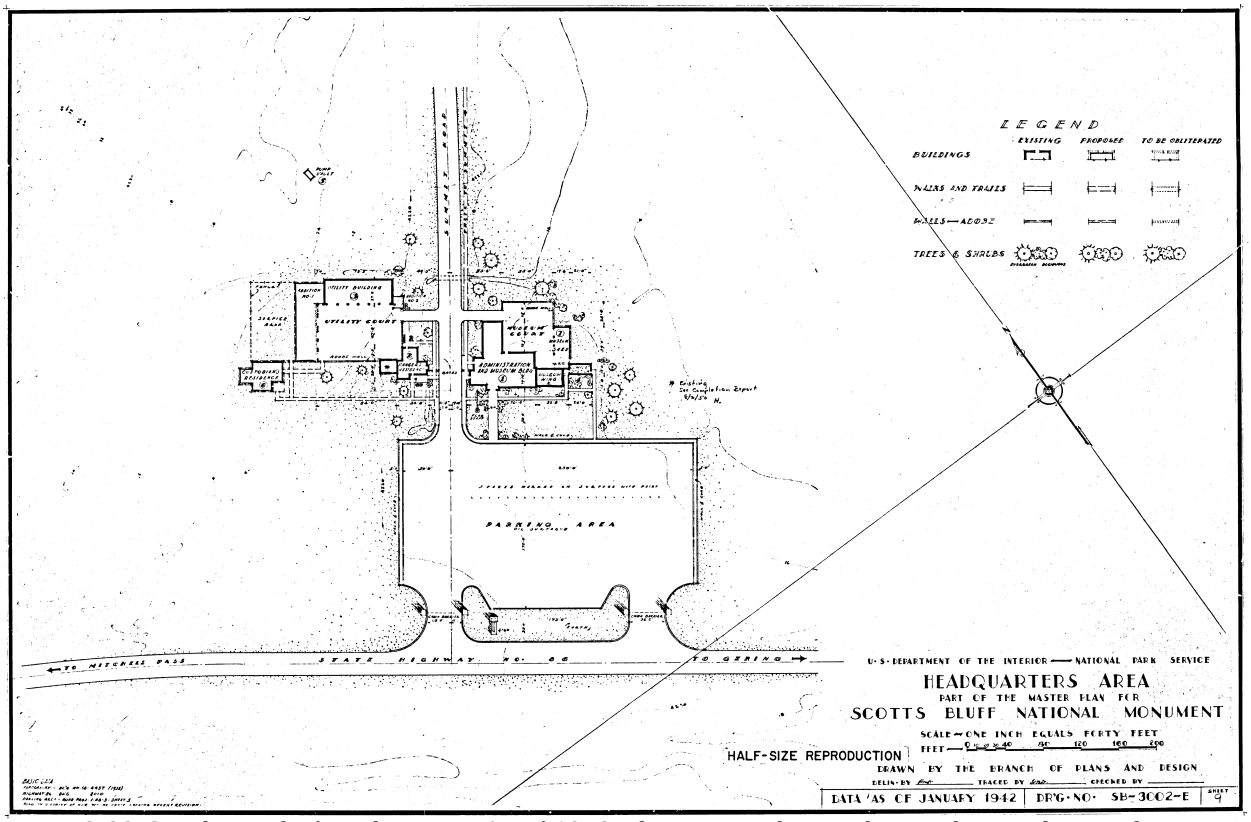


Figure 2-32. Site design for 'Headquarters Area,' 1942. The site was designed as a cohesive cluster of buildings, structures, walls and courtyards, organized into two building arrangements set on either side of Summit Road. (SCBL Archives)

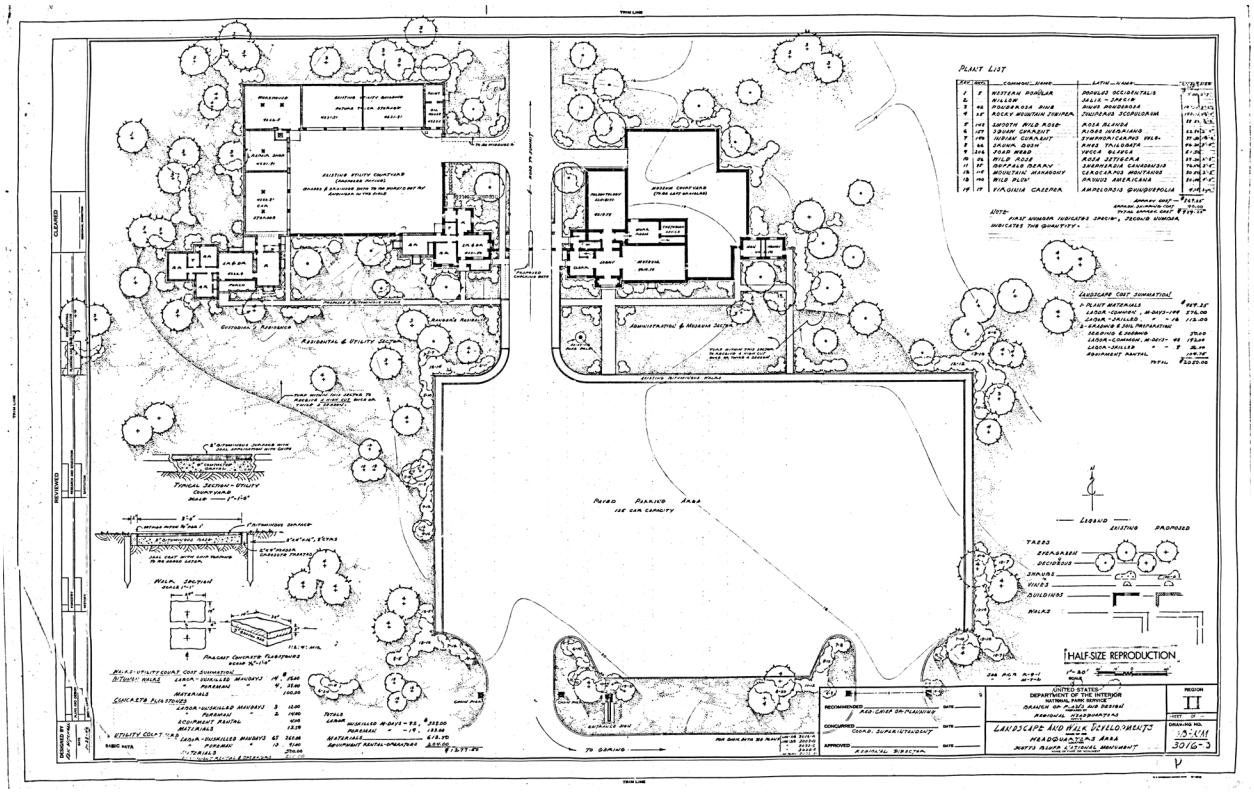


Figure 2-33. Site design for 'Landscape and Walk Developments,' 1943. The planting design for the Main Complex focused on native shrubs and trees. The 1943 plan notes grass in front of the buildings, "to receive a high cut once or twice per season." (SCBL Archives)

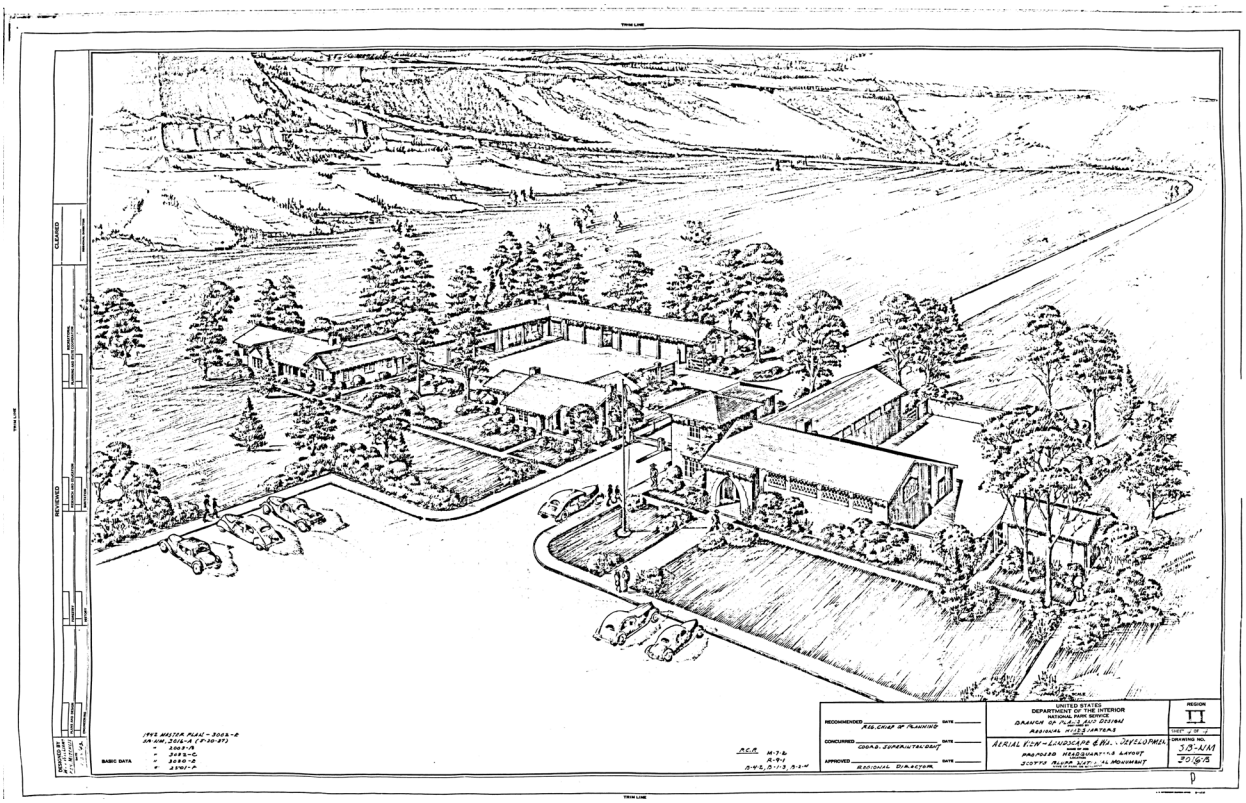


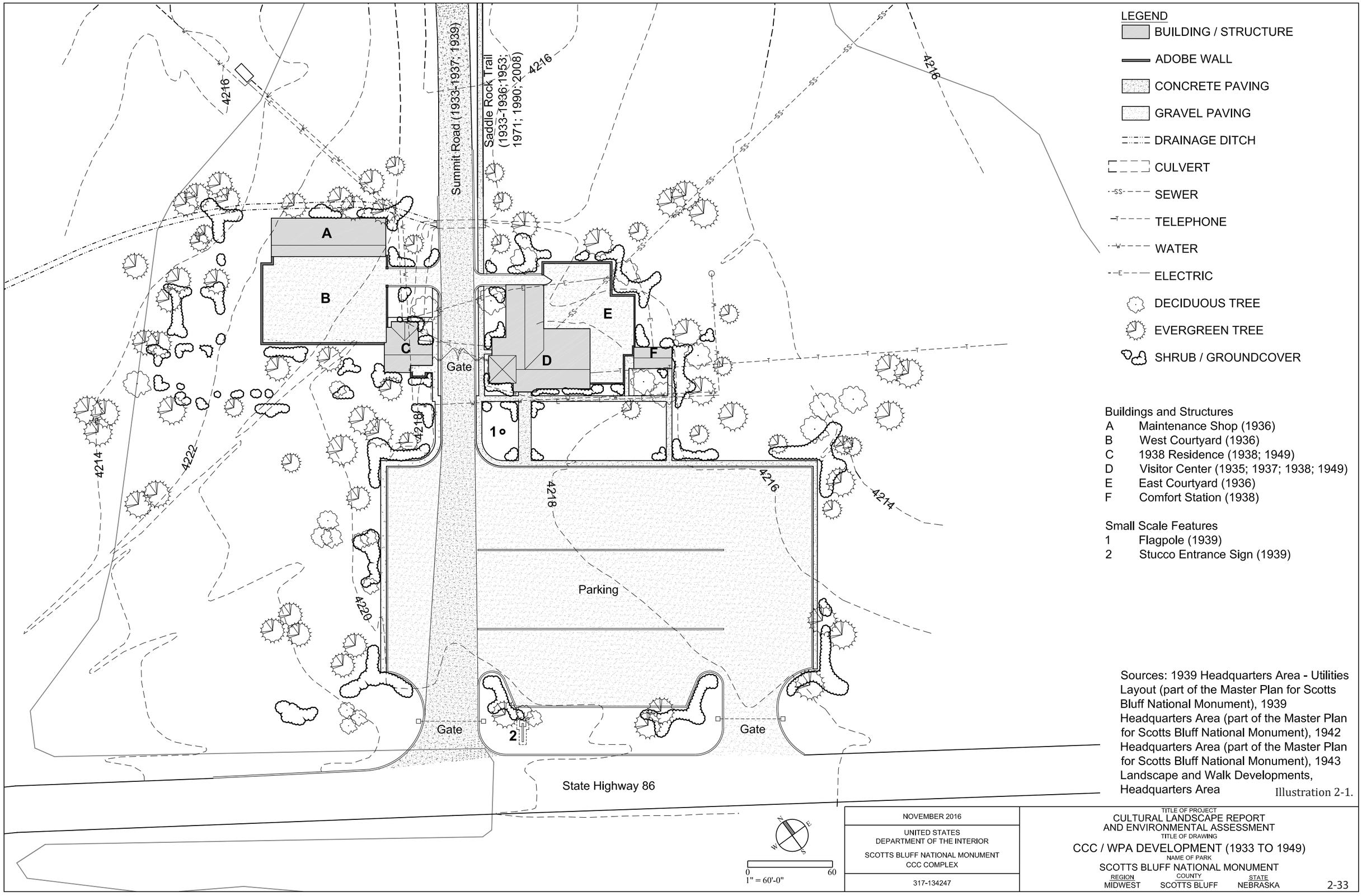
Figure 2-34. 'Landscape and Walk Development,' 1943. The planting design included native shade and evergreen trees to provide a backdrop for the buildings and to soften their appearance within the natural landscape. (SCBL Archives)



Figure 2-35. Main Complex, circa 1949. (SCBL Archives)



Figure 2-36. Addition to 1938 residence, October 16, 1949. (SCBL Archives)



Buildings and Structures
- A Maintenance Shop (1936)
- B West Courtyard (1936)
- C 1938 Residence (1938; 1949)
- D Visitor Center (1935; 1937; 1938; 1949)
- E East Courtyard (1936)
- F Comfort Station (1938)

Small Scale Features
- 1 Flagpole (1939)
- 2 Stucco Entrance Sign (1939)

Sources: 1939 Headquarters Area - Utilities Layout (part of the Master Plan for Scotts Bluff National Monument), 1939
Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1942
Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1943
Landscape and Walk Developments, Headquarters Area

Illustration 2-1.

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR

SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134247

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT

TITLE OF DRAWING
CCC / WPA DEVELOPMENT (1933 TO 1949)

NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

Mission 66 Development (1950 to 1959)

During the 1950s a new building program was begun as part of the NPS system-wide "Mission 66" program. Mission 66 commemorated the fiftieth anniversary of the NPS Organic Act, and expanded visitor services throughout the national park system.

The Mission 66 expansion at Scotts Bluff NM built upon the established pattern and aesthetics of the 1930s and 1940s. The landscape became more manicured, trails and the visitor parking were paved, waysides were added, and a new residence, board fences, and residential plantings composed the scene.

The enclosed west courtyard was modified by the addition of the 1958 residence and an addition to the maintenance shop that increased the size of the courtyard. The adobe walls were modified as part of the project, and a board fence was added enclosing a residential space. The east courtyard at the visitor center was modified as an amphitheater with rows of benches added, enclosed by a board fence. The amphitheater captured views to the bluff for public use.

Plantings were modified with trees and shrubs at front building foundations, along walkways, and additional trees were added to screen residential areas. Thousands of junipers and pines were planted throughout the Monument to stabilize the bluff and reduce erosion.

1951
The collapsing adobe walls between the maintenance shop and 1938 residence were rebuilt using concrete block with stucco finish and brick cap. The adobe wall on the south side of the west courtyard was removed and not replaced.[2.53]

1953
The Zig Zag Trail was officially closed by the NPS. Summit Trail and Saddle Rock Trail were paved with asphalt.[2.54] (Figure 2-38)

1954
Park entrance signs made of stucco were added to the west entrance and across from the Main Complex, at the south side of the highway.[2.55]

1957
Planning for the Mission 66 program for Scotts Bluff NM was completed in 1957. Development called for land acquisition, improvements to utilities, services, trails, and an expansion of maintenance and residential uses. Most recommendations were implemented.

The maintenance shop was expanded with a new wing to the west. The adobe wall at the west end of the west courtyard was removed for the expanded courtyard. The wall was rebuilt of concrete block with stucco finish, and set further west. A lawn was added between the maintenance shop and the new wall.

1958
A second residence was built west of the 1938 residence. A board fence was added as a screen to the new private yard. It separated the maintenance functions from the residential yard. A concrete terrace was added to the rear of the 1938 residence with a concrete paving stone path that connected the terrace to the front walk. An identical concrete terrace and paving stones were added to the north side of the 1958 residence. (Figure 2-40)

2.53 Based on historic photographs, SCBL Archives.

2.54 NPS, *CLI, Scotts Bluff NM*, 23.
2.55 NPS, NRHP Scotts Bluff, 13.

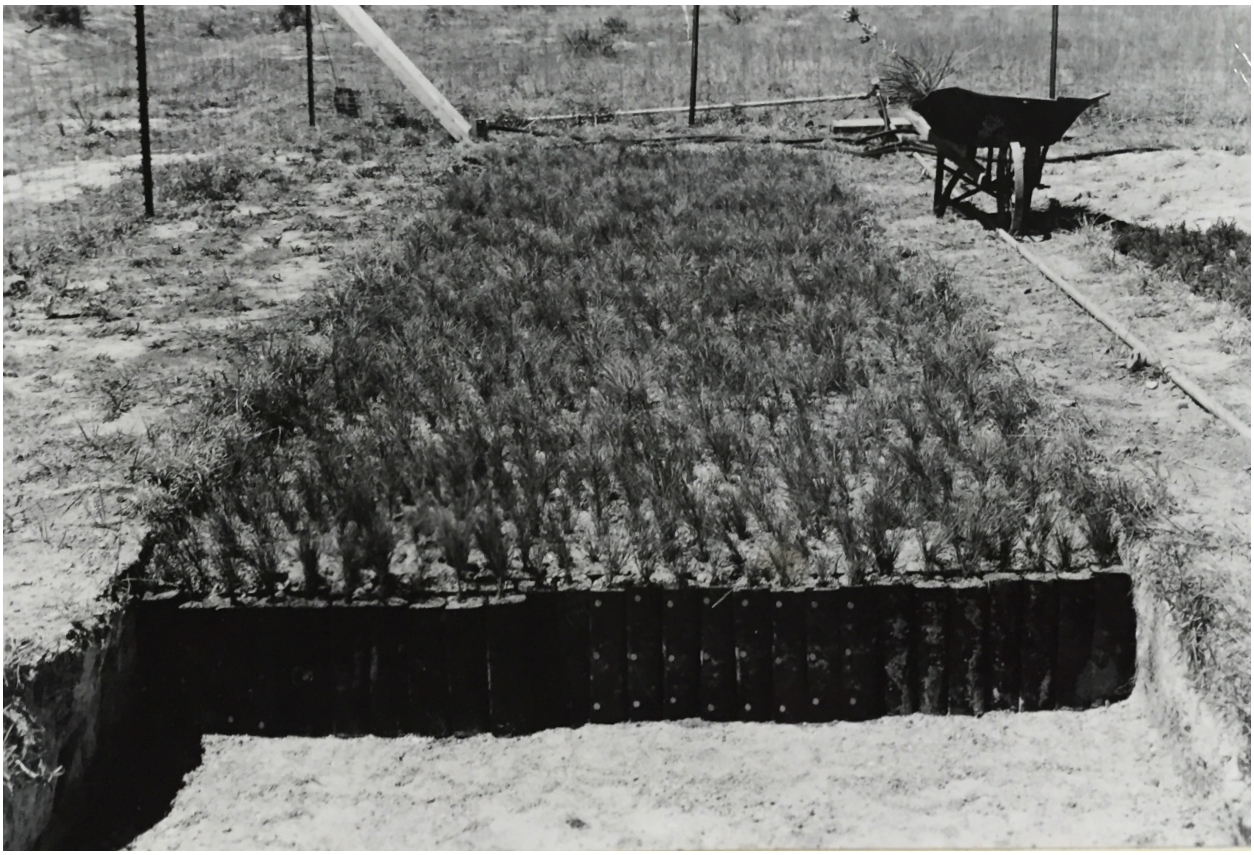


Figure 2-37. Soil and moisture conservation, Pines in Potting Bed, May 12, 1953. (SCBL Archives)



Figure 2-38. Soil and moisture conservation on Summit Trail, August 1953. (SCBL Archives)

The east courtyard north of the visitor center was expanded with an amphitheater designed in typical Mission 66 style. The amphitheater included a fire pit, elevated stage with screen, and rows of wooden benches. To accommodate this expansion, adobe walls were removed on the north and east sides. A portion on the southeast edge was rebuilt of concrete block with stucco finish and a brick cap, in the original location. Other walls were not rebuilt, but were replaced with board fences.

A storage vault in the visitor center basement was built as part of the Mission 66 development.

Portions of the Oregon Trail were paved from the visitor center to the W.H.. Jackson Campsite.[2.56]

A new trail from the Summit parking led south along the edge of Scotts Bluff to an overlook. This new south overlook provided a view to the Main Complex. (Figure 2-43)

2.56 MBD and ERO, *Oregon Trail Ruts Landscape Study and EA.*



Figure 2-39. Asphalt paving of Summit Trail, May 1953. (SCBL Archives)

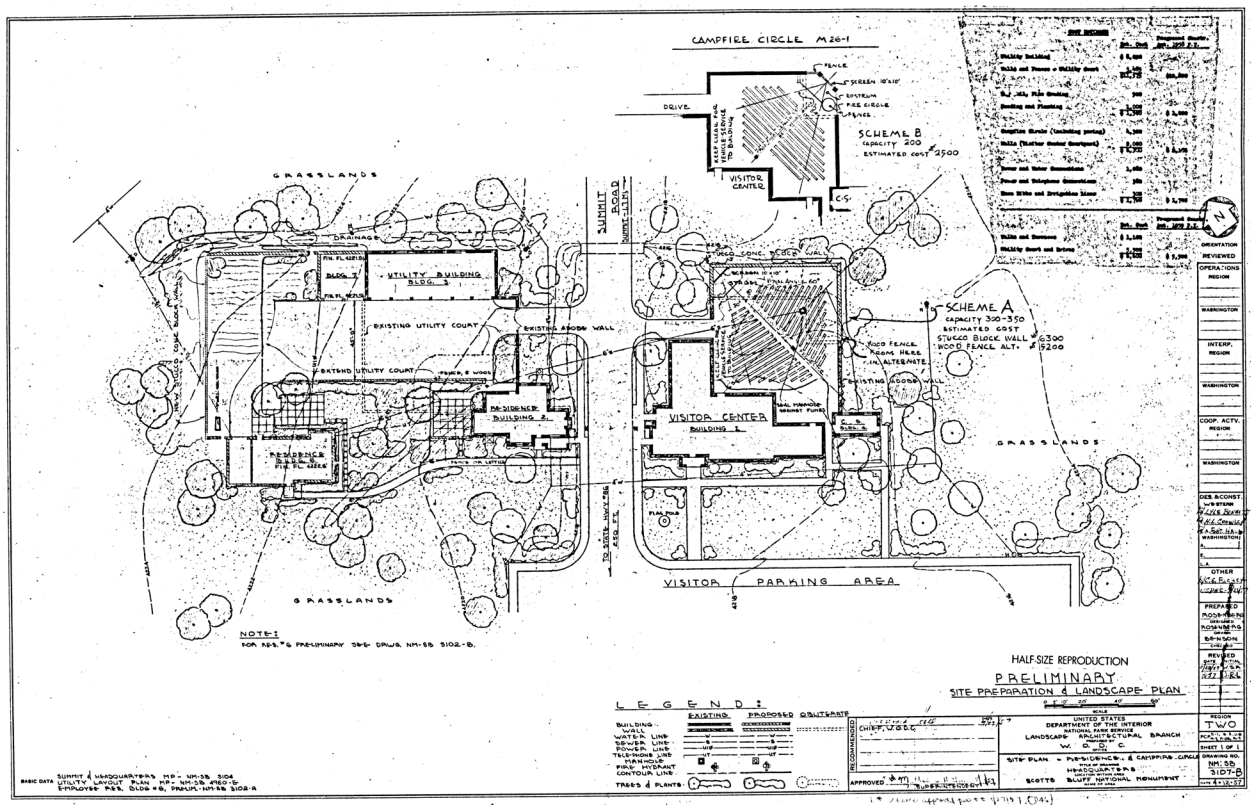


Figure 2-40. Site Plan, 1958 residence and Campfire Circle, 1957. (SCBL Archives)


Figure 2-41. 1958 residence and board fence, 1958. (SCBL Archives)



Figure 2-42. The Main Complex from the south overlook, circa1958. (SCBL Archives)



Figure 2-43. The south overlook and completed South Overlook Trail, September 1958. (SCBL Archives)

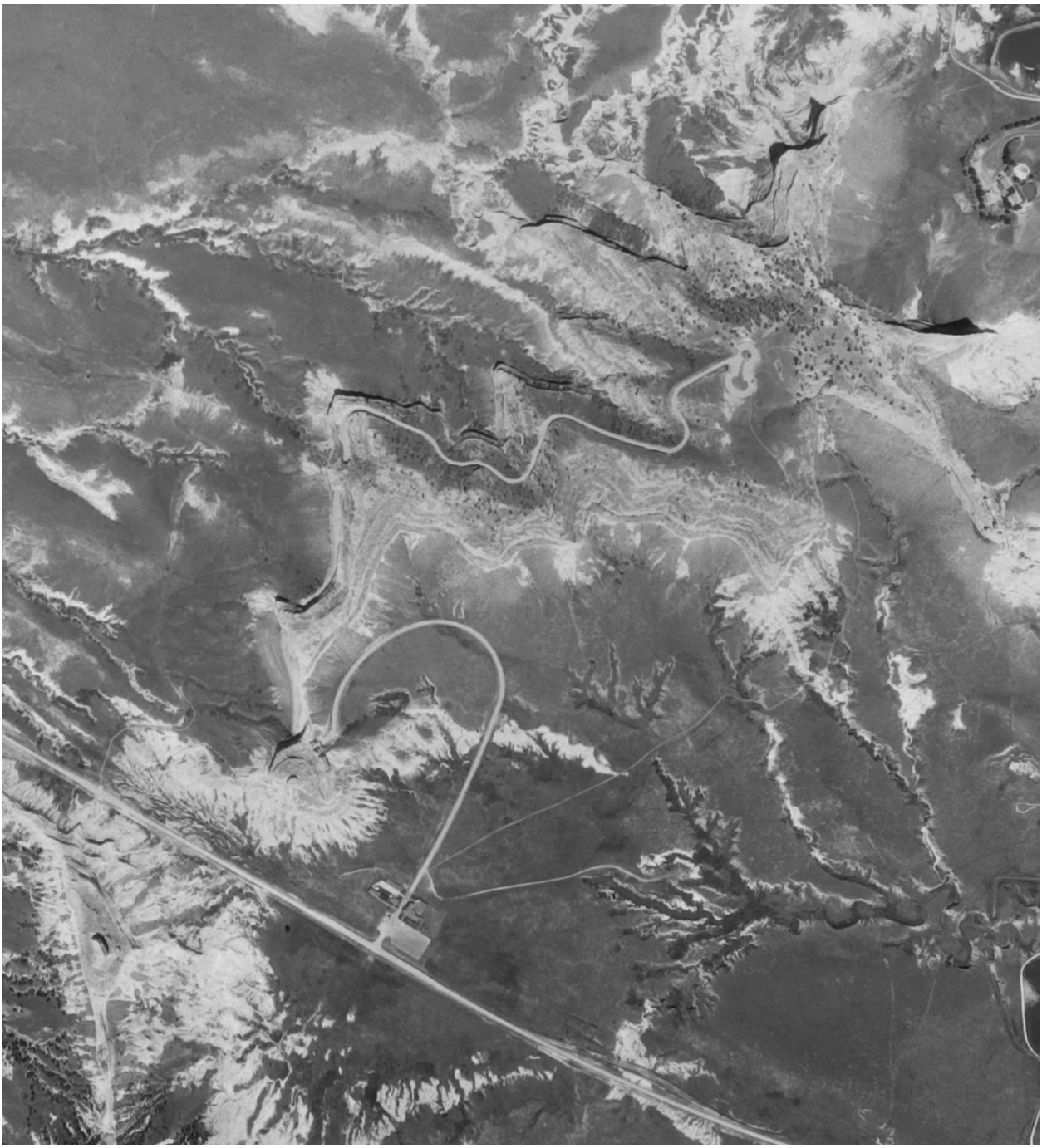
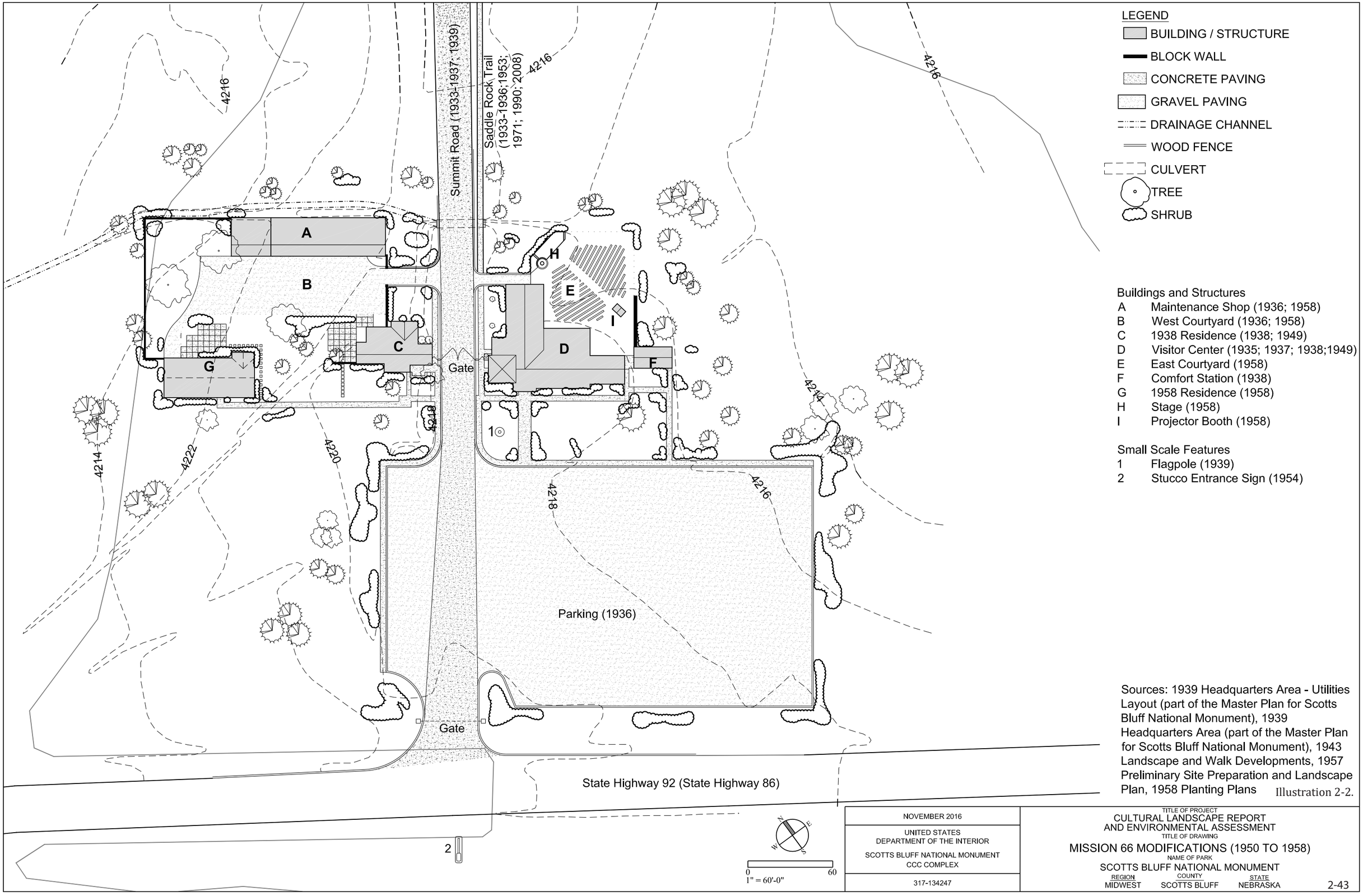


Figure 2-44. The study area in 1962. (USGS aerial photograph)

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Buildings and Structures

A	Maintenance Shop (1936; 1958)
B	West Courtyard (1936; 1958)
C	1938 Residence (1938; 1949)
D	Visitor Center (1935; 1937; 1938;1949)
E	East Courtyard (1958)
F	Comfort Station (1938)
G	1958 Residence (1958)
H	Stage (1958)
I	Projector Booth (1958)

Small Scale Features

1	Flagpole (1939)
2	Stucco Entrance Sign (1954)

Sources: 1939 Headquarters Area - Utilities Layout (part of the Master Plan for Scotts Bluff National Monument), 1939
Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1943
Landscape and Walk Developments, 1957
Preliminary Site Preparation and Landscape Plan, 1958 Planting Plans

Illustration 2-2.

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR

SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134247

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT

TITLE OF DRAWING
MISSION 66 MODIFICATIONS (1950 TO 1958)

NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

Contemporary Alterations (1959 to present)

For three decades following the 1958 expansion, the landscape remained unmodified by new projects. The greatest alteration came in 1990 with the modification of the visitor parking area and pedestrian walkways, and the introduction of new features. Plantings were changed at the Main Complex. New plantings were added along pathways and visitor areas, and a wide bluegrass lawn was added to the front of the Main Complex.

Today, the natural vegetation of the prairie provides an open landscape with views to the bluffs and countryside. The bluffs and Summit are wooded with juniper and ponderosa pine trees.

1959
The original sign marking W.H. Jackson's Campsite was removed and replaced with a new sign.[2.57]

1961
The boundary of the Monument was altered for a fourth time on June 30, 1961, by the U.S. Congress. The Monument was expanded with 210 acres added to preserve the "scenic and historic integrity of Scotts Bluff and adjacent features."[2.58]

1964
The Pony Express Monument was dedicated and placed in the Main Complex, set across from the comfort station.[2.59]

1965 to 1966
Portions of the bluff along Summit Road were stabilized with shotcrete between Tunnels #2 and #3.

A new walk was built between the visitor parking area to the east courtyard.[2.60]

1966
Scotts Bluff NM was listed in the National Register of Historic Places on October 15, 1966.

1967
A new trail was built from the visitor center to the W.H. Jackson Campsite.[2.61]

1968
The Bicycle Trail was built connecting the mail complex with the city of Gering. The trail was renamed as Prairie View Trail in approximately 2010.

1969
The River-Badlands Environmental Study Area was established, which included a trail with interpretive markers. This trail is no longer maintained, and was closed after eight years of use, as interest from local school districts declined and problems with the trail became evident.[2.62]

1978
U.S. Congress designated the Oregon Trail as a National Historic Trail.

1979
The visitor center basement vault was doubled in size to accommodate the Scotts Bluff NM Collection and the William Henry Jackson Collection.[2.63]

1981
The maintenance shop was expanded.

1982
Summit Road was patched and cracks sealed.

2.57 MBD and ERO, *Oregon Trail Ruts Landscape Study and EA.*
2.58 Cockrell, "Scotts Bluff Administrative History," 9.
2.59 Cockrell, "Scotts Bluff Administrative History," 22.
2.60 Based on historic photographs, SCBL Archives.
2.61 MBD and ERO, *Oregon Trail Ruts Landscape Study and EA.*
2.62 Cockrell, "Scotts Bluff Administrative History," 19.
2.63 Ibid, 17.



Figure 2-45. Saddle Rock Trail, 1969. (SCBL Archives)



Figure 2-46. New entrance signs on State Highway 92 / Old Oregon Trail, across from the Main Complex on the south side of the highway, and at the Monument's west entrance were added in 1954. (SCBL Archives)

1983
Overhead utility lines that had served the visitor center from the east were removed and placed underground.[2.64]

1989 to 1990
The visitor parking was redesigned by the Denver Service Center (NPS-DSC). The work included new parking on the east side of the Main Complex, a new entrance kiosk, a modified pedestrian system, and revisions to the plantings. An employee parking area was added. (Figure 2-49; Figure 2-50)

1994
A time capsule was installed in front of the visitor center, set in a marble case adjacent to the flagpole.

1995
The northeast overlook was added to Summit Trail, following a previous social trail.[2.65]

1998
The General Management Plan (GMP) for Scotts Bluff NM was completed.

2000
The Fire Management Plan, Environmental Assessment was published.

2003
An outdoor drinking fountain was installed at the visitor center.

2007
State Highway 92 / Old Oregon Trail through Scotts Bluff NM was resurfaced and turned over to the County of Scotts Bluff.

2008
The Long-Range Interpretive Plan (LRIP) was completed.

A concrete block retaining wall replaced an older CCC / WPA wall along the Saddle Rock Trail, just northeast of the tunnel.

2011
The Oregon Trail Ruts Landscape Study and Environmental Assessment was completed.

2013
The accessible restroom building was added.

2.64 MBD and ERO, *Oregon Trail Ruts Landscape Study and EA.*
2.65 NRHP Scotts Bluff NM, 12.

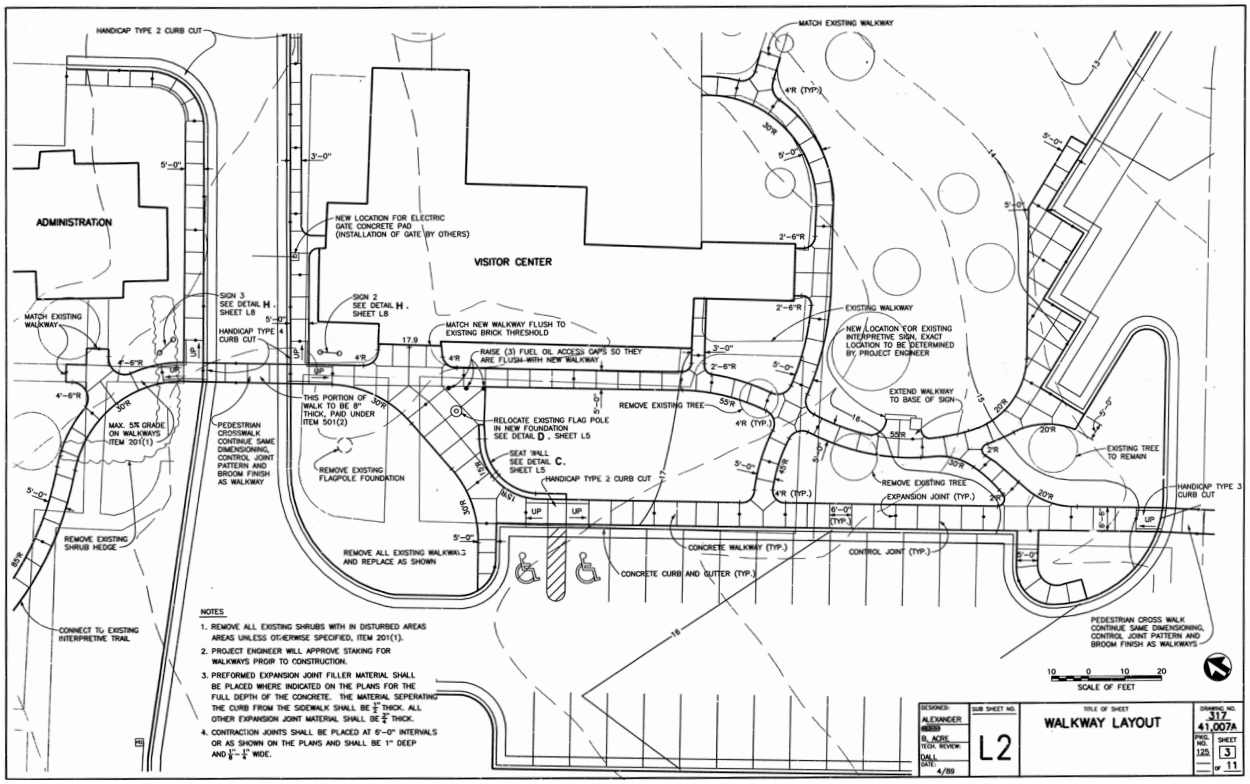


Figure 2-47. Walkway Layout, 1989. (SCBL Archives)

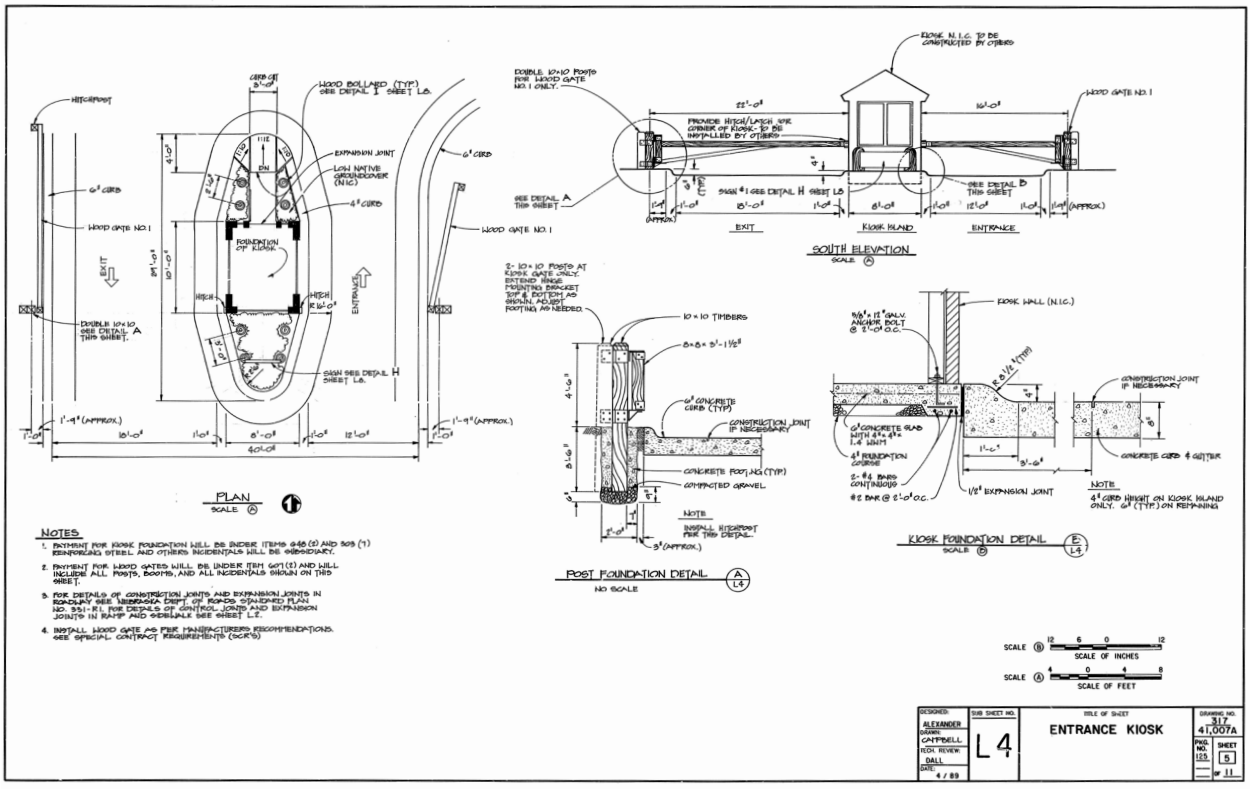


Figure 2-48. Entrance Kiosk, 1989. (SCBL Archives)

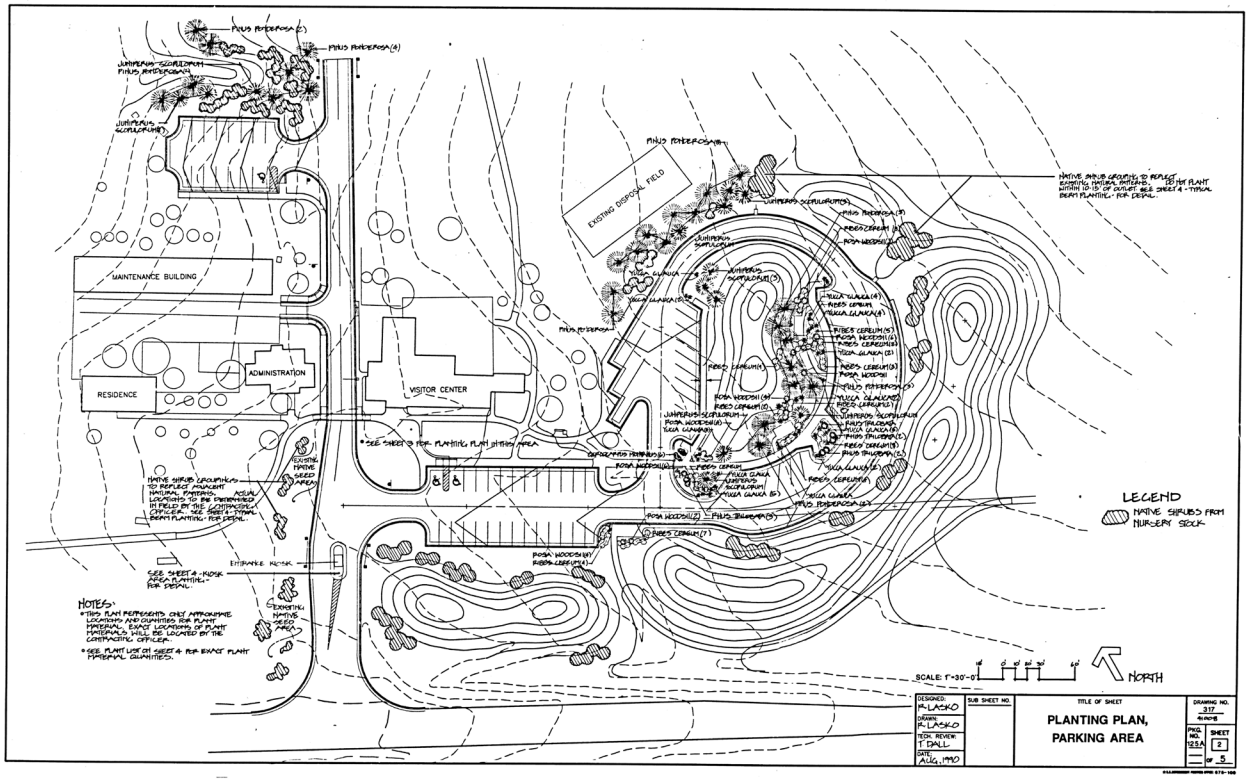


Figure 2-49. Planting Plan, Parking Area, 1990. (SCBL Archives)

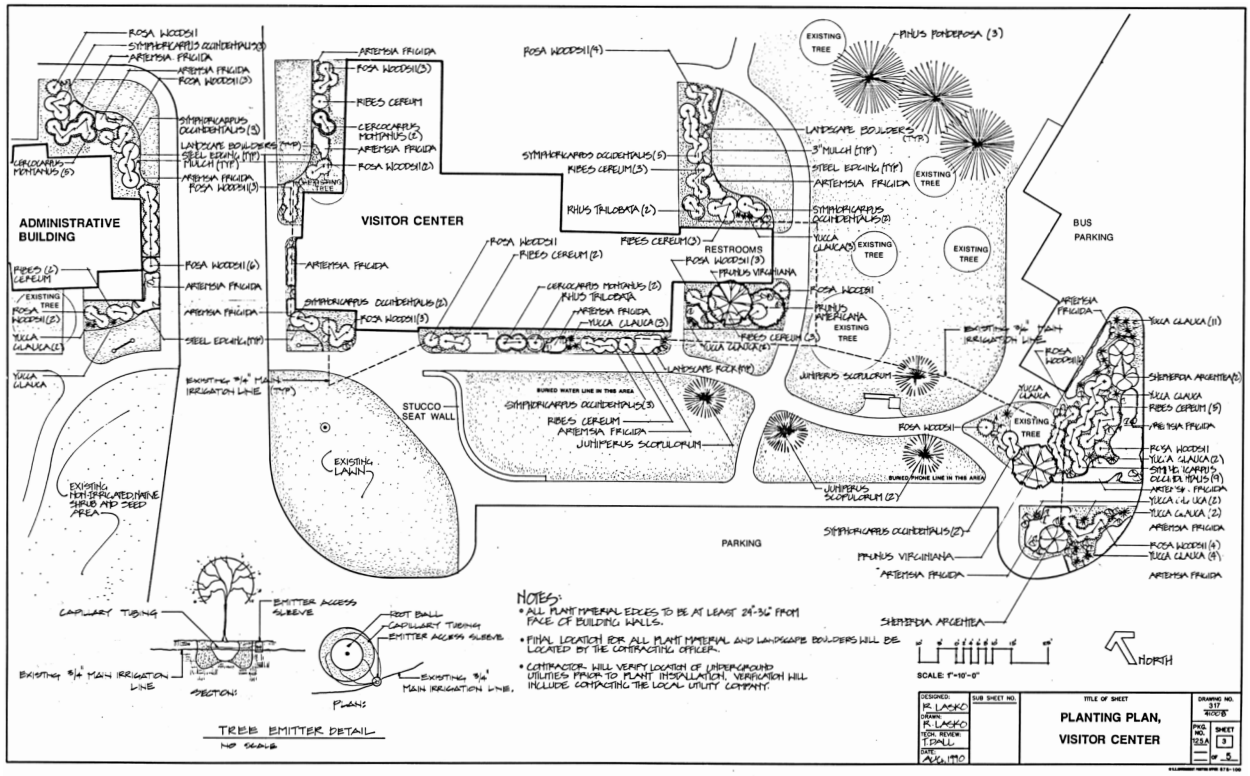


Figure 2-50. Planting Plan, visitor center, 1990. (SCBL Archives)

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Chapter 3. Existing Condition Assessment and Landscape Analysis

Introduction

This chapter provides a summary of the current condition and an analysis of integrity of the Scotts Bluff NM cultural landscape. Photographs and matrices describe the condition of each of the landscape characteristic and illustrative diagrams describe the analysis of the cultural landscape integrity.

Site investigations recorded the existing condition of the cultural landscape in June 2015. This assessment was undertaken to understand the cultural landscape as a whole, and to identify and document those qualities that contribute to its historic character, and those individual features that contribute to its significance.

This chapter presents the existing condition assessment and analysis for the study area first, followed by more detailed assessment and analysis for the two landscape character areas.

The existing condition of the cultural landscape is evaluated using the following criteria.

Good – Those features of the landscape that do not require intervention. Only minor or routine maintenance is needed at this time.

Fair – Some deterioration, decline, or damage is noticeable; the feature may require immediate intervention. If intervention is deferred, the feature will require extensive attention in a few years.

Poor – Deterioration, decline, or damage is serious; the feature is seriously deteriorated or damaged, or presents a hazardous condition. Due to the level of deterioration, damage or danger, the feature requires extensive and immediate attention.

Landscape characteristics include tangible and intangible aspects of a landscape. These characteristics collectively provide the historic character and aid in understanding cultural importance. The characteristics serve as categories under which individual features are listed. Features were documented and evaluated according to ten landscape characteristics.

Natural Systems are those naturally occurring aspects of geology, hydrology, and climate that influence development and physical features.

Land Use is the organization, form and shape of the landscape in response to land use.

Spatial Organization / Topography / Viewshed is the arrangement of elements creating the ground, vertical and overhead planes that define and create space, including the arrangement of topography, buildings, and vegetation. Topography is the three-dimensional configuration of the landscape surface. Views and viewsheds contain natural or man-made features that create or allow varying range of vision on a landscape.

Cluster Arrangement is the location and pattern of buildings and structures in a landscape and associated outdoor spaces.

Circulation are features and materials that constitute systems of movement including vehicular and pedestrian routes.

Buildings and Structures are three-dimensional man-made constructs.

Small Scale Features are the human-scaled elements that provide detail and function.

Vegetation includes indigenous and introduced, vascular and non-vascular, woody, herbaceous, and graminoid plant species.

Assessment of Integrity

Integrity is the ability of a cultural landscape to convey its significance. Historic integrity is assessed to determine if the landscape characteristics that shaped the landscape during the period of significance are present as they were historically. Integrity is evaluated according to seven aspects or qualities: location, design, setting, materials, workmanship, feeling, and association.

Location is the place where the cultural landscape was constructed or where an historic event occurred.

Setting is the physical environment of the cultural landscape.

Feeling is the cultural landscape's expression of the aesthetic or historic sense of a particular period of time.

Materials are the physical elements that were combined or deposited during the particular period(s) of time and in a particular pattern or configuration to form the cultural landscape.

Workmanship includes the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.

Design is the combination of elements that create the form, plan, space, structure and style of the cultural landscape.

Association is the direct link between the important historic event or person and a cultural landscape.

The Scotts Bluff NM cultural landscape retains integrity in six aspects: location, setting, feeling, materials, workmanship, and association, with somewhat diminished integrity in design.

Location, Setting and Feeling
The study area retains integrity of location, setting, and feeling. The Oregon Trail and its physical environment associated with the development of the Monument remain in original locations. The setting of bluffs and prairie, views through Mitchell Pass and the landmark of Scotts Bluff remain from the earliest settlement by American Indian peoples, through the Oregon Trail, and through the physical development of the Monument.

Integrity of feeling is supported by the continued use of State Highway 92 / Old Oregon Trail, which follows a portion of the original Oregon Trail as transportation corridor. The Oregon Trail and the sense of having reached a prominent landmark and gateway to the West remains. The inspiring views, openness of the plains, and signal of the bluff contribute to the original integrity.

The Oregon Trail and contributing features from later periods of development remain in their original locations. The historic designated landscape retains the original relationships between features as they were designed during the period of significance. The setting is compromised by contemporary, adjacent land uses that distract from the open landscape that would have been seen by emigrants on the trail, as well as early visitors to the Monument.

Association
The cultural landscape retains integrity of association with the emigrant trail, and the work completed by the CCC / WPA and NPS, through the extant designed landscape and in artifacts contained in the museum collections.

Materials and Workmanship
Contributing features associated with the historic designed landscape retain original workmanship and materials. The Main Complex of buildings, structures, and walls, retain materials from original construction by the CCC and as modified during Mission 66. Original materials include adobe brick, stucco, wood, and CMU. The adobe walls were reconstructed with CMU in the 1950s but were surfaced with stucco, as were the 1950s entrance signs, and other small scale features. Contemporary additions fail to utilize the established palette of materials and workmanship aesthetic, such as the picnic shelters, entrance kiosk, vehicle storage shed, accessible restroom, and pedestrian lights.

Design
Summit Road, and the development on the Summit including trails retain integrity of design. The Main Complex retains its original orthogonal arrangement of spaces and buildings as a series of repeated rectangles, enclosed by stucco walls. However, modifications to the Main Complex have diminished its integrity of design. New buildings, redesign of the parking areas and walkways has diminished the integrity of design. The work completed in 1990 obliterated the walkways in front of the visitor center, and established a new circulation system and set of small scale features that has diminished integrity of design.

Contributing and Non-Contributing Features

Contributing features are features that contribute to the significance of Scotts Bluff NM. These are individual elements and other characteristics that remain from the period of significance (1930-370 BP through 1958).

Non-contributing features are generally recent additions that do not assist in understanding the historic character of the landscape.

Study Area

Contributing Features
- Eagle Rock
- Sentinel Rock
- Crown Rock
- Dome Rock
- Scotts Bluff
- South Bluff
- Mitchell Pass
- Badlands
- Scotts Spring
- North Platte River
- Native vegetation
- Union Pacific Railroad (c. 1900)
- Stucco entrance signs (3) (1939 (east entrance sign); 1954 (west entrance sign and front entrance)
- Granite marker (1912)
- Oregon Trail Ruts (1800 to 1899)
- State Highway 92 / Old Oregon Trail (1929; 1940)
- Archeological sites (48 sites; dates vary)

Non-contributing Features
- Oregon-California Interpretive Trail (1990)
- Prairie View Trail (1968)

Main Complex

Spatial Organization / Cluster Arrangement
Contributing Features
- Building complexes (1935; 1958)

Topography and Landform
Contributing Features
- Bluffs: Eagle Rock, Scotts Bluff, etc. - re: Study Area
- Main Complex topography

Non-contributing Features
- Berms – associated with employee parking area

Views and Vistas
Contributing Features
- View to west: Mitchel Pass, Eagle Rock and Sentinel Rock
- View of Scotts Bluff
- View into the Main Complex from gateways

Circulation
Contributing Features
- Pedestrian routes and patio at 1938 residence
- Pedestrian route – paver pathway and patio (1958 to 1959)
- Summit Road (under Study Area)
- Visitor parking area (1933; 1958;1990)

Non-contributing Features
- Pedestrian routes at visitor center; modified in front of visitor center (1990)
- Sidewalk at employee parking area (1990)
- Concrete paver patio at 1938 residence / flammable storage shed
- Pedestrian routes – picnic area (1990)
- Social trail at picnic area
- Trail to Oregon Trail Ruts, to western side Scotts Bluff
- Employee parking area (1990)
- RV / bus parking area (1990)

Buildings and Structures
Contributing Features
- Visitor center (1935; 1937; 1938; 1949)
- Comfort station (1938)
- 1938 residence (1938; 1949)
- 1958 residence (1958)
- Maintenance shop (1936; 1958; 1971; 1981)
- West courtyard (1936; 1959; 1981)
- East courtyard, amphitheater, stage, and campfire circle, (1958)

Non-contributing Features
- Curved wall in front of visitor center (1990)
- Entrance kiosk (1990)
- Vehicle shed (c. 1990)
- Flammable storage shed (c. 2000)
- Accessible restroom (2013)
- Picnic shelters (2007)
- Benches
- Projection Booth

Small Scale Features
Contributing Features
- Adobe / stucco walls (1937; 1951)
- Adobe wall, west (1958)
- Board fence (1958)

Non-contributing Features
- Gate at Summit Road (2) (1990s)
- Split-rail fence
- Pony Express Monument (1964; 1990s)
- Flagpole (1939;1990)
- Time capsule (1994)
- Brick pavers at flagpole / time capsule (1990)
- Drinking fountain (2003)
- Pedestrian lights (1990)
- Bike rack (1990)
- Picnic tables, trash, associated with picnic area

Vegetation
Contributing Features
- Native and restored prairie
- Original 1940s plantings (extant plant palette and patterns)

Non-contributing Features
- Screen of evergreen trees, west of 1958 residence and the maintenance shop and yard

Utilities
Contributing Features
- CCC ditch and culvert (early 1930s)

Non-contributing Features
- Absorption field

Summit Road

Spatial Organization / Topography / Viewshed
Contributing Features
- Summit parking area – orients views 360 degrees
- Topography of bluffs
- Views to river, town, Main Complex

Circulation
Contributing Features
- Summit Road (1933-1937; 1939)
- Summit Road tunnels #1, #2, and #3 (1933-1937) (tunnel portals 1939)
- Summit Road concrete guardrails (1933-1937)
- Metal drainage grates (1933- 1937)
- Summit parking area and trails (1933-1937; 1953)
- Summit Trail (1933-1937; c. 1990)
- North overlook / observation point (1939)
- North overlook / observation point retaining wall and terrace
- Northeast overlook / observation point (c. 1937)
- Summit Trail, block wall
- Saddle Rock Trail (1933-1936; 1953; 1971; 1990; 2008)
- Saddle Rock Trail, concrete steps (1936)
- Saddle Rock Trail, pedestrian tunnel (1936; 1971)
- Saddle Rock Trail, block wall (c. 1936; 2008)
- Saddle Rock Trail, rock retaining wall (c. 1936)
- Saddle Rock Trail, concrete markers (2) (c. 1958)
- Zig Zag Trail (c. 1927)

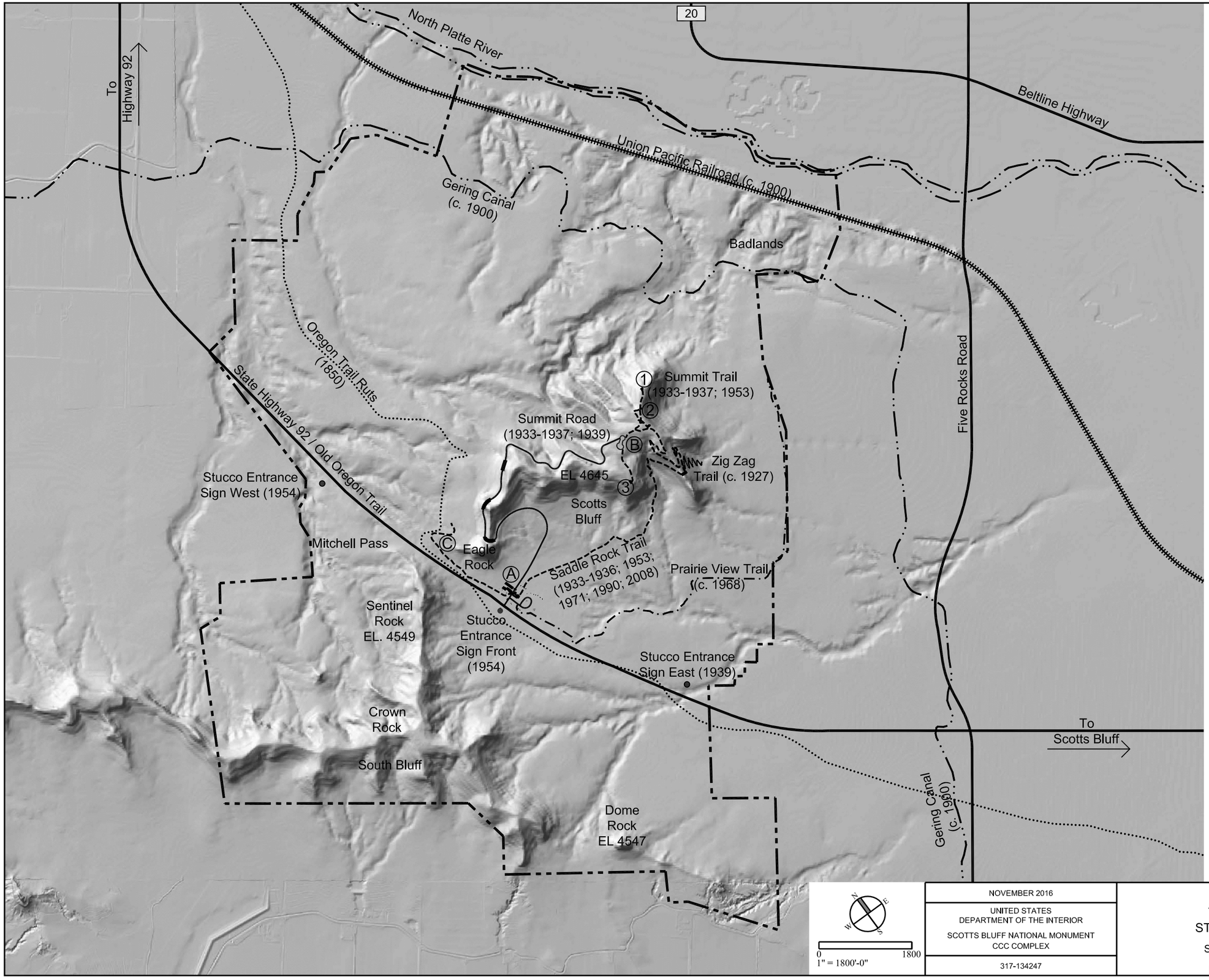
Non-contributing Features
- Northeast overlook retaining wall and terrace
- Observation Trail (1995)
- Observation point (1995)
- South Overlook Trail (1958)
- South overlook (1958)

Small Scale Features
Contributing Features
- Metal survey post (1933)

Non-contributing Features
- Scott Memorial (moved)
- Benches, signs, interpretive panels, trash / recycle

Vegetation
Contributing Features
- Intact native bluff vegetation
- Plantings at Summit – yucca, junipers and pine

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Sources:
ERO_Scotts_Bluff_NM_GPS.DWG, 2015 Google Maps, 2015 Google Earth, Scotts Bluff National Monument Systems Map, 1939 Headquarters Area - Utilities Layout (part of the Master Plan for Scotts Bluff National Monument), 1939 Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1943 Landscape and Walk Developments, 1957 Preliminary Site Preparation and Landscape Plan, 1989 Visitor Center Construction Documents, 1990 Summit Road Revegetation Plan, 1990 Planting Plan - Visitor Center, 2000 Existing Conditions - Visitor Center, 2015 Field Notes

Illustration 3-1.

N W E S
0 1800
1" = 1800'-0"

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR
SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134247

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT
TITLE OF DRAWING
STUDY AREA EXISTING CONDITION
NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

Study Area

This section describes the existing condition of the cultural landscape not included within the two landscape character areas. This portion of the Monument is dominated by natural resources and archeological resources that capture the history of human use over many years.

The landscape characteristics are broad in scope and relate to the overall cultural landscape:

- Natural Systems and Features
- Land Use
- Archeological Sites
- Circulation
- Small Scale Features

The study area retains many historic circulation and use patterns, and natural features, and remains similar to its appearance during the period of significance.

Natural Systems and Features

The Great Plains has cold winters, hot summers, little rain, and strong winds. The study area is adjacent to the North Platte River and the characteristic bluffs that rise above the river, at an average of 800 feet. The bluffs are deposits of soft stone that is easily eroded and prone to rock slides.[3.1] (Figure 3-1; Figure 3-2) Prairie grasses dominate the landscape with conifers growing on the bluffs and slopes. The steep precipices provide nesting habitat for birds, while the prairie is home to prairie dogs, deer, and other mammals.

The natural aspects of this area influenced its physical development. The initial route of the Oregon Trail followed the southern bank of the North Platte River. It swung south as it approached Scotts Bluff, as this formed an obstacle with the rugged badlands between the bluff and the river. A path through Mitchell Pass was created for the wagon trains, with Scotts Bluff as the visual and physiological landmark for the early westward travelers.

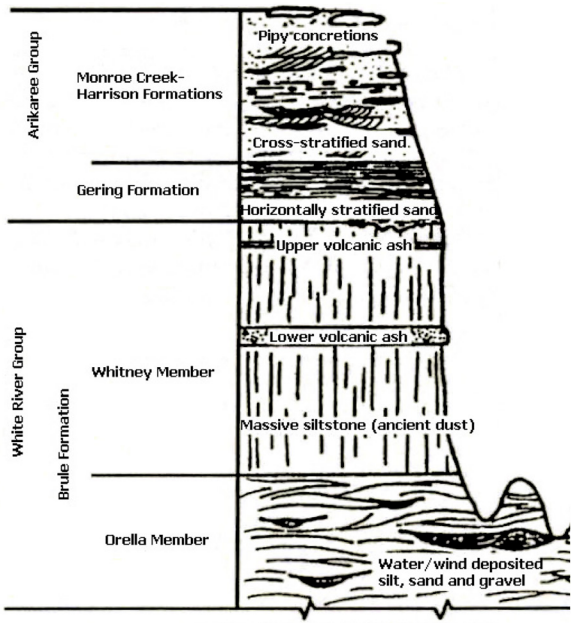
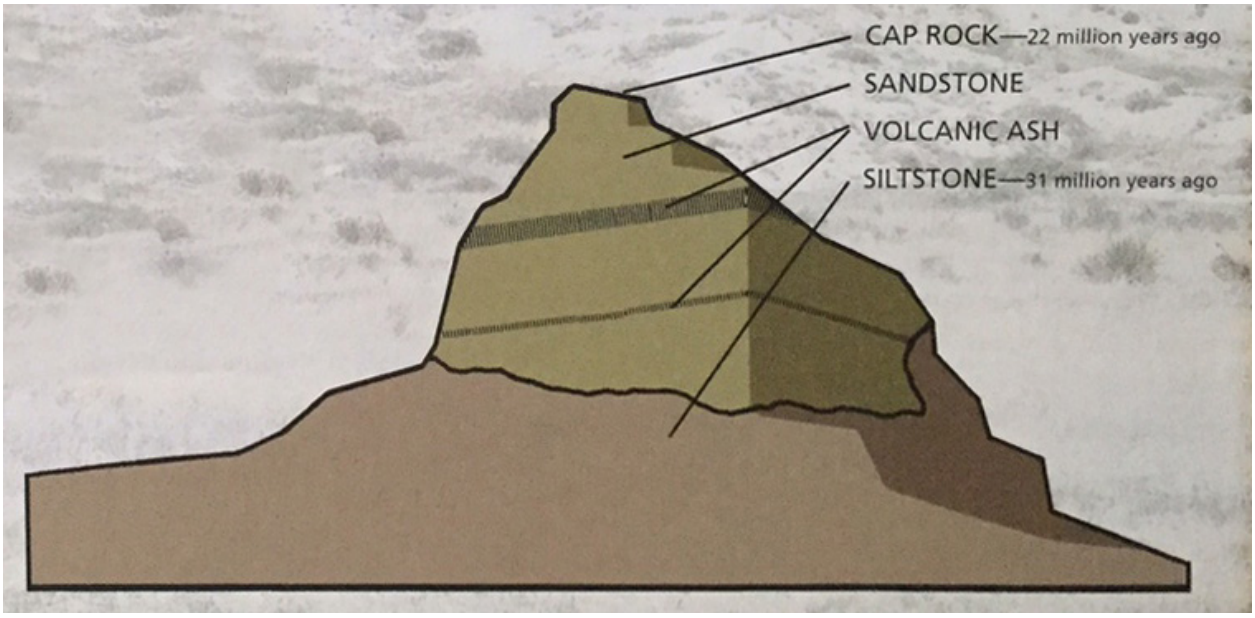


Figure 3-1. Scotts Bluff is composed of deposits of sand and mud, wind deposits of volcanic ash, and lime. (SCBL Brochure: Geology of Scotts Bluff)

This dramatic topography and association with the Oregon Trail was one of the reasons Scotts Bluff was established as a National Landmark in 1919. The natural setting inspired the design of the Main Complex and Summit Road. The Main Complex compliments the natural features with a horizontal orientation and buff-colored materials that mimic the geology of the bluffs. The Summit Road and trails were arranged to provide access to the Summit, while blending with the natural topography. The native vegetation was modified as part of the Monument's development, although the CCC plantings utilized native species.

The natural systems and features are a characteristic feature of the study area. These qualities contribute to the significance of the cultural landscape.

3.1 NPS, SCBL Geologic Resources Inventory Report, 2009.



Era	Period	Epoch (Age in m.y.)	Group	Formation/Unit	Member
CENOZOIC	Quaternary	Holocene (0.01–present)		Unconsolidated alluvium and colluvium	
		Pleistocene (1.8–0.01)			
	Tertiary	Pliocene (5.3–1.8)		Broadwater Formation	
		Miocene (23.0–5.3)	Ogallala Group	Angora sand and gravel beds	
				Ash Hollow Formation	
				Duer Ranch beds	
			unconformity		
			Arikaree Group	Camp Clarke unit	
				Monroe Creek–Harrison Formations (undivided)	
				Gering Formation	
		Oligocene (33.9–23.0)	unconformity		
			White River Group	Brule Formation	brown siltstone unit (informal member)
					Whitney Member
					Orella Member
		Eocene (55.8-33.9)		Chadron Formation	
			unconformity		

Figure 3-2. Regional uplifting created the Rocky Mountains and the high plains began to gradually erode away, except at certain locations which were protected by a cap rock of hard limestone, more resistant to erosion. This cap rock covers the tops of the bluffs in the area, slowing their rate of erosion relative to the unprotected surrounding landscape. Highlighted formations are those visible in the rocks at Scotts Bluff. (NPS, SCBL Geologic Resources Inventory Report, 2009)



Figure 3-3. Sentinel Rock, left; Eagle Rock, right; with Mitchell Pass, center, above:1932, bottom:2015. (SCBL Archives, Mundus Bishop, 2015)



Figure 3-4. Dome Rock, left. Crown Rock, right. Most of the land within the park boundary is native mixed-grass prairie with non-native species present in some previously disturbed areas. In general, these exotic plants have degraded native plant communities. Coniferous forest is on the bluffs. (Mundus Bishop, 2015)



Figure 3-5. Roads and trails were built to respond to the natural topography. (Mundus Bishop, 2015)

Land Use

The study area includes lands the National Park Service manages as Scotts Bluff National Monument. The Monument is nearly 3,000 acres in size, and its current land use is as a publicly accessible National Monument that interprets the Oregon Trail.

The Monument includes a visitor center and archive, and administrative offices. Additional administrative offices are nearby, located in the 1938 residence. A single private residence occurs at the west of the Main Complex, in the 1958 residence.[3.2] Maintenance activities are accommodated at the western end of the Main Complex.

Land uses within the Monument include inholdings and rights-of-way. The Union Pacific Railroad and Gering Irrigation Canal, installed in the early 20th century, cross the northern edge of the Monument. These features exemplify the westward expansion and settlement, including adaptation of the plains landscape for agriculture. Others include transmission lines and canals. These are non-contributing features to the Monument.

Many land uses of Scotts Bluff NM date from the period of significance, including the use of the site as a transportation route, as well as the use of the site as a visitor destination and monument, are contributing features.

The land use of the study area has changed since its use as a primary route for the Oregon Trail. Beginning in 1919, the land use was dominated by the National Monument, which supported visitor, administrative, maintenance, and residential uses.

3.2 The park converted the 1958 residence to administrative offices in 2016.

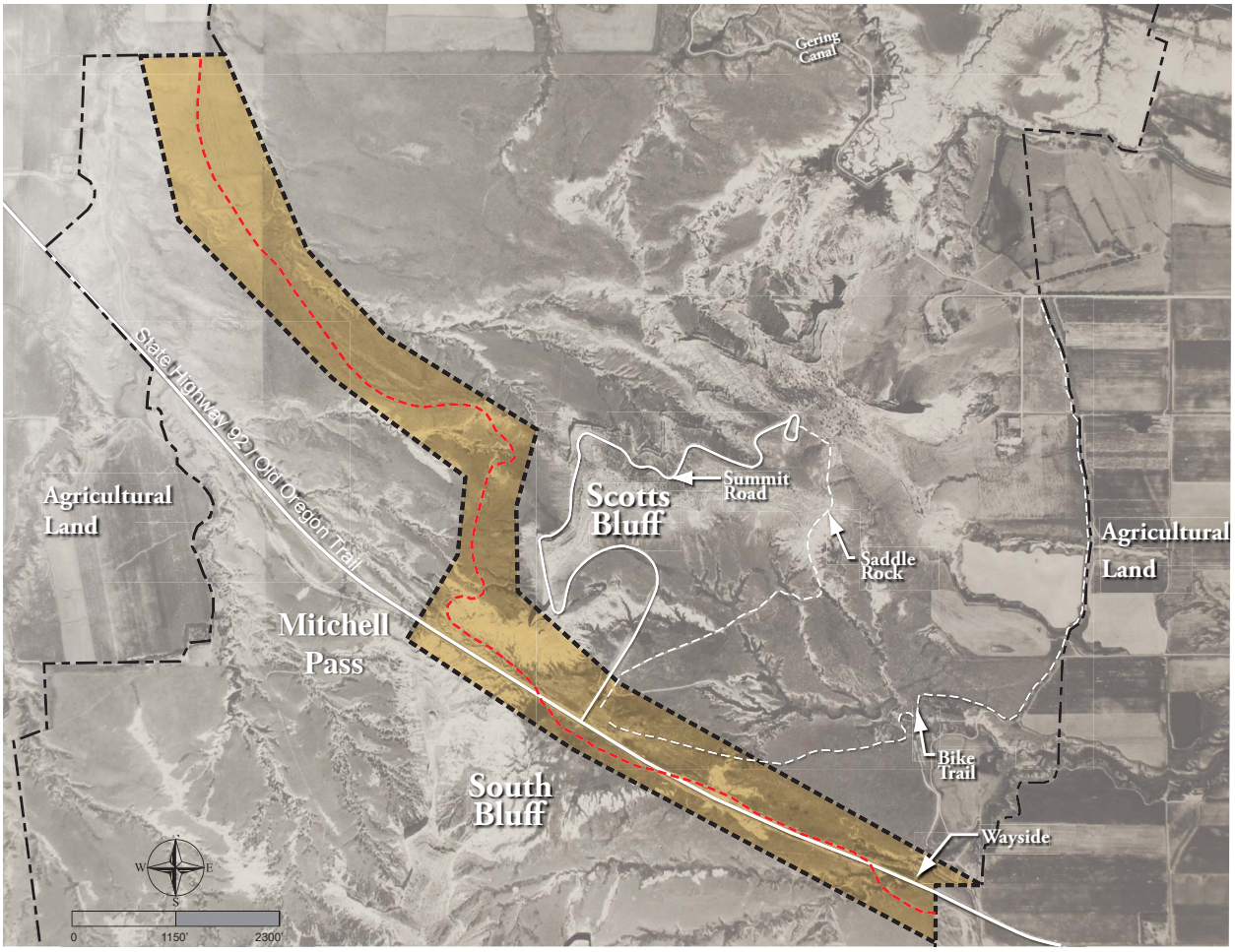


Figure 3-6. The Oregon Trail was established as a wagon route through Mitchell Pass in 1850. It was used by thousands of emigrants throughout the 19th century until the establishment of the Transcontinental railroad in 1869. After that time, it was used for local travel, but the ruts left behind by the wagons quickly began to erode. The Oregon Trail was partially obliterated along portions of State Highway 92 / Old Oregon Trail, which was expanded and graded in the 1940s. (Mundus Bishop, Oregon Trail Ruts Landscape Study, 2011)

Archeological Sites

The study area includes a number of archeological sites that pre-date European American arrival in the region. The NRHP lists 40 prehistoric sites, and two multi-component (historic and pre-historic) sites as contributing to the Monument. The most recent site inventory lists 48 sites, within the Monument boundaries, including artifact scatters, hearths, middens, structures and habitation sites, rock features, and the Oregon Trail Ruts (SCBL00064.000), Zig Zag Trail (SCBL00065.000), and the Hiram Scott Memorial Arch (SCBL00058.000).[3.3]

The prehistoric archeological sites are found in a wide variety of topographical settings, including the top of bluffs, bluff bases, and alluvial fans.[3.4] Some appear to have been used over long periods of time, which may be attributable to the mobility of people throughout the region due to the subsistence system of the Great Plains.

Water sources were significant features, and springs were noted by overland emigrants. These springs were important to prehistoric settlements as well, as evidenced by clusters of sites located around springs, including Scott's Spring.[3.5] Archeological work at Scott's Spring recorded episodic occupation that has been heavily dissected by arroyos and deposits of rock and sand from the eroding bluff.

Other prehistoric archeological sites include lithic scatters, habitation sites, rock features and hearths. Investigations have yielded information on prehistoric habitation patterns and hunting practices, and indicate occupation from 1930-370 BP, and even earlier.[3.6]

Recent archeological surveys indicate the Monument has great potential for containing additional sites. Known and potential archeological sites have yielded or are likely to yield information important in prehistory, specifically the Early Potters (Plains Woodland) period.[3.7]

Archeological sites dating to the historic period are primarily in the Mitchell Pass area. Some have been excavated, and include artifacts such as china, glass beads, tools, and bones.[3.8] The Oregon Trail through Mitchell Pass is recorded as an archeological site within the Monument. (Figure 3-6) Visible as a trace on the landscape, it is constantly being eroded by the native soft rock.

Today many archeological sites are in fair condition, due to the constant erosion of the surrounding geology. It is unknown how much of the process of erosion and deposition is a local phenomenon versus due to global patterns.[3.9] In 2013, the NPS Midwest Archeological Center began a project to assess erosion within the Monument. The project hopes to determine rates of erosion and its effect on vegetation, archeological features and artifacts.[3.10]

3.3 MWAC, SCBL Site List Inventory Detail, 2016.
3.4 Caven Clark, Archeological Survey of Scotts Bluff National Monument, Scotts Bluff County, Nebraska. Midwest Archeological Center Occasional Studies in Anthropology No. 31. Lincoln, NE: US Dept of the Interior, NPS, Midwest Archeological Center, 1994, 39.
3.5 Clark, Archeological Survey of Scotts Bluff National Monument, 39-40,
3.6 CLI, 28. Scotts Bluff NRHP, 14.
3.7 Scotts Bluff NRHP, 19.
3.8 CLI, 28.
3.9 Clark, Archeological Survey of Scotts Bluff National Monument, 40-41.
3.10 MWAC, Unpublished document. SCBL Project Summary.



Figure 3-7. In 1939 the stucco entrance sign at the east entrance was built on State Highway 92 / Old Oregon Trail, c. 1954. (SCBL Archives)



Figure 3-8. East stucco entrance sign and pullout on State Highway 92 / Old Oregon Trail, 2015. (Mundus Bishop, 2015)

Small Scale Features

The Monument has numerous small scale features throughout the study area. These include signs, fences, benches, memorials, trail markers and interpretive exhibits.

The first known memorial is a granite marker placed at Mitchell Pass, added in 1912. It remains in its original location and is a contributing feature.

Identification signs for the Monument have varied throughout the years. Stucco entrance signs were first established at the east entrance and in front of the Main Complex in 1939. (Figure 3-7) An additional sign was added to the west entrance in 1954. (Figure 3-14) At the same time, the entrance sign at the Main Complex was removed, and replaced across the road. The have remained intact from the period of significance and are similar in character and materials to the other built features. Other signage and interpretive panels throughout the study area are recent additions.

Boundary fences are contemporary additions and are not contributing features. The east boundary fence was recently replaced in 2010 to be less visually obtrusive.

Granite benches, signs, and other small scale features are located throughout the Monument. The NPS documents noncontributing features as part of its inventory in the Facility Management Software System (FMSS).



Figure 3-9. Oregon Trail Ruts looking eastward, c. 1969. (SCBL Archives)



Figure 3-10. Oregon Trail Ruts existing condition during the 2010 Oregon Trial Ruts Landscape Study and Environmental Assessment. (Mundus Bishop, 2010)

Circulation

Circulation of the study area includes the Oregon Trail, State Highway 92 / Old Oregon Trail, and pedestrian trails that link the Main Complex to the Oregon Trail Ruts and in opposite direction, to the town of Gering. The Union Pacific Railroad is also within the study area, which was laid in the early 1900's to transport commodities of crops and cattle raised by area farmers.

The dominant feature of the circulation system is the route of the Oregon Trail. (Figure 3-9; Figure 3-10) Remnants of this route through the Monument are difficult to discern, while in other areas the ruts are clearly visible. Oregon Trail Ruts within the Monument range from buried non-visible trail ruts to defined, two-track ruts, to wider corridors or 'troughs.' Ongoing erosion has affected the Oregon Trail, particularly in steep sections.

Today, State Highway 92 / Old Oregon Trail is the primary vehicular circulation route through the Monument, and generally follows the approximate route of the Oregon Trail. (Figure 3-7; Figure 3-8) The highway was built on top of portions of the original trail as it passes the Main Complex. Views along the highway are significant because they approximate the view of the bluffs that the emigrants experienced on their way west.

The Oregon Trail, State Highway 92 / Old Oregon Trail, and Union Pacific Railroad remain from the period of significance and reflect the historic setting and development of the Monument. These are contributing features.



Figure 3-11. The Oregon-California Interpretive Trail. (Mundus Bishop, 2009)



Figure 3-12. Oregon-California Interpretive Trail on Oregon Trail rut alignment looking east. (Mundus Bishop, 2009)

Study Area - Circulation			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Oregon Trail Ruts (1800 to 1899)	Wagon ruts from the emigrant trail in use from 1800 to c.1899.	Fair / Poor	Contributing
Union Pacific Railroad (c. 1990)	Extends east west across the northern edge of the Monument. Established in early 1900s to transport local goods.	Unknown	Contributing
State Highway 92 / Old Oregon Trail (1927; 1940)	Two lane paved asphalt road, with pullouts at both entrances to the Monument, each pullout has a stucco entrance sign. Established as a transportation corridor in the 1850s and formally paved into a highway in the 1940s.	Good	Contributing
Prairie View Trail (1968)	Asphalt paved bike path from the Main Complex to Gering, Nebraska.	Good	Non-contributing
Oregon-California Interpretive Trail (1990)	Pedestrian, asphalt paved trail from the Main Complex to access the Oregon Trail Ruts.	Good	Non-contributing
Saddle Rock Trail (1933-1936; 1953; 1971; 1990; 2008)	Steep asphalt trail, 5’ wide, connects Summit with Main Complex. (See Summit Landscape Character Area for further description)	Fair	Contributing



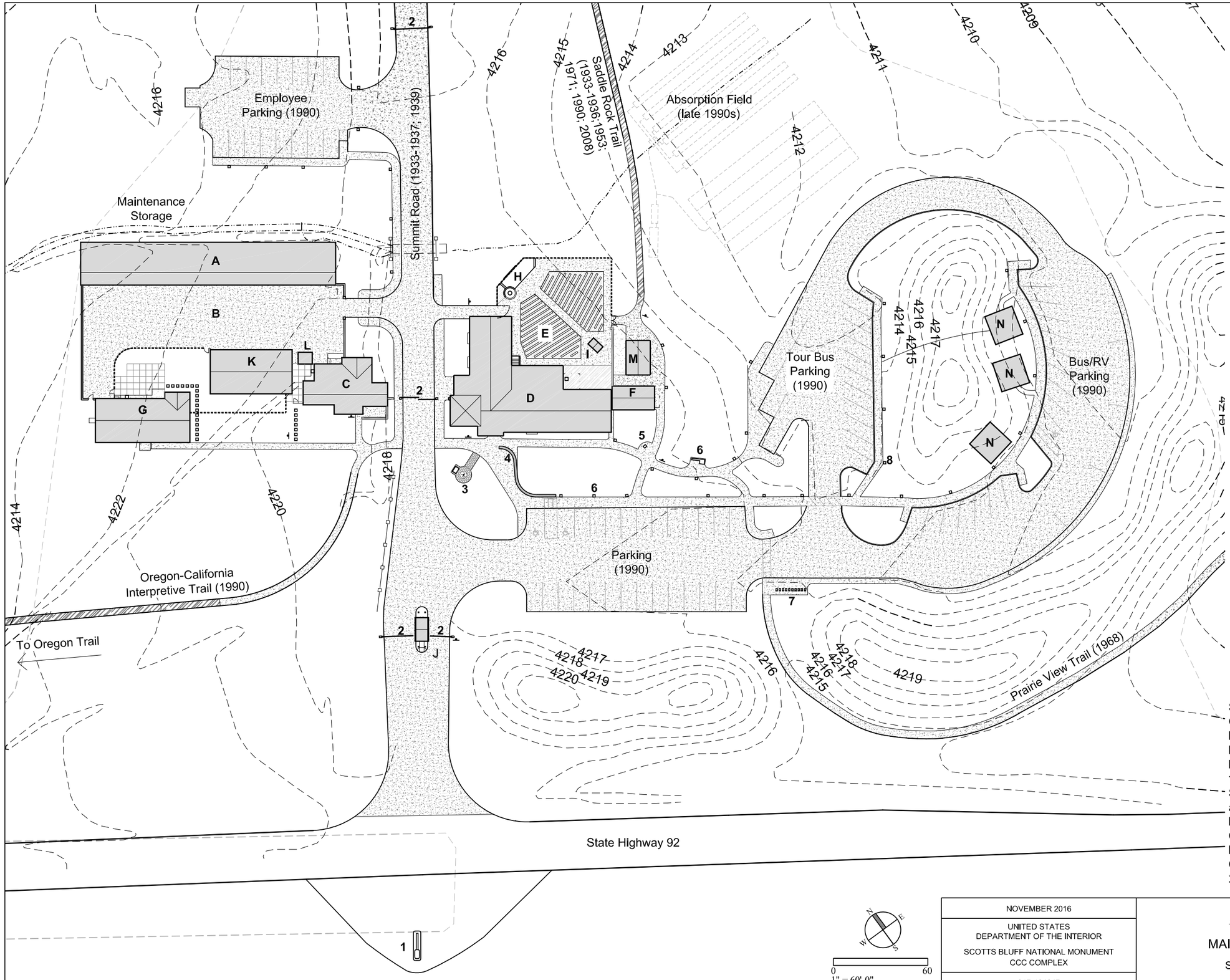
Figure 3-13. Stocco entrance sign, east entrance. (Mundus Bishop, 2015)



Figure 3-14. Stocco entrance sign, west entrance. (Mundus Bishop, 2015)



Figure 3-15. Stucco entrance sign across from the Main Complex. (Mundus Bishop, 2015)



LEGEND

- BUILDING / STRUCTURE
- WALL
- GRAVEL
- CONCRETE PAVING
- ASPHALT PAVING
- BRICK PAVERS
- SOCIAL TRAIL
- WOOD FENCE
- SPLIT RAIL FENCE
- SWALE
- CULVERT

Buildings and Structures

- A Maintenance Shop (1936; 1958; 1971; 1981)
- B West Courtyard (1936; 1958; 1981)
- C 1938 Residence (1938; 1949)
- D Visitor Center (1935; 1937; 1938; 1949)
- E East Courtyard (1958)
- F Comfort Station (1938)
- G 1958 Residence (1958)
- H Stage (1958)
- I Projection Booth (1958)
- J Entrance Kiosk (1990)
- K Vehicle Shed (c.1990)
- L Flammable Storage Shed (c. 2000)
- M Accessible Restroom (2013)
- N Picnic Shelters (3), (2007)

Small Scale Features

- 1 Stucco Entrance Sign (west entrance and front entrance 1954; east entrance 1939)
- 2 Entrance Gates (1990s)
- 3 Flagpole (1990) / Time Capsule (1994)
- 4 Curved Wall at Visitor Center (1990s)
- 5 Drinking Fountain (2003)
- 6 Pony Express Monument (1964; 1990s)
- 7 Bike Rack (1990)
- 8 Pedestrian Lights, Typ. (c. 1990)

Sources: ERO_Scotts_Bluff_NM_GPS.DWG, 2015 Google Maps, 2015 Google Earth, Scotts Bluff National Monument Systems Map, 1939 Headquarters Area - Utilities Layout (part of the Master Plan for Scotts Bluff National Monument), 1939 Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1943 Landscape and Walk Developments, 1957 Preliminary Site Preparation and Landscape Plan, 1989 Visitor Center Construction Documents, 1990 Summit Road Revegetation Plan, 1990 Planting Plan - Visitor Center, 2000 Existing Conditions - Visitor Center, 2015 Field Notes

Illustration 3-2.

NOVEMBER 2016	TITLE OF PROJECT: CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT
UNITED STATES DEPARTMENT OF THE INTERIOR SCOTTS BLUFF NATIONAL MONUMENT CCC COMPLEX	TITLE OF DRAWING: MAIN COMPLEX EXISTING CONDITION
317-134247	NAME OF PARK: SCOTTS BLUFF NATIONAL MONUMENT REGION: MIDWEST · COUNTY: SCOTTS BLUFF · STATE: NEBRASKA

Main Complex

The Main Complex is the historic designed landscape built at the base of Scotts Bluff between 1933 to 1958. Federal work relief programs, including the CCC and WPA, developed visitor and administrative facilities here between 1933 and 1949. This work included the visitor center, the maintenance shop, the 1938 residence, the 1958 residence, courtyards, and plantings. Additional construction was undertaken during the Mission 66 program in the 1950s.

The Main Complex landscape character area includes the CCC constructed visitor center, 1938 residence; maintenance shop, and other associated buildings, structures, and small scale features.

This section evaluates the existing condition and modifications made to the Main Complex over time. Evaluation of existing condition and analysis of integrity for the Main Complex is through the analysis of six landscape characteristics.

- Spatial Organization / Topography / Viewshed
- Cluster Arrangement
- Circulation
- Buildings and Structures
- Small Scale Features
- Vegetation

In general, the Main Complex has maintained spatial relationships and views of the historic designed building complex, including cluster arrangement, circulation, and buildings and structures. Modifications to the cluster arrangement and circulation system since the period of significance with newer additions that do not follow historic patterns somewhat diminishes the integrity of the Main Complex.

Spatial Organization / Topography / Viewshed

The Main Complex is set at the base of Scotts Bluff, at the east edge of Mitchell Pass. The complex of buildings, structures, walls, and plantings are organized into a relatively dense cluster set into the natural sloping topography, minimizing the mass of the complex within the broader prairie landscape. This design approach creates a built setting that is visible from the east and west entrances on State Highway 92 / Old Oregon Trail, but is subordinate to the primary features of the Oregon Trail route - Mitchell Pass through the break between Scotts Bluff and Dome Rock. (Figure 3-18; Figure 3-19)

All park facilities including administration, maintenance and visitor functions are centralized as part of this relatively dense grouping of uses. The Main Complex is set back from the highway, allowing the Oregon Trail route and Mitchell Pass to remain the dominant features of the Monument. The orientation of the Main Complex is generally perpendicular to Scotts Bluff and in alignment with the east west route of the Oregon Trail. This creates a strong relationship to the trail, with the bluffs as the prominent backdrop.

The Main Complex was initially built during the New Deal-era, completed over several years. The evolution of the Main Complex was designed to be compatible with the adjacent topography, rectangular form of the visitor center (1935) and parking (1933). Buildings, structures and walls were added to the Main Complex through 1949, and created the cohesive complex that remains today.

The primary views from the park entrances are oriented towards Mitchell Pass, assisted by the alignment of State Highway 92 / Old Oregon Trail that generally follows the Oregon Trail alignment. On the east, the



Figure 3-16. The Main Complex of buildings, structures and courtyards arranged along a uniform setback, and set as a gateway, signaling the entrance to the Monument, 1949. (SCBL Archives)



Figure 3-17. Contemporary additions of the entrance kiosk, and RV / bus parking area with landscape berms, disrupts the cluster arrangement. (Mundus Bishop, 2015)


SCOTTS BLUFF
NATIONAL MONUMENT







Figure 3-18. Entering the Monument from the east towards the west via State Highway 92 / Old Oregon Trail. (Mundus Bishop, 2015)


ENTERING
SCOTTS BLUFF
NATIONAL MONUMENT
NATIONAL PARK SERVICE
UNITED STATES
DEPARTMENT OF THE INTERIOR





Figure 3-19. Entering the Monument from the west towards the east via State Highway 92 / Old Oregon Trail. (Mundus Bishop, 2015)



Figure 3-20. The Main Complex was designed as a dense cluster of buildings at the base of the bluffs. View from Eagle Rock, 1937. (SCBL Archives)



Figure 3-21. Main Complex from Scotts Bluff in 1939. The spatial organization of the Main Complex includes the Summit Road as a formal axis for the arrangement of the Monument buildings. (SCBL Archives)

Main Complex becomes visible with a low profile set in a backdrop of vegetation, as the highway turns slightly north. Today, this view is interrupted by the 1990s addition of plantings, picnic shelters and the RV / bus parking area on the east side of the Main Complex. From the west, the Main Complex becomes visible from the top of the hill, which is similar to the historic view. However the view from the west is also interrupted by the same 1990s features.

Cluster Arrangement

The Main Complex is a cohesive cluster of buildings, structures, walls, and courtyards, arranged in an ordered composition, and set to blend into the naturally sloping landscape at the base of Scotts Bluff. The cluster arrangement consists of two building arrangements set on either side of Summit Road, composed of seven buildings and two courtyards. (Figure 3-34) It is a formal arrangement with the central axis of Summit Road as a key organizing feature. The buildings and structures are placed along a consistent front setback oriented to the south. The two enclosed courtyards are framed by buildings, walls, vegetation and topography.

The Main Complex, generally complete in 1939, consists of two building arrangements of a relatively similar size and proportion, with features that follow a similar pattern and rhythm (Figure 3-35). In plan, each individual complex is generally square. Together they created an orthogonal framework that was longer east west than north south. Each included an enclosed courtyard. On the west, the west courtyard connected the 1938 residence on the south with the maintenance shop on the north. A tall wall enclosed the west courtyard. On the east, the visitor center served as the south edge of the Main Complex with the enclosed east courtyard to the north. The addition of the Jackson Memorial wing extended north along Summit Road, making it relatively inconspicuous from the front of the complex due to its orientation north and alignment with the road. Trees on the west and north edges of the Main Complex screened maintenance operations from the Summit above.

By 1958 the Main Complex was enlarged by the expansion of the maintenance shop and an addition to the 1938 residence. (Figure 3-29) This modified the previously square configuration into a rectangular plan on the west, and resulted in the characteristic rectilinear framework of today (Figure 3-34). In the 1950s the east courtyard was expanded to the north and repurposed as an amphitheater. The east courtyard became a public space, and went from an enclosed space to one with an open view to the north to Scotts Bluff. These modifications followed earlier principles of designing in plan and elevation to follow established patterns. The accessible restroom (2013), addition to the maintenance shop in 1981, and the 1990 addition of the employee parking area did not respect these principles. The accessible restroom was oriented to the east and did not respect the established two or three-dimensional building plan lines. The new parking was set on grade, not tucked into the hillside.

The buildings and structures create a rhythm and pattern in both plan and elevation upon which the framework of the Main Complex is composed. From the south, the buildings are set parallel to the Oregon Trail along a front setback at the visitor center's front façade. In plan, the buildings step to the north along six parallel lines (Figure 3-36). The consistent vocabulary of front and back walls align across both complexes, e.g., the 1938 residence aligns with the comfort station (1938). The 1958 residence steps slightly forward and creates an important anchor

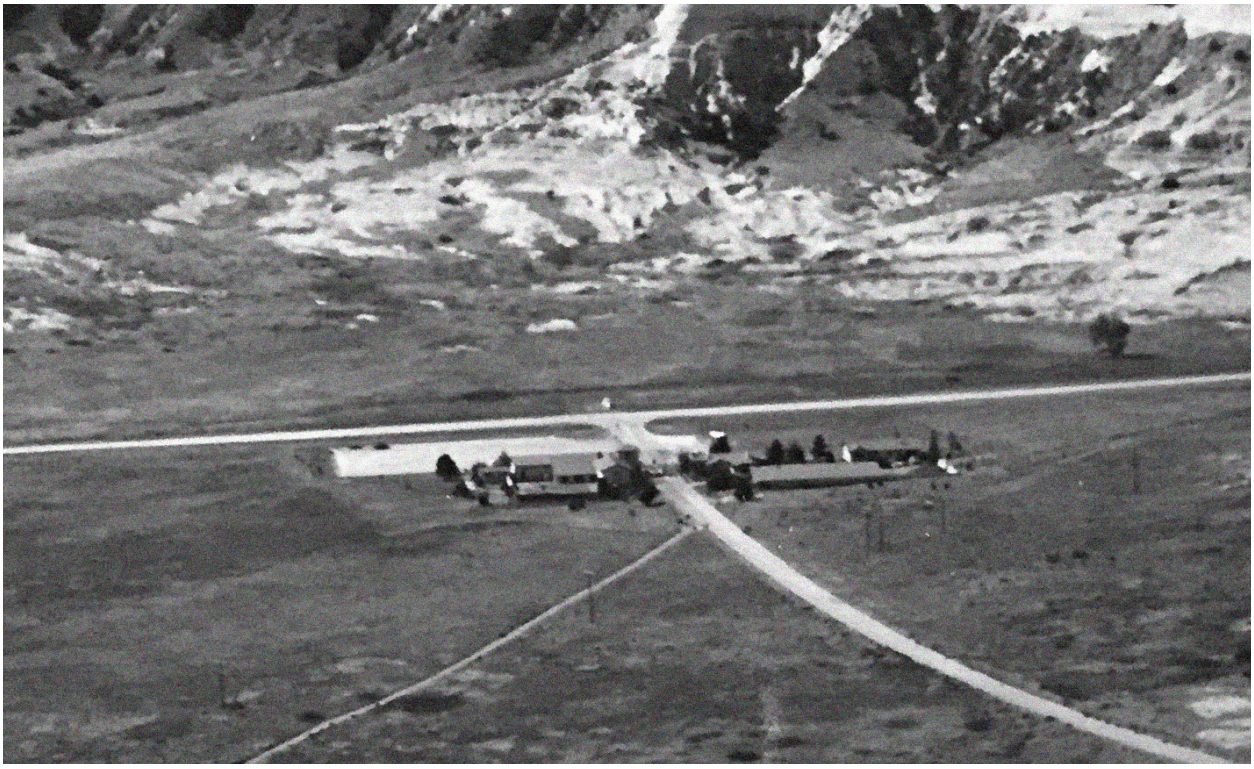


Figure 3-22. Main Complex from the south overlook in 1959. (SCBL Archives)



Figure 3-23. Main Complex from the south overlook in 1976. (SCBL Archives)



Figure 3-24. The same view in 2015. The balance of the site has shifted due to contemporary additions, particularly the employee parking area and the RV / bus parking area, yet retains its formal axis and orthogonal layout. (Mundus Bishop, 2015)



Figure 3-25. The visitor center in 1935. The rectangular and orthogonal arrangement was inspired by the bluffs seen behind — the horizontal orientation and buff colored stucco of the building imitate the layered geology of Scotts Bluff, complementing the natural setting. (SCBL Archives)



Figure 3-26. The visitor center in 2015. The building was modified in the 1940s with the additions following the buildings original form, orthogonal arrangement, and setback. (Mundus Bishop, 2015)

on the west. In elevation, the buildings, structures, walls and fences follow a pattern and rhythm where rooflines and tops of walls align at a series of consistent heights (Figure 3-36). A similar finish floor elevation is used for all features, made possible by tucking the north features into the hillside. The overall effect is a complex of similar mass and scale from front to back.

More recent modifications to visitor parking and circulation negatively impact the cluster arrangement of the Main Complex. Instead of following established patterns, these features introduce an organic arrangement, and add topography and picnic structures that disrupt views of the Main Complex.



Figure 3-27. The Main Complex, 1938, was arranged at the base of the bluffs along a consistent front setback, built of buff-colored stucco to imitate the native rocks. Native vegetation was modified by the CCC using native species at building edges and as screens. (SCBL Archives)



Figure 3-28. Additions to the Main Complex in the 1940s, shown here in 1949, followed the established spatial organization and cluster arrangement. (SCBL Archives)



Figure 3-29. The Main Complex, 1975. Roof lines were designed to be level across the site. The 1958 residence, far left, matched the roof-line elevation of 1938 residence, and the main section of the visitor center. (SCBL Archives)



Figure 3-30. The Main Complex, 2015. The visitor parking area was modified in the 1990s. The arrangement of the complex maintains the dense cluster and focus at the base of the bluffs. (Mundus Bishop, 2015)



Figure 3-31. The Main Complex from Saddle Rock Trail, 2015. (Mundus Bishop, 2015)



Figure 3-32. Gateway to Scotts Bluff between the visitor center and the 1938 residence, 1956. (SCBL Archives)



Figure 3-33. Gateway, 2015. Even with the absence of the historic columns and wood gates, the sense of enclosure through the gateway remains. (Mundus Bishop, 2015)

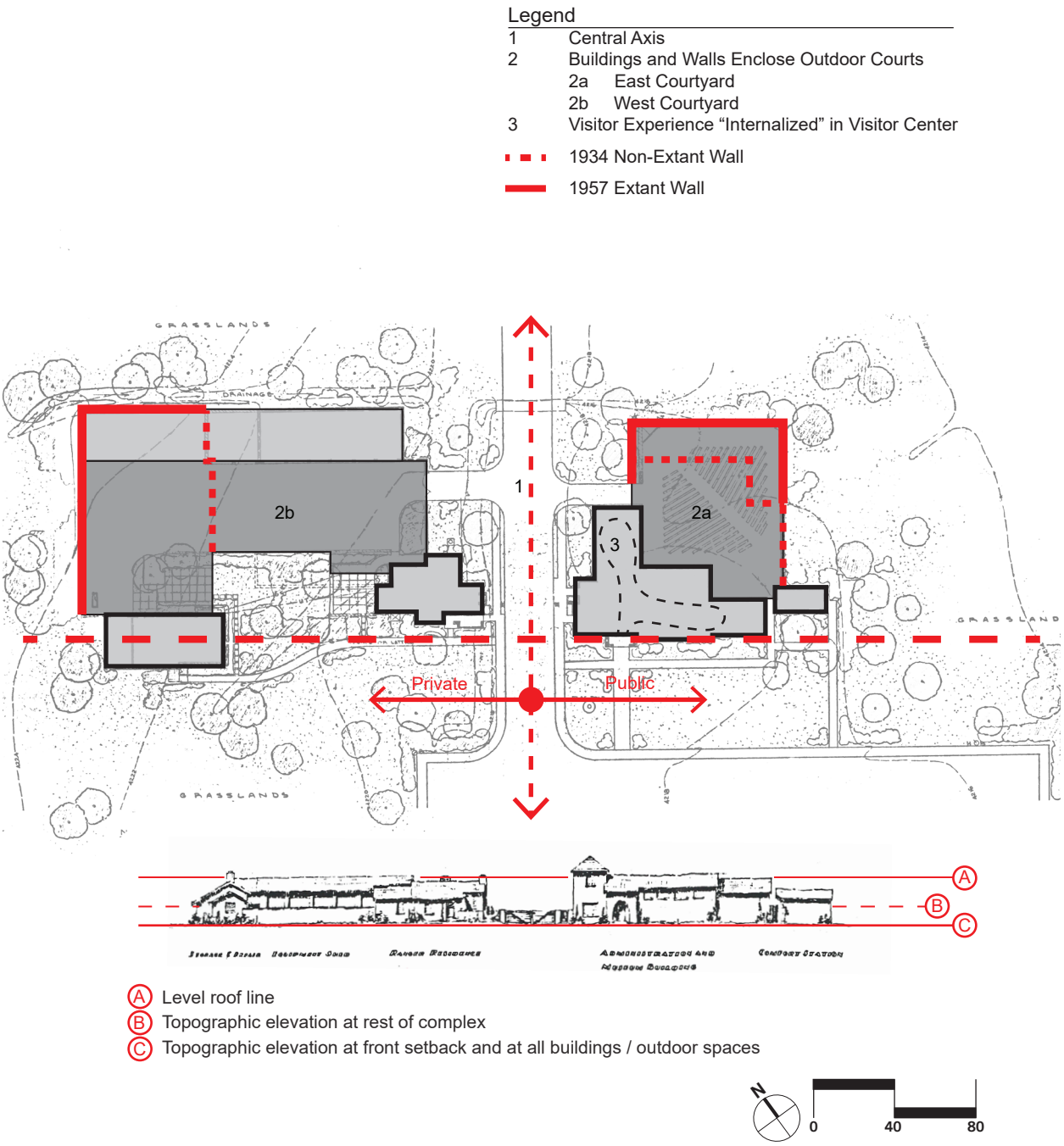


Figure 3-34. The Main Complex is formally arranged along Summit Road, which divides the complex into two smaller complexes. The front of the Main Complex is set parallel to State Highway 92 / Old Oregon Trail, with the buildings aligned along a consistent setback, forming a relatively uniform front facade. The buildings are also organized along a consistent pattern of roof lines, made possible by tucking the Main Complex into the natural topography. (Mundus Bishop, 2015)

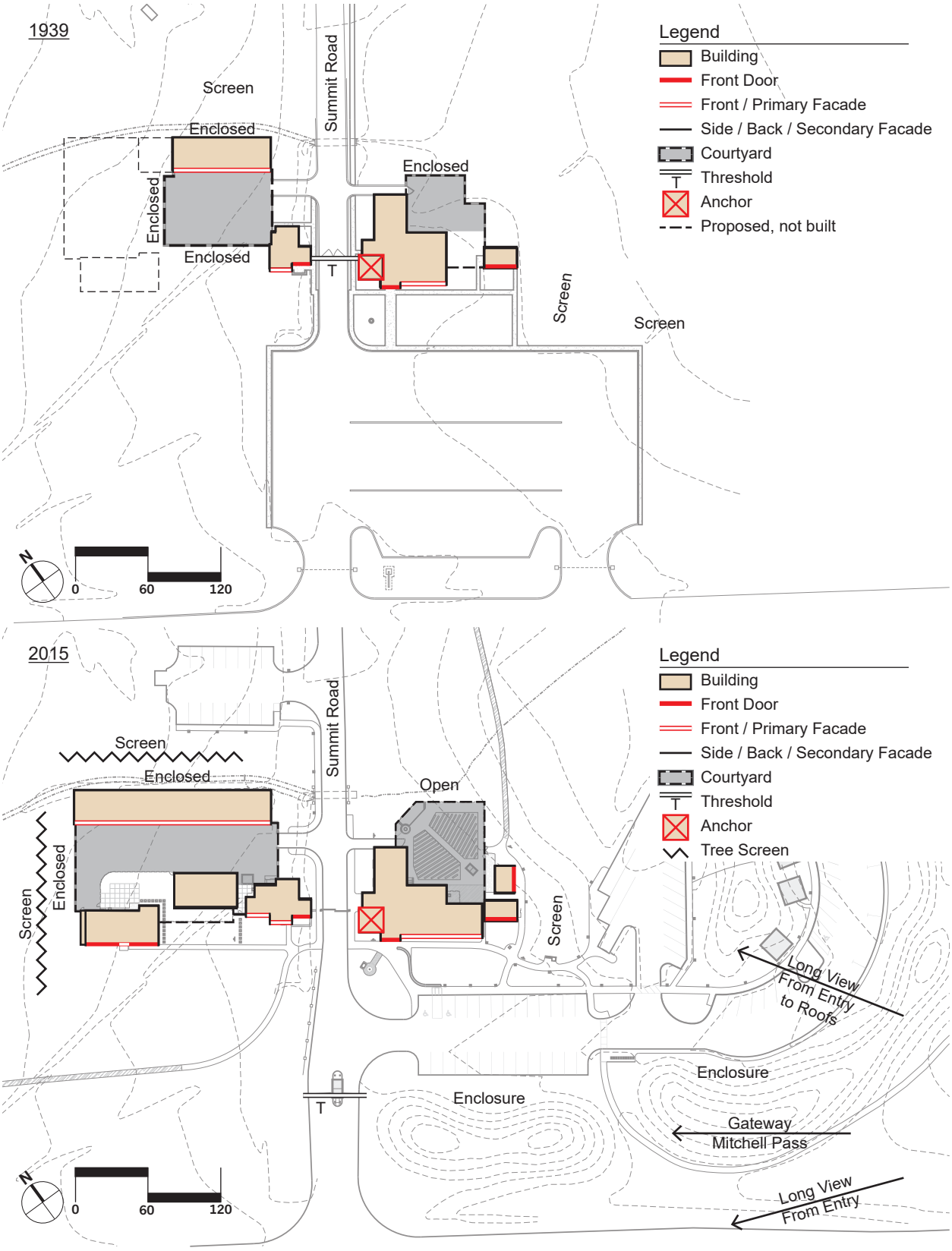
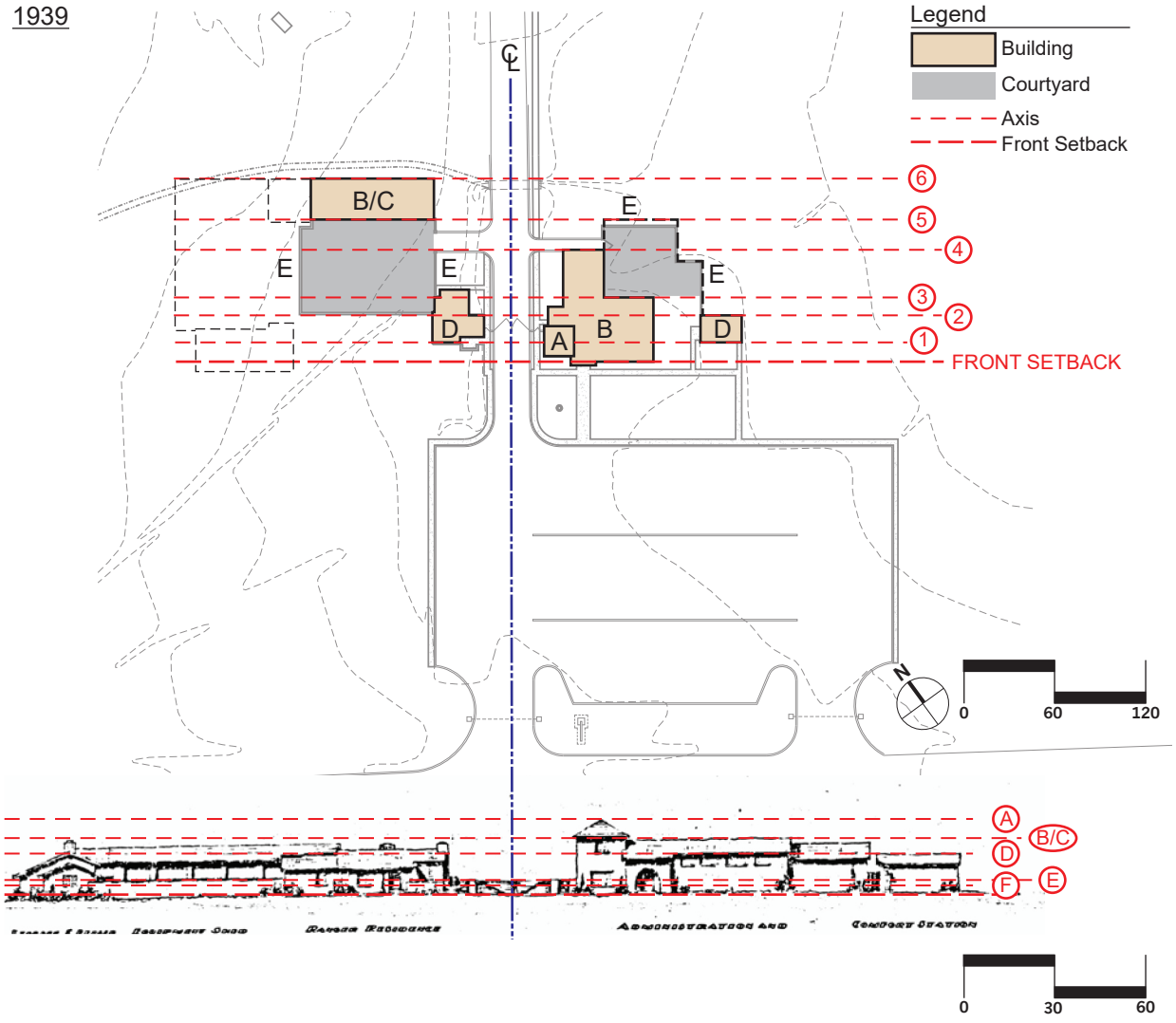


Figure 3-35. The Main Complex was generally complete in 1939, consisting of two building arrangements of a relatively similar size and proportion, with features of a similar pattern and rhythm. (Mundus Bishop, 2015)


1939
Legend
Building
Courtyard
Axis
Front Setback
B/C
E
E
E
E
D
A
B
D
6
5
4
3
2
1
FRONT SETBACK
N
0
60
120
A
B/C
D
F
E
0
30
60

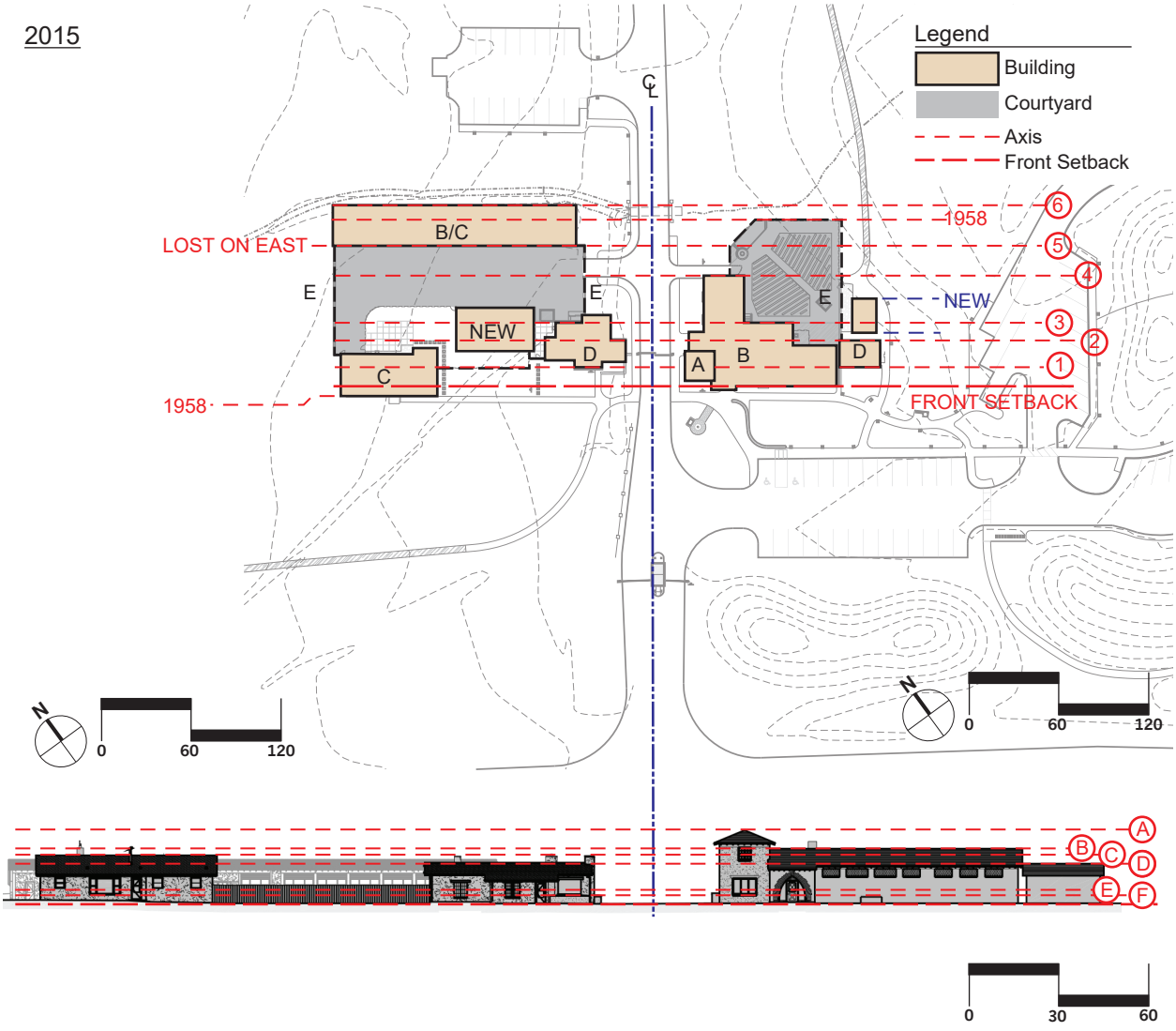


Figure 3-36. The buildings and structures create a rhythm and pattern in both plan and elevation upon which the framework of the Main Complex is composed. From the south, the buildings are set parallel to the Oregon Trail along a front setback at the visitor center's front façade. In plan, the buildings step to the north along six parallel lines. (Mundus Bishop, 2015)



Figure 3-37. Entrance at Summit Road, c. 1940. (SCBL Archives)



Figure 3-38. Entrance, 2015. The entrance kiosk added in 1990 disrupts the gateway experience. (Mundus Bishop, 2015)

Circulation

The circulation of the Main Complex is generally an organized grid, set primarily at the front of the complex. In some instances, it is oriented to follow the orthogonal arrangement of buildings and structures, and in other areas it is more organic in form. Summit Road is the central axis for the circulation system, splitting the Main Complex into two portions. It provides access to the Summit of Scotts Bluff, and all other routes connect to this central spine. Summit Road intersects with State Highway 92 / Old Oregon Trail on the south. (Figure 3-37; Figure 3-38)

The circulation pattern shifts to a more organic arrangement on the east end of the Main Complex, where an RV / bus parking area and room for overflow parking forms a circular loop around a central planting island. A rectangular-shaped visitor parking area faces the visitor center. (Figure 3-40) Employee parking is at the rear of the Main Complex, (Figure 3-41) and maintenance parking is within the west courtyard, screened from public view.

Pedestrian circulation is an orthogonal arrangement of paths connecting building entrances with straight paths that follow building facades. The primary pedestrian route into the visitor center breaks the historic pattern and introduces a curved and organic form into the otherwise orthogonal arrangement. At both residential buildings, concrete pavement with wood spacers forms a level terrace, connected to the walk in front (south) of the buildings by concrete paving stones.

The two lane Summit Road remains the same size and scale as originally built in the 1930s. The visitor parking was initially a massive open space in front of the visitor center, with two entrances from State Highway 92 / Old Oregon Trail, and an additional head-in parking area at the west side of the lot. (Figure 3-42) Visitor parking was modified to a single entrance from the highway in the 1950s. (Figure 3-43) It was extensively altered in the 1990s when the parking area was reduced in size and screened from the highway with tall berms. The additional spaces to the west of the lot were removed, and the circular drive and RV / bus parking area was added. As part of these modifications, new employee parking was added as a surface lot to the north of the west courtyard. The alignment and orientation of these newer features disrupts the historic organization of the site's circulation. These recent modifications alter the originally square configuration at the front of the Main Complex and dispersed parking into previously undeveloped areas. (Figure 3-44)

Pedestrian routes originally followed the orthogonal arrangement of the Main Complex, connecting buildings and use areas with linear paths. This arrangement has remained, however the original design has been modified with walkways rebuilt as curved walks. The main entrance to the visitor center has been realigned to curve from the visitor parking area to the front entrance. Brick paving near the flagpole had further diminished the historic design intent. Curved walks from the visitor and RV / bus parking areas to the accessible restroom (2013) have also negatively impacted the circulation patterns of the Main Complex. Instead of following the established orthogonal pattern, the new walks introduce an organic arrangement that does not follow the historic design.

Paving

The access road and visitor parking are 9-inch thick reinforced concrete paving. Summit Road is 15-inch thick reinforced concrete



Figure 3-39. Summit Road, from the north towards the Monument entrance. (Mundus Bishop, 2015)



Figure 3-40. The visitor parking area was modified in 1990 as a smaller area screened from the highway with low berms, and a loop for RV / bus access and parking. An employee parking area was added behind the maintenance shop . (Mundus Bishop, 2015)



Figure 3-41. Employee parking area. (Mundus Bishop, 2015)

paving. The concrete paving is generally in good condition with sealed joints and an occasional damaged panel. Some crack sealing and patching was also observed.

The visitor parking area has a capacity for approximately 70 passenger vehicles and eight (8) oversized or recreation vehicles. Two (2) accessible parking are stalls adjacent to the visitor center. One (1) is further east near the RV / bus parking area. No identifiable issues with parking or overall vehicular circulation were noted.

Drainage / Storm Sewer

Grade generally trends from southwest to northeast across the site. There are no issues identified by park staff.

Road drainage is conveyed in attached curb and pan, and is collected in inlets near the gate along Summit Road. Inlets discharge to the drainage channel just north of the buildings, and flows under the road and to the east.

The visitor parking area drains to a pan just north of the south row of parking spaces. The pan flows east around the picnic areas and the RV / bus parking area with discharge through two (2) curb cuts in the northeast corner. The curb cuts are somewhat overgrown with vegetation; however, park staff did not identify any drainage issues in this area.

Downspouts just east and west of the front door discharge to the adjacent landscape areas. The landscape areas are lower than the adjacent sidewalk so drainage cannot flow away from the building. On the east side, it is understood that a French drain system was installed on the south side of the visitor center that is comprised of a 3-inch perforated PVC pipe that is relatively shallow to the adjacent grade. There are two (2) 'bubble-up' pipes adjacent to the existing sidewalk that provide an outlet for the French drain system.

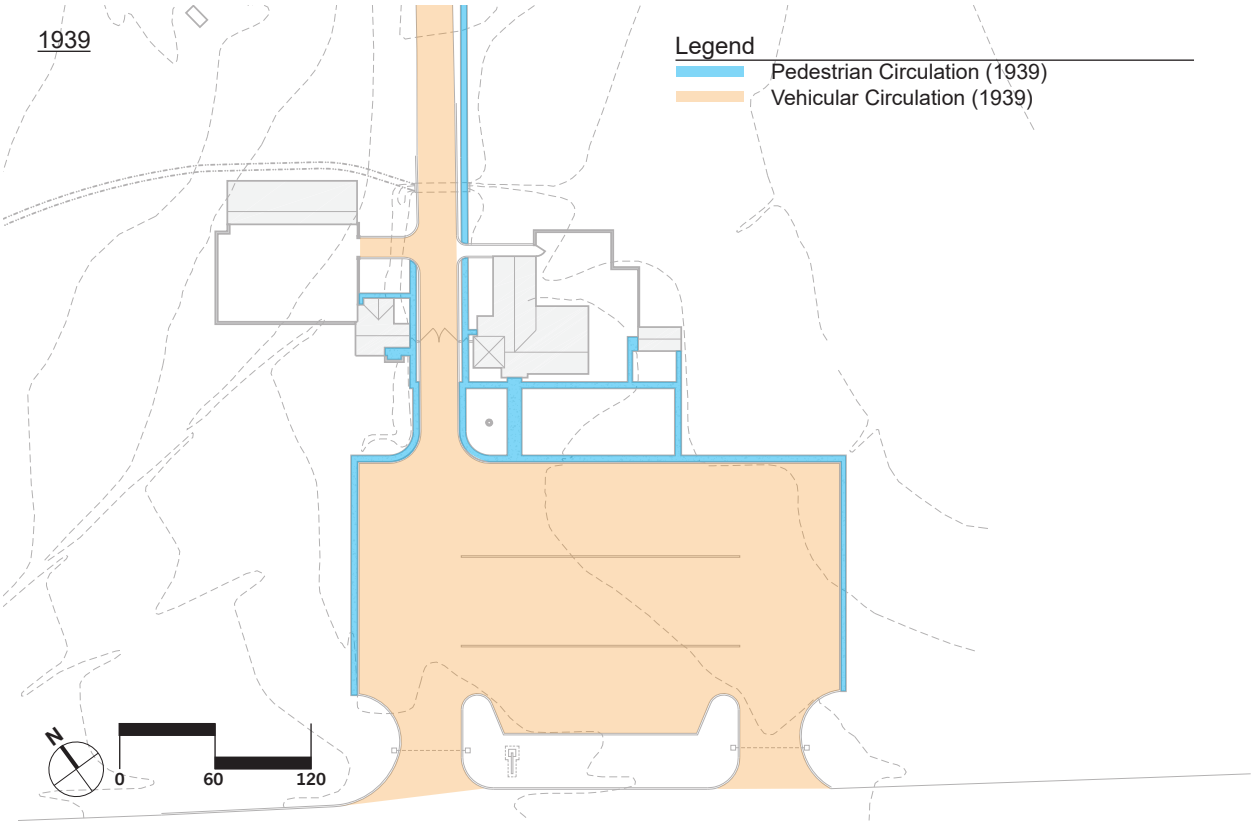


Figure 3-42. Circulation 1939. (Mundus Bishop, 2015)

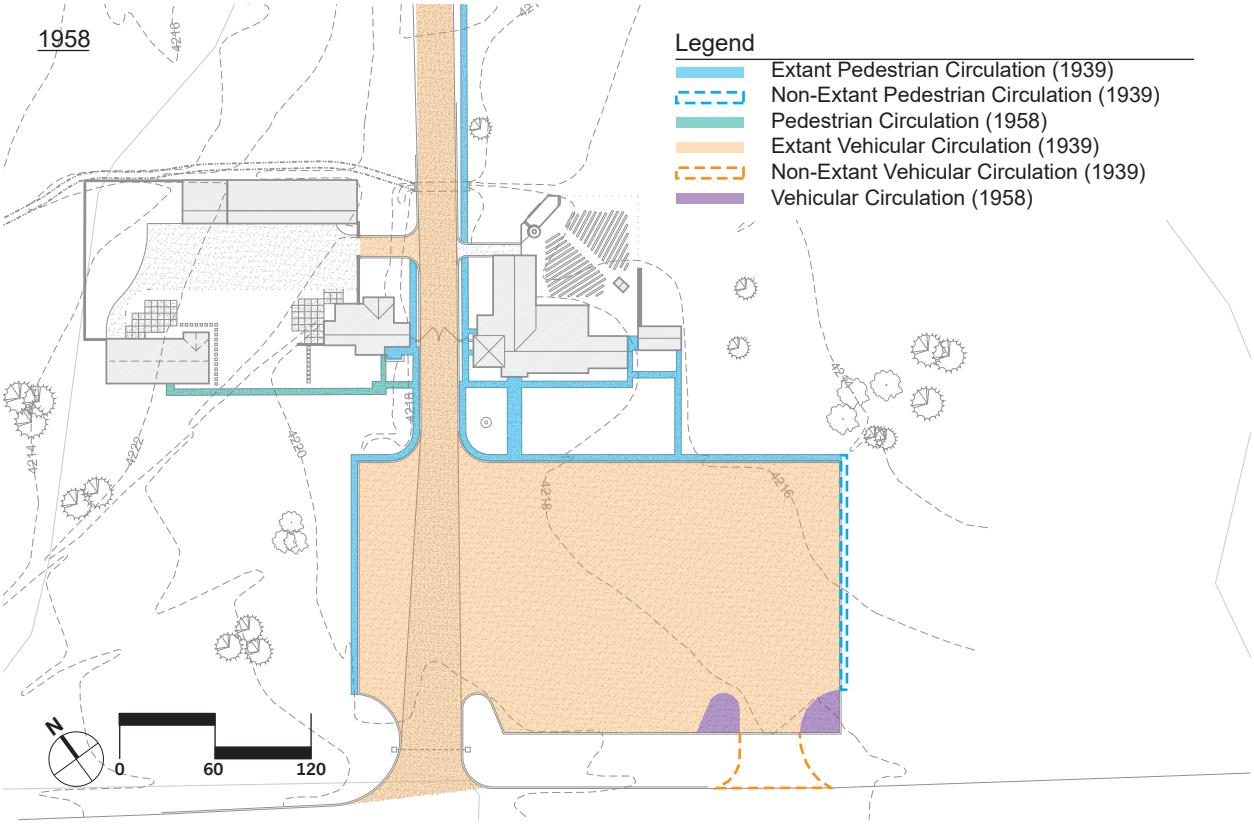


Figure 3-43. Circulation 1958. (Mundus Bishop, 2015)

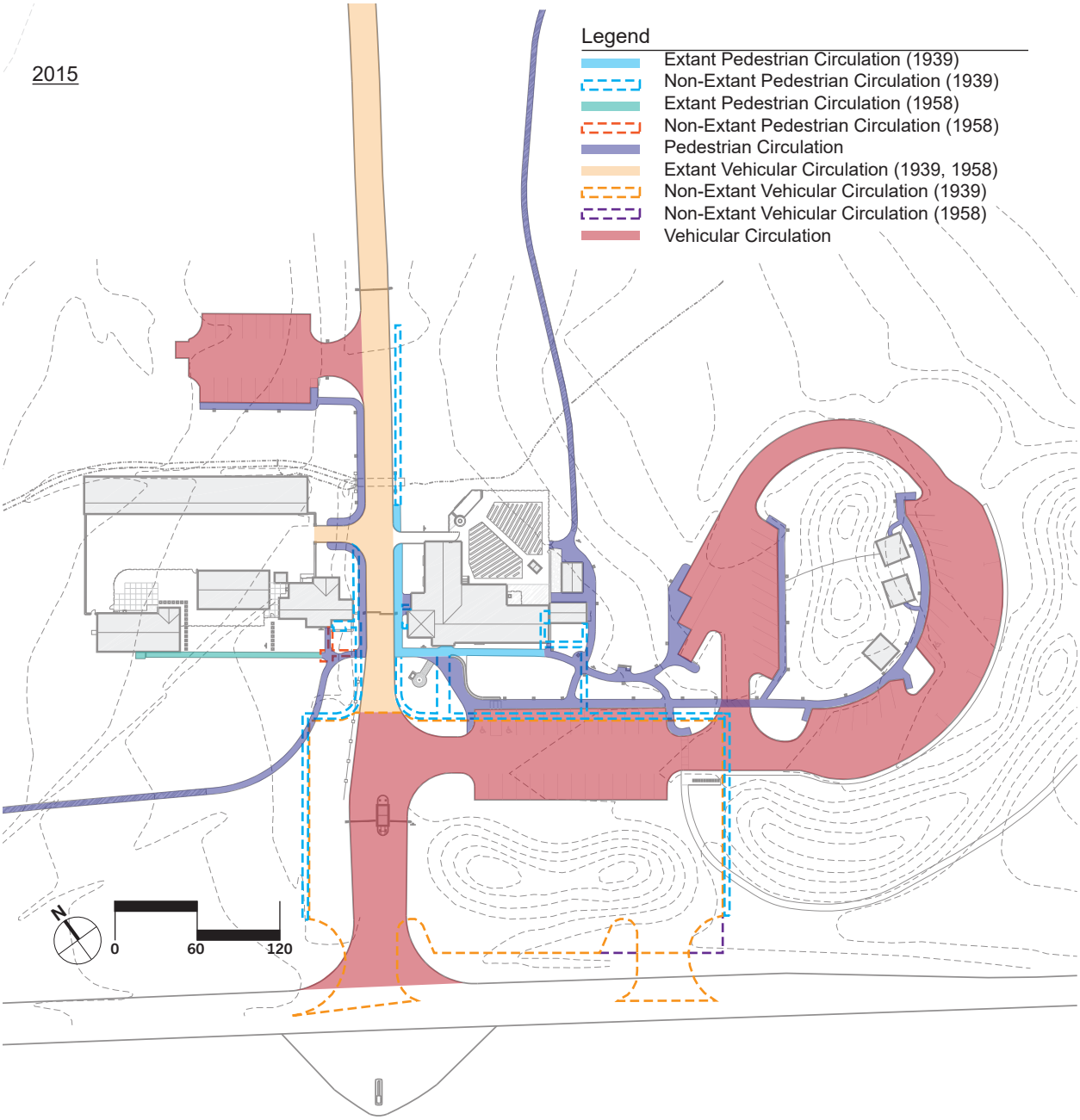


Figure 3-44. Circulation 2015. Pedestrian circulation is an orthogonal arrangement of paths connecting building entrances with straight paths that follow building facades. Pedestrian routes originally followed the orthogonal arrangement of the Main Complex, connecting buildings and use areas with linear paths. This arrangement has remained, however the original design has been modified with walkways rebuilt as curved walks. (Mundus Bishop, 2015)



Figure 3-45. Standing water on pavement. (Martin / Martin, 2015)



Figure 3-46. Damaged pavement in visitor parking area. (Martin / Martin, 2015)



Figure 3-47. Drainage issues at the visitor parking area. (Martin / Martin, 2015)



Figure 3-48. Curb cut. (Martin / Martin, 2015)



Figure 3-49. Inlet at the Road and Drainage Below. (Martin / Martin, 2015)



Figure 3-50. Walk in front of 1938 residence / 1958 residence / maintenance shop and west courtyard. (Mundus Bishop, 2015)



Figure 3-51. Concrete paving stones at 1958 residence. A board fence was added in the 1980s, between the 1938 residence and 1958 residence, eliminating the circulation route along the path. (Mundus Bishop, 2015)

Main Complex - Vehicular Circulation			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Summit Road (1933; 1937; 1953)	Two lane concrete paved road. (Discussed in Summit Road Landscape Character Area).	Good	Contributing
Visitor Parking Area (1933; 1958; 1990)	25 parking spaces, 2 handicap spaces.	Good	Non-contributing
Picnic Parking; RV / bus Parking (1990)	16 parking spaces, 1 handicap space, 4 RV / bus parking spaces.	Good	Non-contributing
Overflow Parking / Tour Bus Parking (1990)	11 parking spaces, 3 tour bus parking spaces.	Good	Non-contributing
Employee Parking Area (1990)	16 parking spaces.	Good	Non-contributing

Main Complex - Pedestrian Circulation - 1938 Residence / 1958 Residence / Maintenance Shop and Yard			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Walk in front of 1938 Residence / 1958 Residence / Maintenance Shop and West Courtyard (1943; 1958)	4’ wide concrete paved walk, oriented linearly to the south of buildings. Original portions are integral color, some cracking and spalling, gray concrete patches, new sections are gray concrete.	Good	Contributing
Concrete / Wood Paving at 1938 Residence (1958)	Concrete pavement with 2x4 wood grid at 4’ situated between 1938 residence and the new maintenance shop.	Poor	Contributing
Terrace (1958)	Concrete pavement with 2x4 wood grid at 4’ north of the 1958 residence. Wood is gone except for at edge. Some drainage issues.	Poor	Contributing
Concrete Paving Stones at 1958 Residence (1958)	19”x19” concrete paving stones.	Fair / Poor	Contributing



Figure 3-52. The pedestrian entrance to the visitor center followed a linear route from the visitor parking area to the front building entrance, edged with plantings of native shrubs, date unknown. (SCBL Archives)



Figure 3-53. The entrance walkway was modified in 1989 as a curved entry walk edged with mown lawn and new curved wall, which has altered the historic design. (Mundus Bishop, 2015)

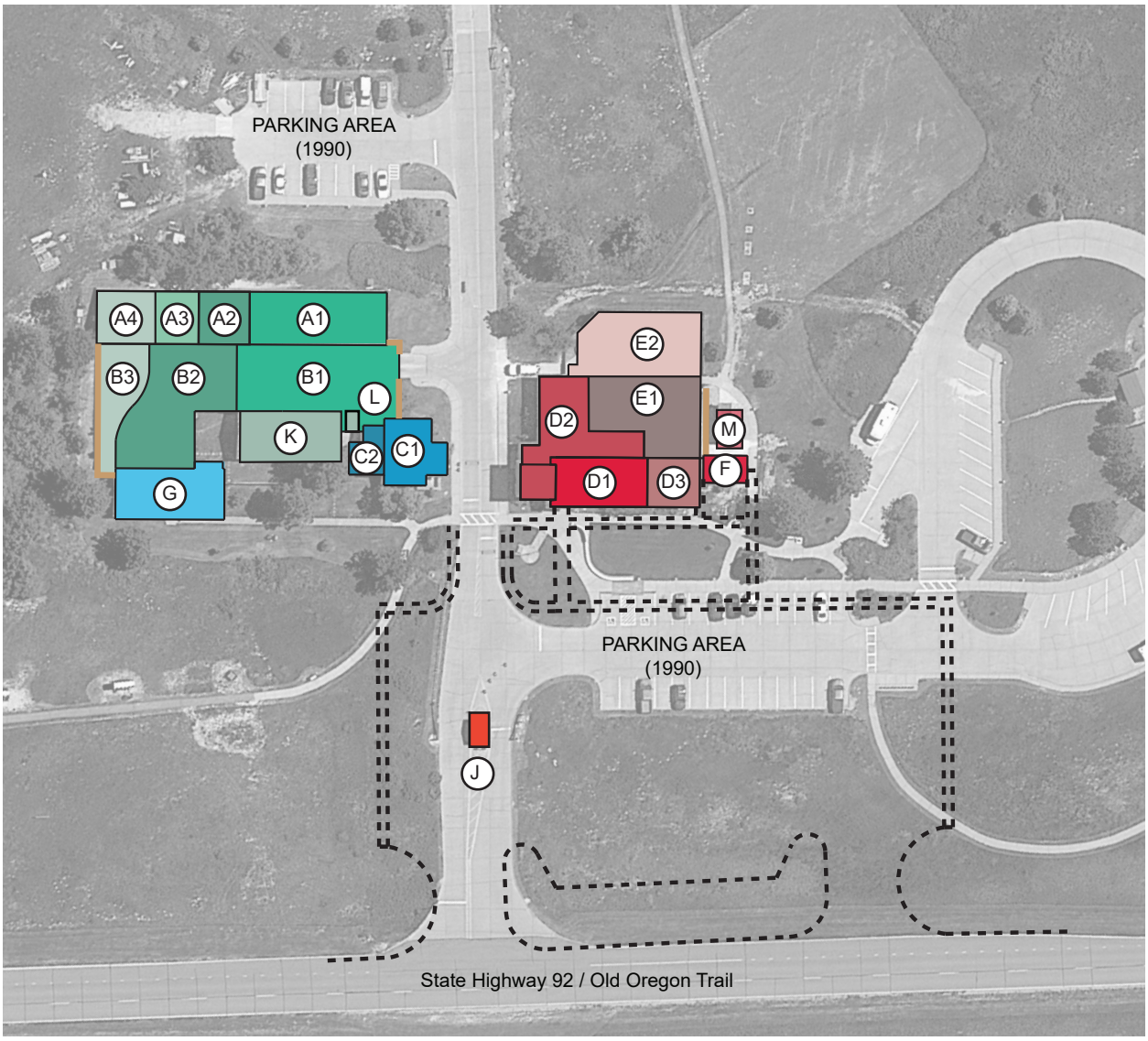
Main Complex - Pedestrian Circulation - Visitor Center			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Visitor Center Sidewalk (1935; 1990)	Concrete sidewalk parallel to visitor center.	Good	Contributing
Visitor Center Sidewalk (1935; 1990)	Concrete sidewalk connects the visitor parking area to the visitor center, walk extends in front of the visitor center facade. Brick paving at building entry.	Good	Non-contributing
Brick Paving at Flagpole (1990)	58” wide brick set in a herringbone pattern with running bond edge course. Concrete paving directly adjacent to flagpole.	Poor	Non-contributing
Visitor Center Loop Walk (1990)		Good	Non-contributing



Figure 3-54. The visitor center sidewalk was moved in the 1990s from its original alignment. The linear alignment of today reinforces the strong linear relationship between buildings and landscape. (Mundus Bishop, 2015)



Figure 3-55. The visitor center sidewalk (1990) no longer supports the complexes orthogonal framework. The Pony Express Monument was re-located, and pedestrian lights were installed at this time. (Mundus Bishop, 2015)



LEGEND

- A1 Maintenance Shop (1936)
- A2 Maintenance Shop Expanded (1958)
- A3 Maintenance Shop Expanded (1971)
- A4 Maintenance Shop Expanded (1981)
- B1 West Courtyard (1936)
- B2 West Courtyard Expanded (1958)
- B3 West Courtyard Expanded (1981)
- C1 1938 Rangers Residence (1938)
- C2 1938 Rangers Residence Expanded (1949)
- D1 Visitor Center (1935)
- D2 Visitor Center Expanded (1937; 1938)
- D3 Visitor Center Expanded (1949)
- E1 East Courtyard (1936)
- E2 East Courtyard Expanded and Converted to Amphitheater (1958)
- F Comfort Station (1938)
- G 1958 Ranger Residence (1958)
- J Entrance Kiosk (1990)
- K Vehicle Shed (c.1990)
- L Flammable Storage Shed (c. 2000)
- M Accessible Restroom (2013)
- Line of Original Parking Area
- Wall (1957)

N

0 50 100

Figure 3-56. Building chronology. (Mundus Bishop, 2015)

Buildings and Structures

The Main Complex is composed of seven buildings and two courtyards framed by walls and fences. Four buildings date to CCC / WPA construction, one is from the Mission 66 development, and the others are more recent additions. The CCC / WPA buildings and structures were designed in the Spanish Colonial style, made of adobe brick and clad in stucco. The buildings follow typical CCC design principals, in which new features were designed to be sympathetic and subordinate to the natural features.

The visitor center, maintenance shop, 1938 residence, and comfort station were built in the 1930s. The visitor center was the first building constructed in 1935 as a small two room structure. Several additions have extended the building footprint to the north and east (1937, 1938, and 1949 respectively). (Figure 3-56) The maintenance shop was the second building constructed in 1936, and was further expanded in 1958, 1971, and 1981 to increase the number of garage bays. The 1938 residence was built in 1938, with an addition in 1949. Mission 66 period additions, including the 1958 residence, followed the established Spanish Colonial style. Additions built in the 1950s used CMU for construction with a stucco finish to match existing buildings. A more detailed building chronology is provided in the Historic Structures Report (HSR), written in conjunction with this CLR / EA.

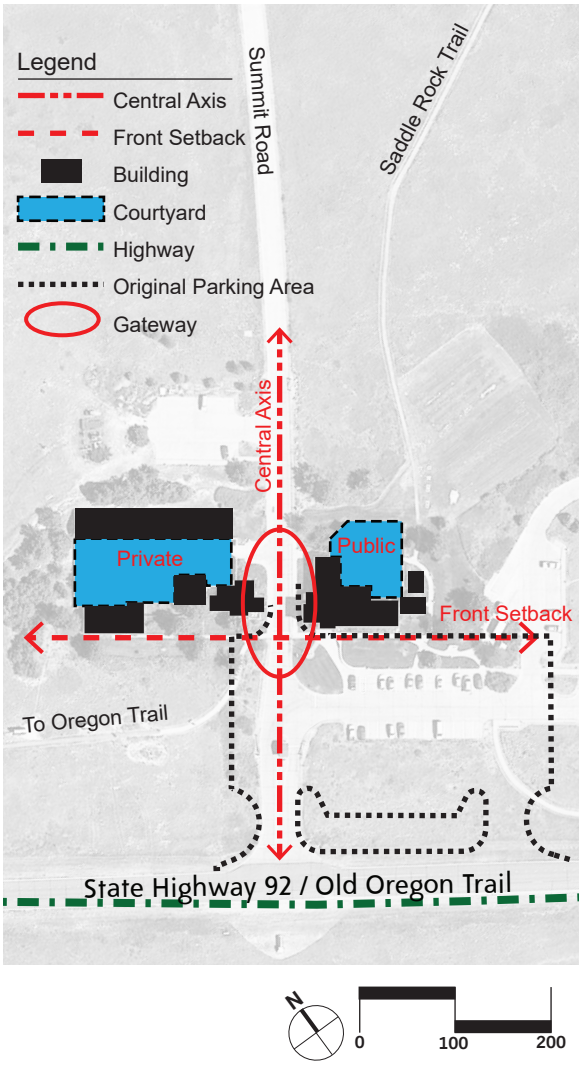


Figure 3-57. The Main Complex is composed of seven buildings and two courtyards framed by walls and fences. (Mundus Bishop, 2015)

The buildings share a front setback and are arranged in a rectilinear fashion around two flanking central courtyards. (Figure 3-57) Recent additions have respected this aesthetic, however the placement of the accessible restroom, oriented to the east, has disrupted the historic building pattern and lacks the mass and presence of the earlier buildings. Similarly, the flammable storage shed disrupts the spatial organization and relationship between the 1938 residence and the west courtyard. Other recent additions diminish the historic setting by interrupting views, particularly the Entrance kiosk and picnic shelters, both added in the 1990s.



Figure 3-58. Maintenance shop, September 23, 1949. (SCBL Archives)



Figure 3-59. Maintenance shop and west courtyard. (Mundus Bishop, 2015)

Main Complex - Buildings and Structures			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Maintenance Shop and West Courtyard (1936; 1958; 1971; 1981)	Rectangular building on concrete foundation with saltbox roof. Thirteen bays face the west courtyard, ten have roll-up garage doors. Concrete block wall with stucco finish and brick cap. Some spalling and a missing cap near maintenance shop. Chainlink gate near 1958 residence.	Fair	Contributing
1938 Residence (1938; 1949)	Single story building roughly cross-shaped in plan. Original building (1938) of adobe brick with stucco; west addition (1949) of CMU with stucco finish. South elevation with partially enclosed covered patio framed by stucco seat walls.	Good	Contributing
Visitor Center (1935; 1937; 1938; 1949)	L-shaped building, single story over basement with two story tower at southwest corner. Adobe brick with stucco finish. Main entrance with pointed arch over enclosed porch. Windows are high set and covered in brick lattice. Wood shingle roof with projecting wood eves.	Fair	Contributing
Amphitheater, Stage, and Projection Booth (1958)	The amphitheater in the east courtyard includes an elevated concrete stage with projection screen, projection booth, 16 rows of wood benches on concrete footings, and a brick campfire circle. It is enclosed by a stucco wall and board fence. The stage is a raised concrete platform with two steps on both ends. The projection screen is painted wood with wood slats at the base, and horizontal wood slats behind. The projection booth is a small rectangular building: 62” x 99” with stucco clad walls and window for media projection. Benches have concrete foundations with steel I beams and wooden benches. The campfire circle is a circular red brick fire pit with concrete floor, galvanized pit, and metal grate. The stucco wall is a concrete block wall with stucco finish and brick cap, located at the southeast edge of the amphitheater. A painted board fence occurs on the north and northeast sides of the amphitheater. An additional painted board fence surrounds the air conditioning unit adjacent to the north side of the visitor center. There is a concrete walk around and down the center of the seating area, and asphalt paving is under the benches.	Fair	Contributing
Comfort Station (1938)	Single story adobe brick construction.	Poor	Contributing
1958 Residence (1958)	Single story rectangular building with a side-gable roof and wood shingles. Built of CMU, clad in stucco poured concrete foundation.	Good	Contributing



Figure 3-60. Stucco wall at west courtyard, c. 1940. (SCBL Archives)



Figure 3-61. Stucco wall at west courtyard. (Mundus Bishop, 2015)

Main Complex - Buildings and Structures			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Entrance Kiosk (1990)	Rectangular single story building on concrete slab foundation. Clad in stucco with T1-11 siding at gable ends.	Good	Non-Contributing
Vehicle Shed (c.1990)	Rectangular structure on concrete slab foundation, north elevation is open for vehicle access, other sides are covered in T1-11 siding.	Good	Non-Contributing
Flammable Storage Shed (c. 2000)	Metal storage structure.		Non-Contributing
Accessible Restroom (2013)	Single story rectangular brick building with wood shingle roof.	Good	Non-Contributing
Picnic Shelters, 3 (2007)	Three shelters, built of four wood posts in concrete footings; gable roof with wood shingles.	Good	Non-Contributing

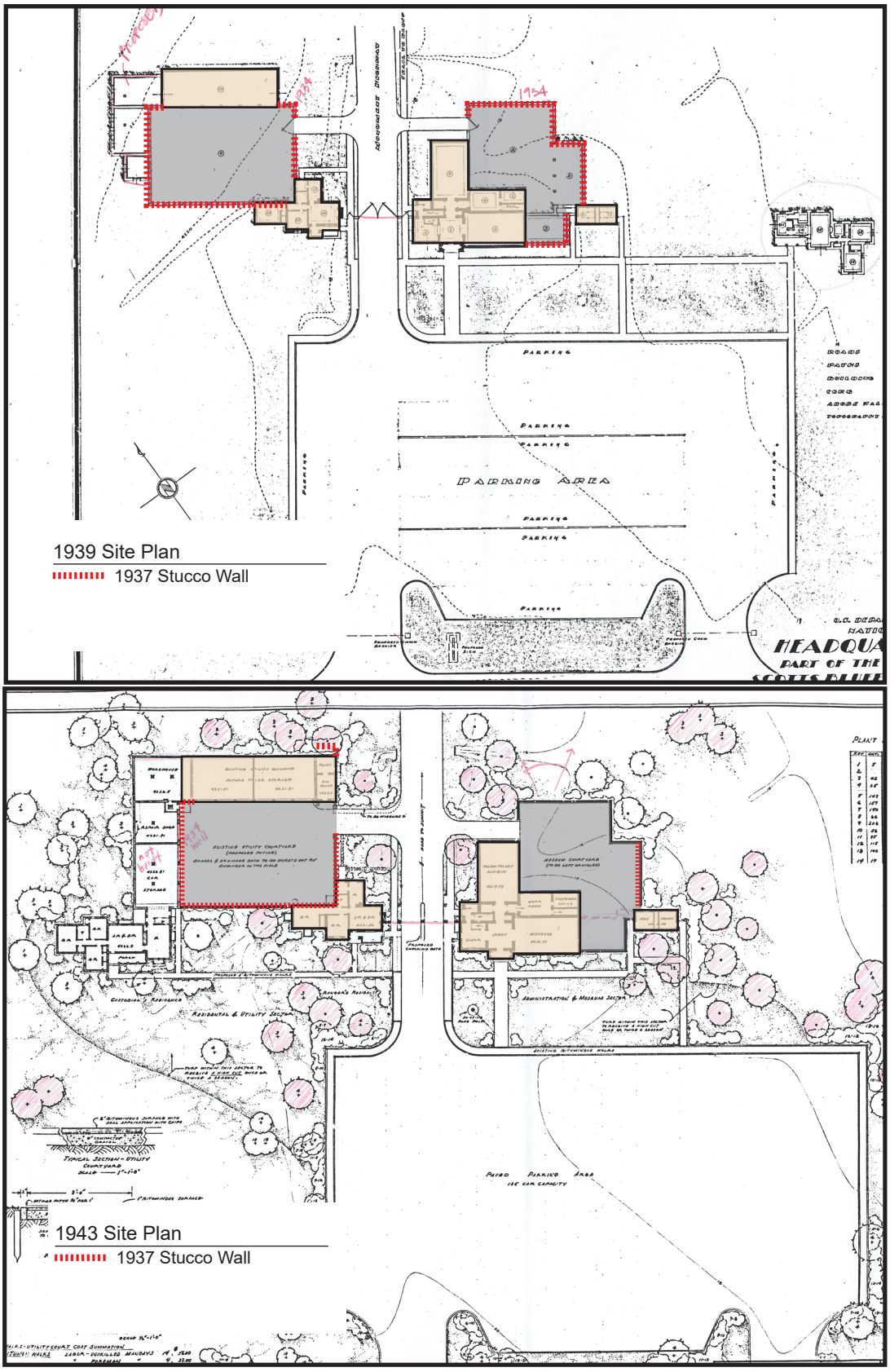
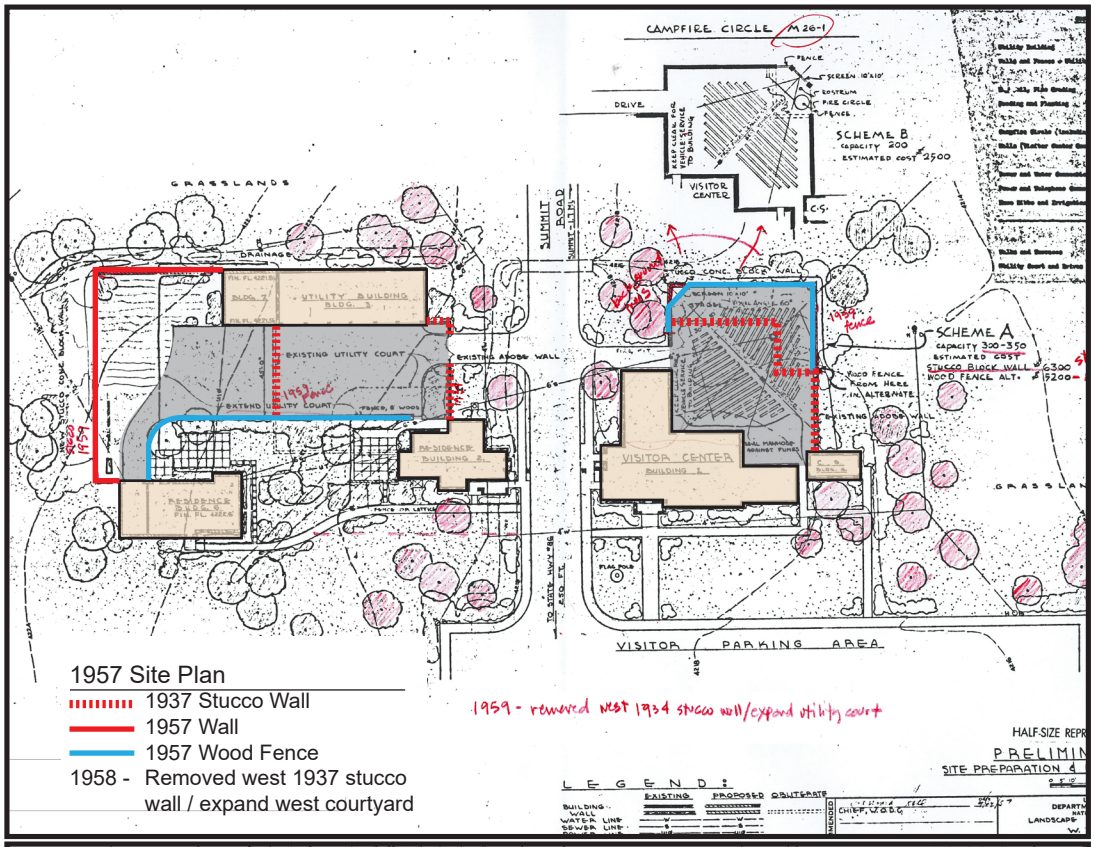
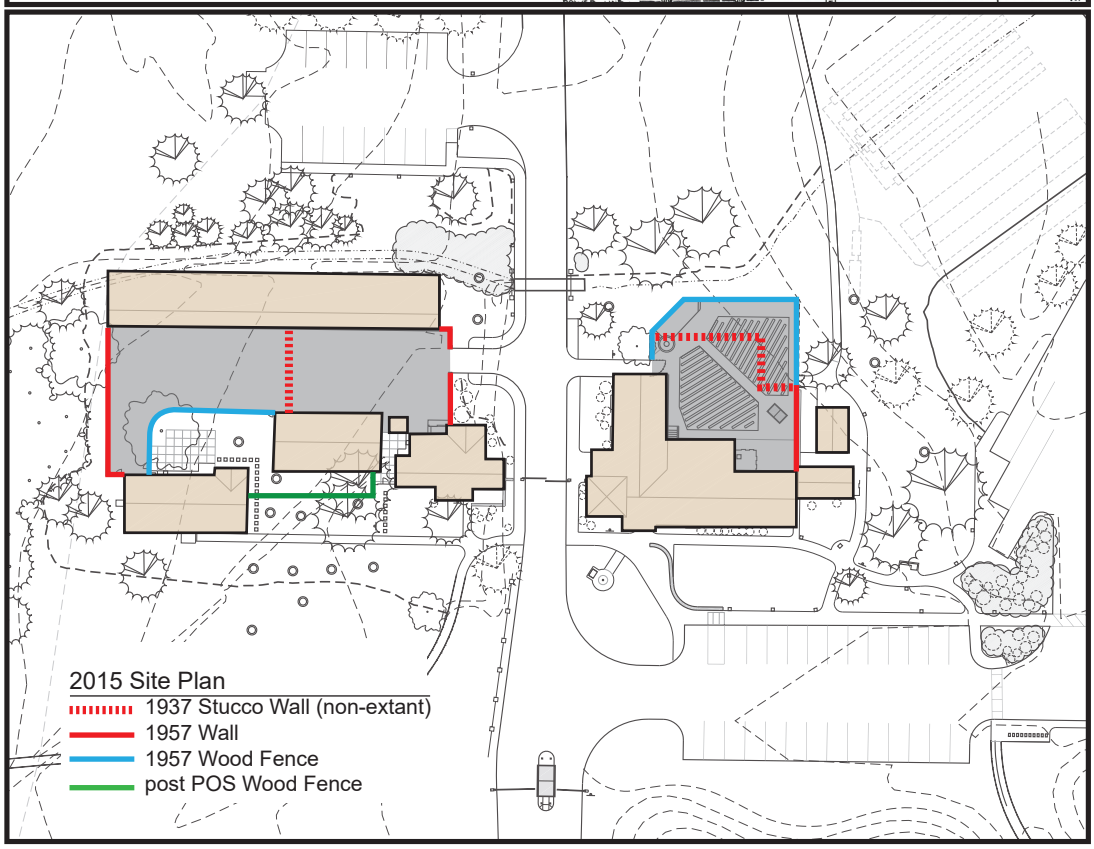
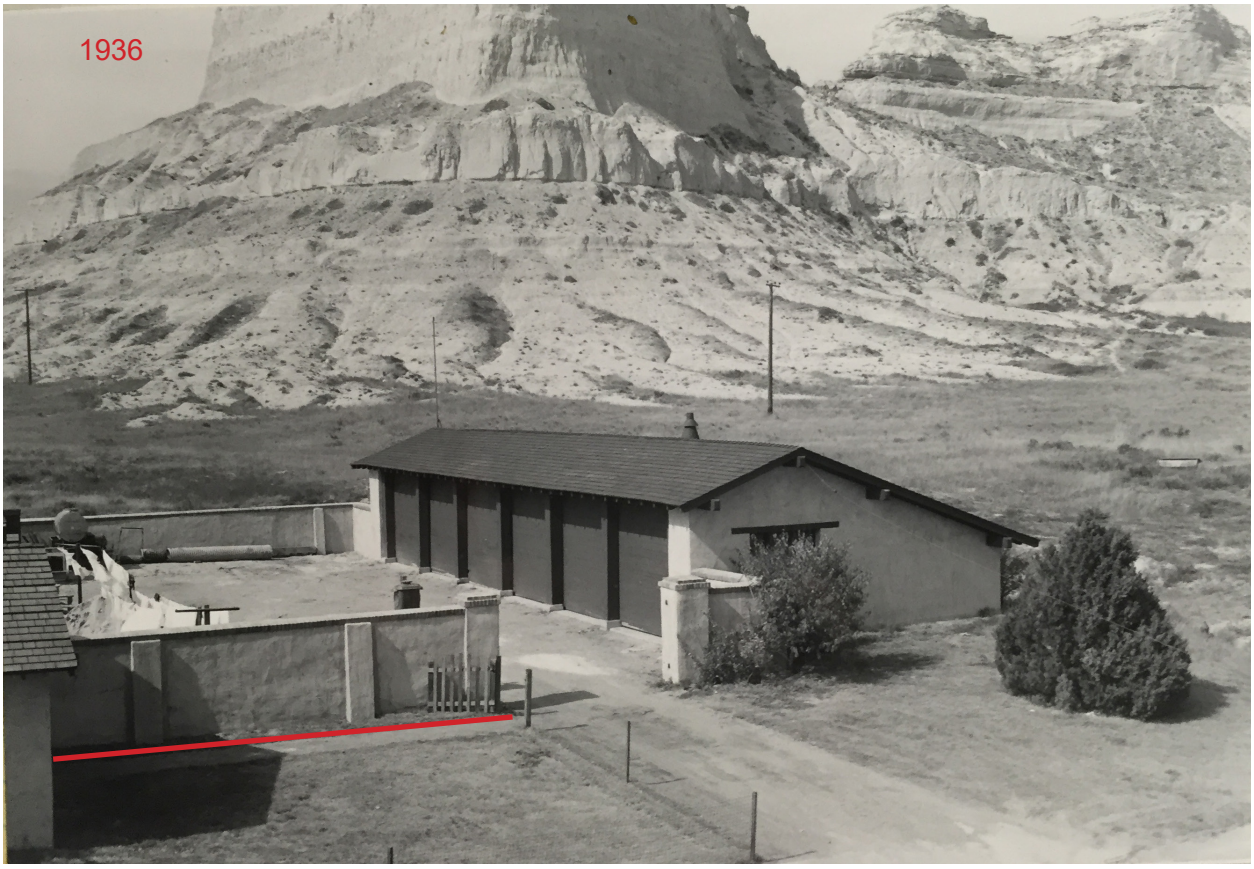


Figure 3-62. Adobe walls at the west courtyard and the east courtyard were originally built in the 1930s as integral features. Unfortunately, the adobe brick was fragile, and had to be repaired as early as 1942. By 1949 many walls had collapsed and most were replaced in 1951 as concrete block with a stucco finish. (Mundus Bishop, 2015)


CAMPFIRE CIRCLE
DRIVE
SCHEME B
capacity 200
ESTIMATED COST 2500
VISITOR CENTER
GRASSLANDS
DRAINAGE
SUMMIT ROAD
UTILITY BUILDING
EXISTING UTILITY COURT
EXISTING ADOBE WALL
1957 fence
SCHEME A
capacity 300-350
ESTIMATED COST
STUCCO BLOCK WALL
WOOD FENCE ALT.
RESIDENCE BUILDING 2
VISITOR CENTER
BUILDING 1
VISITOR PARKING AREA
1959 - removed west 1934 stucco wall/expand utility court
1957 Site Plan
1937 Stucco Wall
1957 Wall
1957 Wood Fence
1958 - Removed west 1937 stucco wall / expand west courtyard


2015 Site Plan
1937 Stucco Wall (non-extant)
1957 Wall
1957 Wood Fence
post POS Wood Fence


N
Not To Scale


1936


1951



Figure 3-63. Adobe wall (red line indicates wall base) adjacent to 1938 residence. Above left: 1936 as originally constructed, bottom left: 1951 removed, above right: 1951 rebuilt of concrete block, bottom right: 2015 current appearance. (SCBL Archives / Mundus Bishop)



Figure 3-64. Construction of amphitheater, 1958. (SCBL Archives)



Figure 3-65. Amphitheater and board fence, 2015. (Mundus Bishop, 2015)

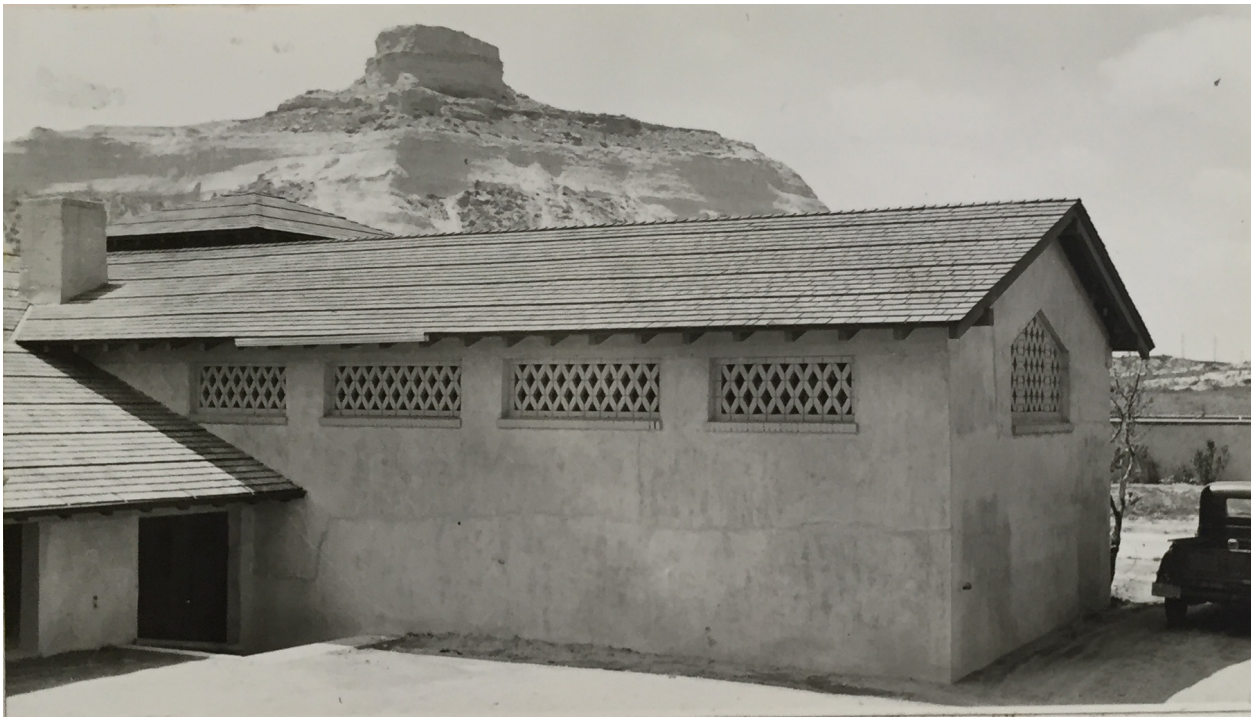


Figure 3-66. East courtyard area, 1938. (SCBL Archives)



Figure 3-67. Amphitheater with wood benches, concrete stage, screen, and campfire circle in the east courtyard. The paving in the amphitheater was rebuilt in 1990, changed from a continuous gravel surface to this arrangement of concrete walks with asphalt paving under the seats. (Mundus Bishop, 2015)



Figure 3-68. 1938 residence, circa 1938. (SCBL Archives)



Figure 3-69. 1938 residence. (Mundus Bishop, 2015)



Figure 3-70. Visitor center after 1937 addition, June 1939. (SCBL Archives)



Figure 3-71. Visitor center, 2015. (Mundus Bishop, 2015)

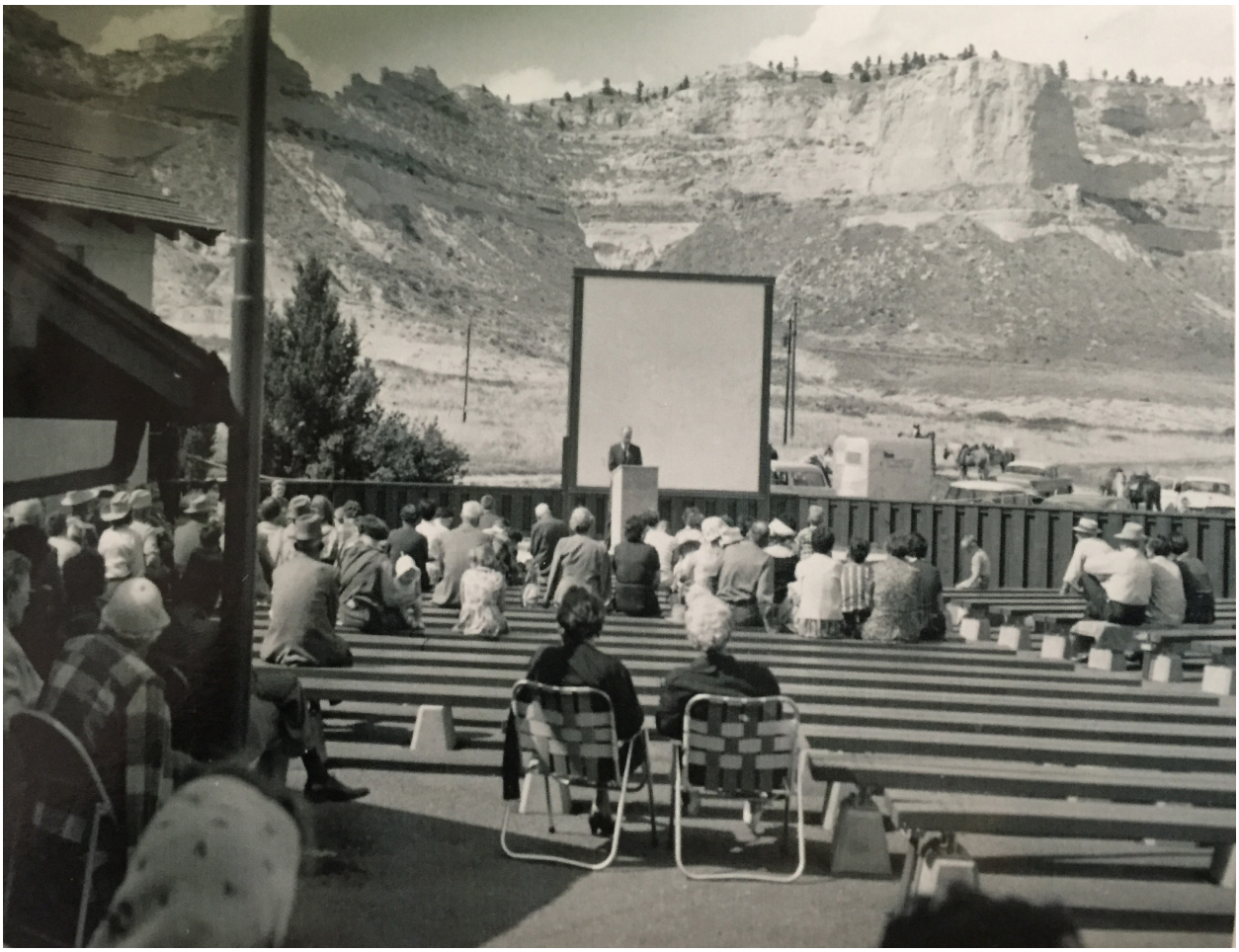


Figure 3-72. Amphitheater benches, wooden fence and projection screen. (SCBL Archives)



Figure 3-73. Amphitheater benches, wooden fence, campfire circle, and projection screen. (Mundus Bishop, 2015)



Figure 3-74. Concrete stage and campfire circle during an evening program, July 1969. (SCBL Archives)



Figure 3-75. Concrete stage and campfire circle. (Mundus Bishop, 2015)



Figure 3-76. Crumbling adobe walls at east courtyard, 1951. (SCBL Archives)



Figure 3-77. The wall was rebuilt in the 1950s with concrete block and stucco finish. (Mundus Bishop, 2015)



Figure 3-78. Comfort station under construction, July 1937. (SCBL Archives)



Figure 3-79. Comfort station. (Mundus Bishop, 2015)



Figure 3-80. 1958 residence just after completion, 1958. (SCBL Archives)



Figure 3-81. 1958 residence. (Mundus Bishop, 2015)

Courtyards

Key features that contribute to the Main Complex include the two courtyards, framed by walls and fences. (Figure 3-62) Each courtyard encloses a three-dimensional space created by buildings, walls, vegetation, and adjacent topography. The courtyards were built and altered during the period of significance. Adobe walls at the west courtyard and the east courtyard were originally built in the 1930s as integral features. Unfortunately, the adobe brick was fragile, and had to be repaired as early as 1942. By 1949 many walls had collapsed and most were replaced in 1951 as concrete block with a stucco finish. A portion of the adobe wall at the east courtyard was removed to accommodate the Jackson Memorial wing addition to the visitor center in the 1940s. Modifications were made to the west courtyard walls in 1958 when the west courtyard was expanded, and the west wall was rebuilt to accommodate the larger yard.

The east courtyard was modified in the 1950s with the addition of the amphitheater. A typical Mission 66 design was implemented, converting a previously private space to public use. This modification removed the original adobe block wall on the north to expand the east courtyard. A board fence, screen and stage replaced the wall.

Board fences have been relocated in some locations since the period of significance. A board fence occurs between the 1958 residence and the 1938 residence that is further south than originally designed. A portion of board fence was also removed to make room for the new vehicle storage shed.

Small Scale Features

Small scale features are recent additions that provide visitor or administrative functions. These features include pedestrian lights, bike racks, and wayfinding signs. (Figure 3-82) Historically, small scale features included signs, wood gates at Summit Road, and a flagpole in front of the visitor center, first added in 1939. Today these features are non-extant.

Fences at the Main Complex include historic board fences from the 1950s that enclose the courtyards. These remain from the period of significance. Non-historic fences include a post and rail fence at the west edge of Summit Road, and a series of three gates that restrict access along Summit Road as necessary.

A curved adobe wall was added to the front of the visitor center in the 1990s. This feature distracts from the original orthogonal design of the Main Complex and provides a false sense of history. Other small scale features have been added since the period of significance, including a few monuments adjacent the visitor center. The Pony Express Monument, and 'Time Capsule' adjacent the flagpole are relatively unobtrusive but distract from the simplicity of the original layout of the Main Complex.



Figure 3-82. Small scale features include the flagpole, time capsule (left of flagpole), curved wall, and regulation signs. (Mundus Bishop, 2015)



Figure 3-83. Board fence and patio north side of the 1958 residence. (Mundus Bishop, 2015)

Main Complex - Small Scale Features			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Board Fence at 1938 Residence yard (date unknown)	Three-rail wood fence between 1938 residence and 1958 residence. Painted wood, 68" height with chainlink gate, surrounds the residence's private yard.	Fair	Non-contributing
Board Fence – North of 1958 Residence (1958)	Painted wood, 65" height +/-.	Fair	Non-contributing
Flagpole (1939; 1990)		Good	Non-contributing
Curved Wall in front of Visitor Center (1990)	Curved stucco wall at visitor center, curves from 45/48" height; is 16" wide with 12" edge on back.	Good	Non-contributing
Time Capsule (1994)	Brick base with granite top. Top is engraved *"Time Capsule, Sealed Dec 12, 1994, to be opened Dec 12, 2069."*	Fair	Non-contributing
Gates at Summit Road (3) (c. 1990)	Painted wood gates used to close off the Monument at the entrance kiosk. Additional gates occur between the visitor center and Office, and north of the employee parking area.	Good	Non-contributing
Visitor Center Sign (c. 1990)	Sign with painted posts outside visitor center entrance.	Good	Non-contributing
Board Fence at Accessible Restroom (1958)	67" height wooden painted fence. Alternating slats / double sided on round steel painted posts.	Good	Non-contributing
Pony Express Monument (1964; 1990)	48" x 9'-4" stucco wall with three bronze plaques: (1) 50.5" x 30.5" rectangle; (2) 17" diameter round; (3) 24" x 14.5" rectangle.	Good	Non-contributing
Trail Signage (1990s)	Information kiosk; brown trex, two post, kiosk type sign, and a Saddle Rock Trail information sign.	Good	Non-contributing
Pedestrian Lights (c. 1990)	Seventeen concrete lights along walks at visitor center; 34" height, 14" x 15" top.	Good	Non-contributing
Drinking Fountain (2003)	34" height exposed aggregate finish concrete drinking fountain.	Good	Non-contributing
Bike Racks (1990)		Good	Non-contributing

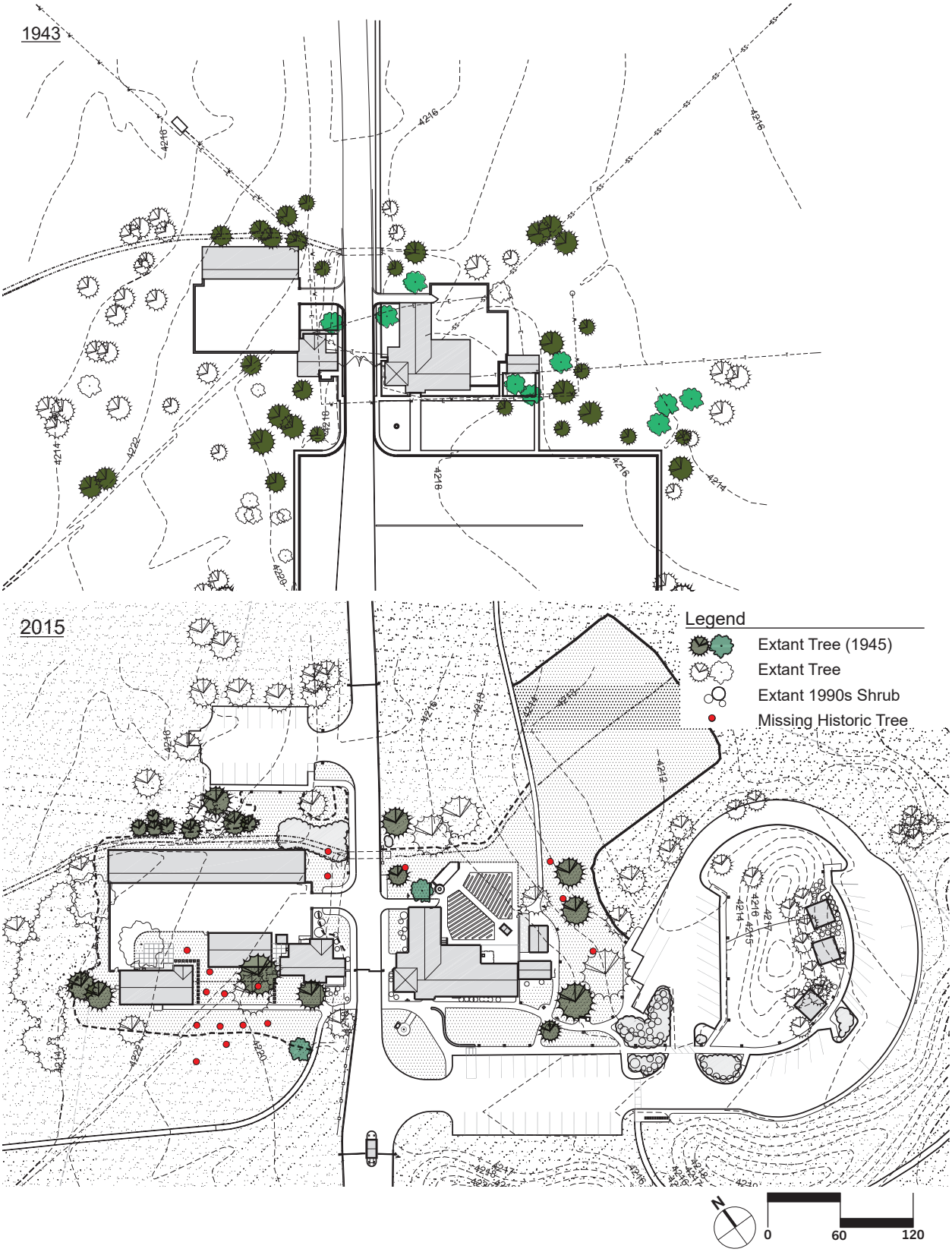


Figure 3-84. The CCC planting program initiated in the 1930s focused on native plantings of juniper, pine, currant, wild rose, wild plum, and cottonwood. Plantings were modified in the 1940s, adding trees for screening and as a backdrop for the buildings. Some trees are extant from that time. (Mundus Bishop, 2015)

Vegetation

Vegetation at the Main Complex includes lawn, mature trees, native shrubs, and prairie vegetation. (Illustration 3-3) Lawn was planted along the front and sides of the buildings, and large ponderosa pine trees interspersed across the lawn. A few deciduous trees occur adjacent to the residential buildings. Shrubs can be found along building foundations and in planting beds adjacent to both parking lots and the picnic area. A wide, mown lawn occurs at the absorption field at the north end of the Main Complex. Prairie vegetation surrounds the Main Complex perimeter, and includes a mix of grasses, forbs, and woody plants. The intersection of prairie and mown lawn is a sharp line and there is a stark contrast between the two vegetation types.

The planting design for the Main Complex established during the 1930s is evident in today's landscape. (Figure 3-84) The CCC planting program initiated in the 1930s focused on native plantings of juniper, pine, currant, wild rose, wild plum, and cottonwood. Plantings were modified in 1943 to add trees for screening the Main Complex from the Summit Road above, and to provide a backdrop for the buildings. Some trees are extant from this time. The 1943 plan calls for grass in front of the buildings, "to receive a high cut once or twice per season."

Plantings were revised in 1958 to supplement vegetation and to screen the 1938 residence. A dense screen of evergreens was added to the rear of the maintenance shop, to hide the west courtyard from public view. The overall intent of the plantings was to incorporate native plants that reflected the adjacent dry-land vegetation. (Figure 3-85; Figure 3-86) Plants were added to blend the buildings with the prairie landscape and to seamlessly extend the prairie setting up to the building edges. Plants were added in naturalistic groupings, and served to create a backdrop and screen for the development. The appearance of the lawn in the 1950s and 1960s was more manicured and uniform than earlier. The lawn in the 1970s appears to have been irrigated and cut short at the front of the Main Complex.

Plantings were modified in 1990, using a similar palette of native plantings as the historic design. However, historic patterns were modified by a more extensive formal lawn, greater use of foundation plantings, and addition of irrigation. This has resulted in overgrown vegetation at the visitor center that obscures the building. The addition of the formal lawn differs from the historic native, dry-land vegetation with a rough texture. Currently, some vegetation is dead, overgrown or in poor health. Several trees behind the east courtyard have died recently, and shrubs at the foundation of the visitor center are overgrown. Many of the shrubs installed during the 1950s development, especially those around the 1958 residence, have died and not been replaced.

The overall planting design has been modified since the period of significance. Extant trees from the 1940s and 1950s are contributing features, and maintain the historic design intent as a screen and edge of the Main Complex. The loss of residential plantings, the addition of foundation plantings and the formal, irrigated mown lawn has diminished the integrity of the planting design.

PLANT LIST

KEY	AMT.	COMMON NAME	LATIN NAME
1	5	WESTERN POPULAR	POPULUS OCCIDENTALIS
2		WILLOW	SALIX - SPECIE
3	42	PONDEROSA PINE	PINUS PONDEROSA
4	25	ROCKY MOUNTAIN JUNIPER	JUNIPERUS SCOPULORUM
5	148	SMOOTH WILD ROSE	ROSA BLANDA
6	157	SQUAW CURRENT	RIBES INEBRIANS
7	180	INDIAN CURRENT	SYMPHORICARPUS VULG.
8	66	SKUNK BUSH	RHUS TRILOBATA
9	206	SOAP WEED	YUCCA GLAUCA
10	56	WILD ROSE	ROSA SETIGERA
11	85	BUFFALO BERRY	SHEPHERDIA CANADENSIS
12	115	MOUNTAIN MAHAGONY	CERCOCARPUS MONTANUS
13	100	WILD PLUM	PRUNUS AMERICANA
14	17	VIRGINIA CREEPER	AMPELOPSIS QUINQUEFOLIA

APPROX COST —
APPROX. SHIPPING COST
TOTAL APPROX. COST $

NOTE
FIRST NUMBER INDICATES SPECIE, SECOND NUMBER INDICATES THE QUANTITY.

Figure 3-85. Plant list, 1943. (SCBL Archives)

PLANT LIST

KEY	QUAN	COMMON NAME	LATIN NAME
1		PLAINS POPLAR	POPULUS SARGENTII (STAM)
2	7	BLACK CHOKECHERRY	PRUNUS VIRGINIANA MELANOCARPA
3	3	PONDEROSA PINE	PINUS PONDEROSA
4	5	ROCKY MOUNTAIN JUNIPER	JUNIPERUS SCOPULORUM
5	20	MEADOW ROSE	ROSA BLANDA
6	12	SQUAW CURRANT	RIBES INEBRIANS
7	4	INDIAN CURRANT	SYMPHORICARPOS ORBICLATUS
8		SKUNKBUSH SUMAC	RHUS TRILOBATA
9		SOAP WEED	YUCCA GLAUCA
10	16	PRICKLY ROSE	ROSA ACICULARIS
11	7	BUFFALO BERRY	SHEPHERDIA CANADENSIS
12	14	MOUNTAIN MAHAGONY	CERCOCARPUS MONTANUS
13		AMERICAN PLUM	PRUNUS AMERICANA

NOTE
FIRST NUMBER INDICATES KEY, SECOND NUMBER INDICATES QUANTITY. QUANTITIES SHOWN HERE PERTAIN TO PLANTINGS PROPOSED ON THIS SHEET. FOR TOTAL QUANTITY SEE SHEET 1.
EXISTING MATERIAL SHOWN

Figure 3-86. Plant list, 1958. (SCBL Archives)

PLANT LIST

SCIENTIFIC NAME	COMMON NAME	SIZE	QTY.	REMARKS
CERCOCARPUS MONTANUS	MOUNTAIN MAHOGANY	2 GAL.	20	SPACING AS SHOWN
JUNIPERUS SCOPULORUM	ROCKY MTN. JUNIPER	6' TO 8' HIGH	17	" " " B&B
PINUS PONDEROSA	PONDEROSA PINE	8' TO 11' HIGH	30	" " " B&B
PRUNUS AMERICANA	WILD PLUM	5 GAL.	5	SPACING AS SHOWN
PRUNUS VIRGINIANA	CHOKECHERRY	5 GAL.	9	" " "
RHUS TRILOBATA	SKUNKBUSH SUMAC	5 GAL.	33	" " "
RIBES CEREUM	SQUAW CURRANT	5 GAL.	132	" " "
ROSA WOODSII	WILD ROSE	5 GAL.	136	" " "
SHEPARDIA ARGENTEA	BUFFALOBERRY	5 GAL.	40	" " "
SYMPHORICARPOS OCCIDENTALIS	WESTERN SNOWBERRY	5 GAL.	86	" " "
YUCCA GLAUCA	SMALL SOAPWEED	5 GAL.	104	" " "
ARTEMISIA FRIGIDA	FRINGED SAGE	FLATS	30	MIN. SPACING 6" TO 8" O.C.
CORYPHANTHA VIVIPARA	PINCUSHION CACTI	1 GAL.	15	SPACING AS SHOWN
OPUNTIA MACRORHIZA	PLAINS PRICKLY PEAR	1 GAL.	10	" " "

Figure 3-87. Plant list, 1989. (SCBL Archives)



Figure 3-88. Visitor center vegetation, 1935. (SCBL Archives)



Figure 3-89. The CCC established native vegetation at edges of the adobe walls, 1938. (SCBL Archives)



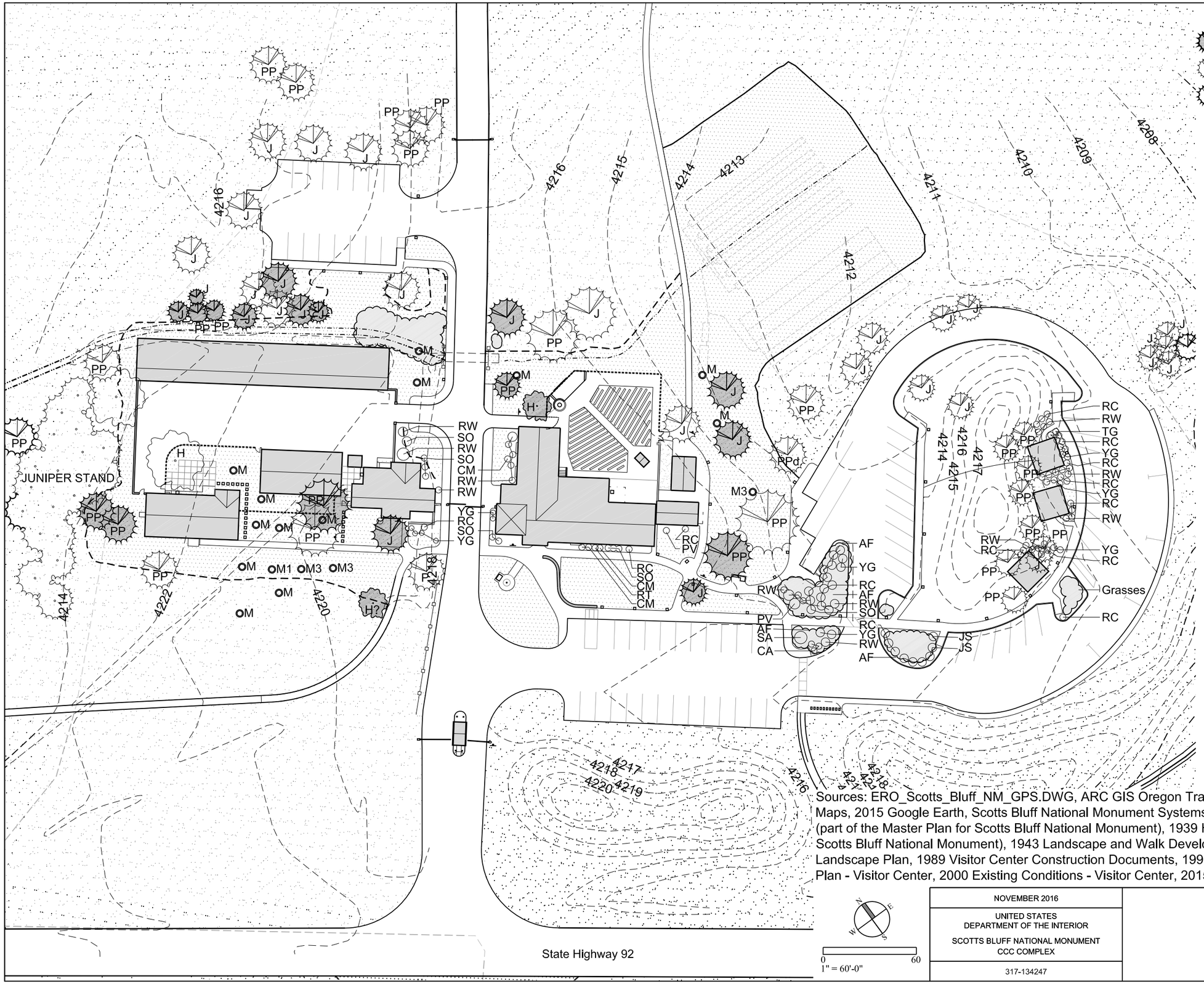
Figure 3-90. Visitor center vegetation. (Mundus Bishop, 2015)



Figure 3-91. Vegetation screen west of the maintenance shop and west courtyard. (Mundus Bishop, 2015)



Figure 3-92. Lawn in front of 1938 residence and visitor center. (Mundus Bishop, 2015)



LEGEND

- EXTANT TREE (1945)
- EXTANT TREE (1990)
- EXTANT TREE
- EXTANT 1990s SHRUB
- M3 MISSING TREE
- SHRUB MASS
- MOWN LAWN
- NATURAL AREA

AF	ARTEMISIA FRIGIDA FRINGED SAGE
CA	CALAMAGROSTIS ACUTIFLORA FEATHER REED GRASS
CM	CERCOCARPUS MONTANUS MOUNTAIN MAHOGANY
CO	CELTIS OCCIDENTALIS HACKBERRY
J	JUNIPERUS SCOPULORUM ROCKY MNT JUNIPER
PP	PINUS PONDEROSA PONDEROSA PINE
PV	PRUNUS VIRGINIANA CHOKECHERRY
RC	RIBES CEREUM SQUAW CURRENT
RT	RHUS TRILOBATA THREE LEAF SUMAC
RW	ROSA WOODSII WILD ROSE
SA	SHEPARDIA ARENTEA BUFFALOBERRY
SO	SYMPHORICARPOS OCCIDENTALIS WESTERN SNOWBERRY
YG	YUCCA GLAUCA SOAPWEED

M1	Replanted with new Juniper
M2	New PP in non-historic location
M3	Stump or depression where original tree was
H?	Original location - smaller - may be replant / new
Jd	New non-historic J / non 1990s / dead
PPd	New non-historic PP / non 1990s / dead

Sources: ERO_Scotts_Bluff_NM_GPS.DWG, ARC GIS Oregon Trail and All National Historic Trails, 2015 Google Maps, 2015 Google Earth, Scotts Bluff National Monument Systems Map, 1939 Headquarters Area - Utilities Layout (part of the Master Plan for Scotts Bluff National Monument), 1939 Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1943 Landscape and Walk Developments, 1957 Preliminary Site Preparation and Landscape Plan, 1989 Visitor Center Construction Documents, 1990 Summit Road Revegetation Plan, 1990 Planting Plan - Visitor Center, 2000 Existing Conditions - Visitor Center, 2015 Field Notes

Illustration 3-3.

0 60
1" = 60'-0"

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR
SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134247

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT
TITLE OF DRAWING
MAIN COMPLEX VEGETATION
NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

Utilities

Existing utilities for the Main Complex include electrical system, telecommunications, water systems for the buildings and irrigation, heating system, sanitary sewer, and natural gas.

Electrical – Main Infrastructure
Electrical service was first added to the site prior to the 1940s. Additions to the electrical distribution have occurred as recently as the early 2000s. Nebraska Public Power District (NPPD) is the electrical utility provider with incoming underground primary electrical services routed to west of the 1958 residence, and along the north side of the maintenance shop and yard.

The pad mounted 45KVA, 208 / 120V, 3 Phase NPPD transformer is at the maintenance shop, at the interior wall of the north bay along the north wall, and approximately four feet from the corner. This utility transformer serves a kilowatt hour utility meter (#55-448-768) and an ITE Imperial Corporation, 42 circuit, 400 amp 3 pole Main Breaker, Three Phase, NEMA 1 panelboard mounted in the maintenance shop north Bay along the north wall.

Panel connections include an exposed ground wire to a ground rod connection as the only means for the service grounding electrode. This panel includes a 100 amp 2 pole breaker serving the 1958 residence; a 100 amp 2 pole breaker serving the 1938 residence; a 60 amp 2 pole breaker serving the welding panel in the maintenance shop; a 100 amp 2 pole breaker serving the accessible restroom; a 50 amp 2 pole breaker for the Fire Alarm Flammable Container; and a 50 amp 2 pole breaker originally serving the visitor center that is no longer used, and bypassed by a double tap ahead of the 400 amp Main Breaker in the distribution panel to service the visitor center. These breakers and double tap serve underground feeders to each of the respective buildings. No overhead lines are present on site. Refer to one-line diagram for more information (Figure 3-96).

Electrical – Site Lighting Systems
Concrete bollard area lighting fixtures occur at parking areas and along sidewalks. Of the thirty-seven (37) fixtures, twelve (12) are within the RV / bus parking lot. These are lamped with 50W #8017 medium base metal halide lamps. Twenty-five (25) are along the sidewalks at the visitor parking area and employee parking area and are lamped with 60 Watt Equivalent Medium Base Cree LED lamps.

Telecommunications
The incoming telecommunication phone / data utility enters at the north side of the visitor center. The data service is provided via two (2) T1 connections from the utility pedestal. Main service appears to be provided to the main server within the basement of the visitor center. No fiber service is provided to the site; however fiber is present for service from building to building, routed underground. Communications are provided by CenturyLink.

Water System
The domestic water directly servicing the site is a 4-inch service lateral that transitions to a 6-inch pipe, and continues to an existing concrete storage tank. The concrete storage tank is buried near Tunnel #1 on Summit Road, and has a capacity of approximately 20,000 gallons. According to park staff two (2) redundant pumps are utilized to convey water from the City connection to the buried tank.

The City of Gering has an existing storage capacity, approximately 2 million gallons contained in two (2) 1 million gallon



Figure 3-93. Existing transformer and utility meter. (AE Design Group, 2015)



Figure 3-94. Existing main utility meter. (AE Design Group, 2015)



Figure 3-95. Existing main electrical gear. (AE Design Group, 2015)

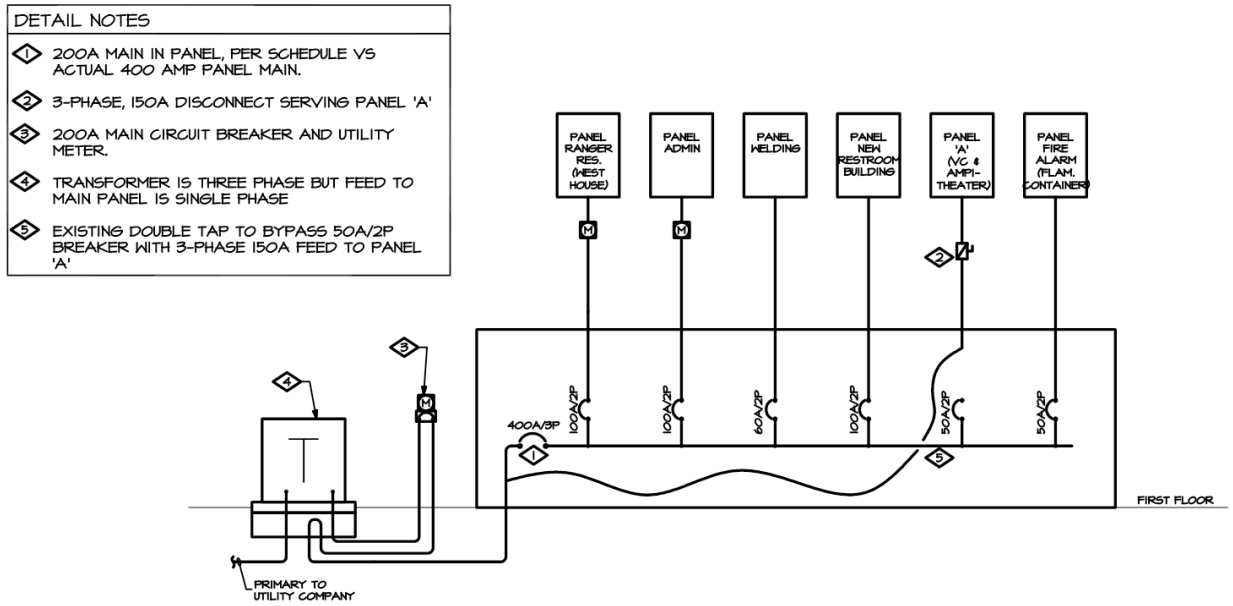


Figure 3-96. Existing One-Line Diagram. (AE Design Group, 2015)

Main Complex - Electrical			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Electrical – Main Infrastructure	Most of the existing infrastructure equipment is dated and near the end of useful life; serviceability is becoming problematic as well. Existing infrastructure contains several existing taps as denoted above, resulting in code violations, safety concerns, and reliability concerns.	Poor	Non-contributing
Electrical – Site Lighting Systems	Existing grade mounted bollard lighting throughout the site appear to be in working order and are served from a time clock for automatic controls in accordance with current energy codes. These fixtures utilize screw-in LED lamp replacements, in the general site areas, and Metal Halide where higher output lamping is required and not yet achievable from screw in LED sources at this time. Adequate and efficient site lighting for safety and security for the site with consideration of Dark Sky concerns is provided as a result.	Fair	Non-contributing
Electrical – Site Lighting Systems	Existing telecommunications services to the site appear to be in working order and adequate for operations. A deficiency of note is that the current NPS standards require low voltage cabling in EMT conduit; most of the existing low voltage cabling is located within a cable management system (e.g. Wiremold) or is exposed.	Fair	Non-contributing



Figure 3-97. One of four fire hydrants at Scotts Bluff NM. (Martin / Martin, 2015)



Figure 3-98. Sanitary manholes. (Martin / Martin, 2015)

above-ground steel tanks. Domestic water is provided through a six-inch diameter pipe, along State Highway 92 / Old Oregon Trail owned and operated by the local jurisdiction. According to park staff the distribution system provides approximately 45 to 55 pounds per square inch (psi) at the connection to the six-inch pipe in the highway.

According to park staff domestic service laterals are galvanized steel pipes and are utilized for fire hose connections. The service lateral sizing per building is as follows:

- 1938 residence: 2-inch
- Visitor center: 2-inch
- Maintenance shop: ¾-inch
- 1958 residence: 2-inch
- Comfort station: 2-inch
- Accessible restroom: 1 ½-inch

Fire Protection

Fire and emergency response is provided by the Gering Fire Department. The park has four (4) fire hydrants that are supplied by the 6-inch distribution piping and elevated concrete storage tank mentioned previously. Access is provided to Summit Road, as well as the drive lanes in the parking areas. According to park staff, buildings are not sprinkled. The local fire chief, Jay Templar, indicated that the current water storage capacity appears sufficient for current use or expansion.

Sanitary Sewer

The sanitary sewer system servicing the park is collection pipes that convey wastewater into two (2) separate septic tanks and leach fields. The leach fields are believed to be operating adequately, with operations alternated between the two (2) leach fields.

The sanitary collection pipes are comprised of 4-inch vitrified clay pipes (VCP), and according to the park staff there are no identifiable problems with the system. Due to the age of the pipes there may be benefit to videotape them to identify any issues that could be addressed in the future.

A sanitary manhole near the 1938 residence is believed to have a domestic waterline; however, this could not be verified.

Gas Utilities

Natural gas is supplied to the park via a distribution pipe of unknown size along the south side of State Highway 92 / Old Oregon Trail. The service lateral is believed to be west of Summit Road but its approximate routing within the Park is unknown. Gas meters are adjacent to the visitor center, the 1958 residence, and the 1938 residence. Two (2) pressure regulators are adjacent to the visitor center and maintenance shop. Gas is distributed by the local utility provider.

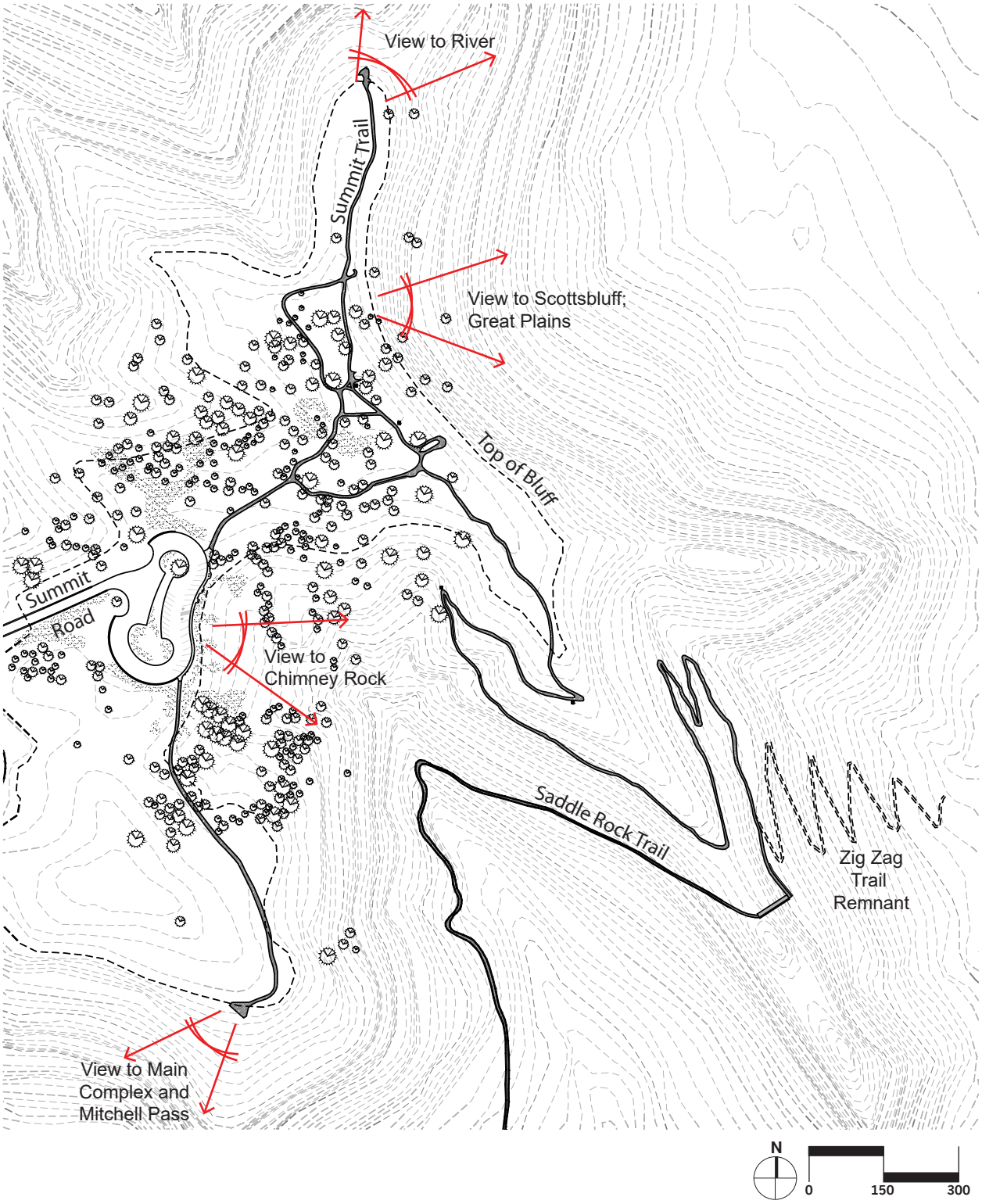


Figure 3-99. The spatial organization of the Summit of Scotts Bluff is defined by the siting of the Summit parking area and trails, all built at a consistent elevation. Views framed by the geology and vegetation remain from the period of significance. Views were deliberately framed and choreographed in the original design, and remain today. (Mundus Bishop, 2015)

Summit Road

The Summit Road landscape character area consists of roads, trails, structures and plantings, all built between 1933 and 1937. The landscape character area extends from the Main Complex to the Summit of Scotts Bluff, and includes the Summit parking area and trails network including Saddle Rock Trail. Also included in this landscape character area is Saddle Rock Trail and its associated features.

This section evaluates the existing condition of the Summit Road cultural landscape and documents changes over time. Evaluation of existing condition, and analysis of integrity for the Summit Road landscape character area is accomplished by analyzing four landscape characteristics:

- Spatial Organization / Topography / Viewshed
- Circulation
- Small Scale Features
- Vegetation.

The Summit Road landscape character area retains its spatial relationships and views, and circulation patterns, since the period of significance.

Spatial Organization / Topography / Viewshed

The Summit of Scotts Bluff is a level mesa, with steeply descending hillsides. Built features are set at the top of the level mesa, arranged horizontally across the relatively level surface. (Figure 3-99) The Summit parking area, trails and overlooks maintain a consistent elevation across the top of the bluff. Trails form a loop around the Summit and connect parking and overlooks. The Summit is connected to the plains below by Summit Road and Saddle Rock Trail, which wind up the steep hillside of Scotts Bluff.

When constructed in the 1930s, Summit Road and Saddle Rock Trail were designed to be compatible with the natural terrain. These routes followed the natural topography of the bluff as closely as possible and were screened from view below. They afforded scenic vistas of the surrounding landscape and provided a winding journey to the Summit. These design features were common for roads and trails designed by the CCC.[3.11]

The Summit parking area and trails at the Summit were initially built during the New Deal-era. As part of the initial plan for the Summit, views were deliberately orchestrated by tucking parking into the topography, planting trees along trails to frame views, and creating a network of winding paths that offered views in all directions and connected to scenic overlooks. (Figure 3-100)

The initial design and construction completed during the New Deal-era have not been greatly altered since that time. Minor alterations have been made to the network of paths at the Summit, but the level, open character of the paths, which offers views to the plains below has not changed. Vegetation has been slightly altered, with new planting efforts in the 1950s and 1970s, to control erosion. This has not greatly altered the design intent, as trees continue to frame views across the Summit. However, views have changed since the period of significance, due to the growth of nearby towns.

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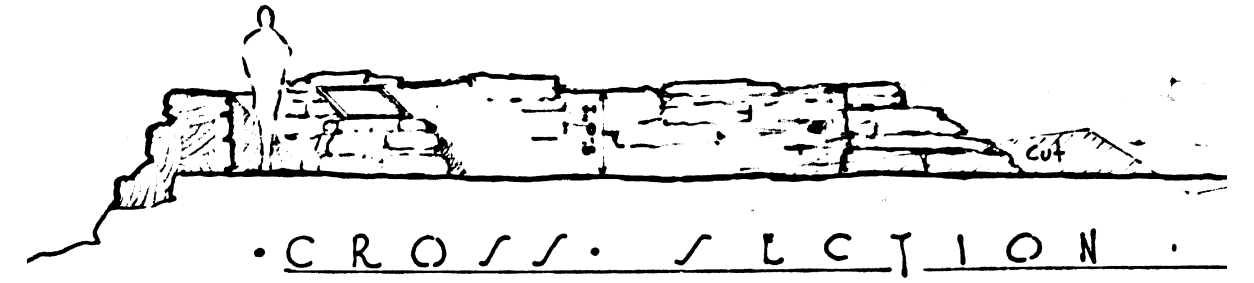






Figure 3-100. The design for the Summit included level terraces for observation areas, connected by sinuous pathways across the top of the bluff. Above: the elevation for the design of the north overlook in 1938, middle: the finished overlook in 1939, bottom: the north overlook in 2015. Views have changed since that time, with the growth of the neighboring town of Scottsbluff, and reduced farmland. (SCBL Archives; Mundus Bishop, 2015)

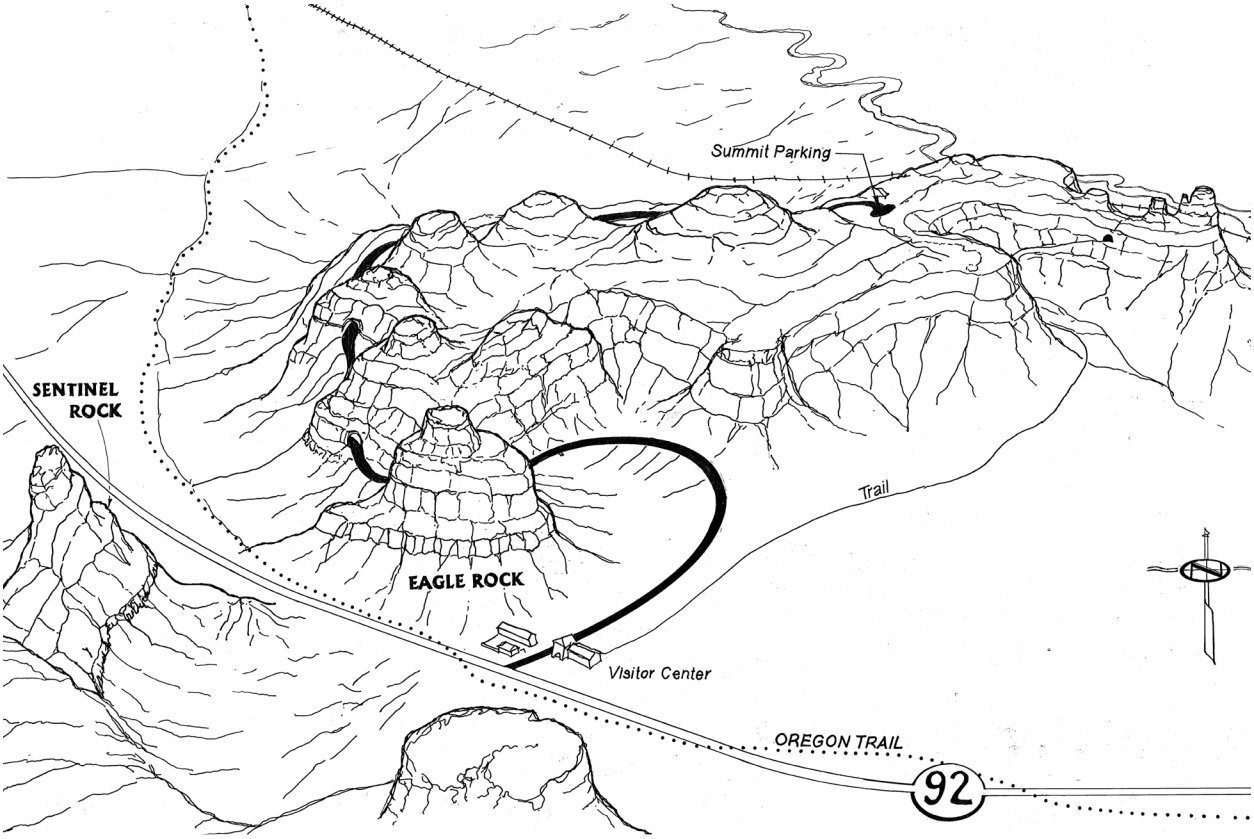


Figure 3-101. Summit Road was designed as journey up the hillside of Scotts Bluff. The road was designed to integrate with the hillside and to be invisible from below. This spatial layout is intact and retains integrity. (HAER for Summit Road, 2000)



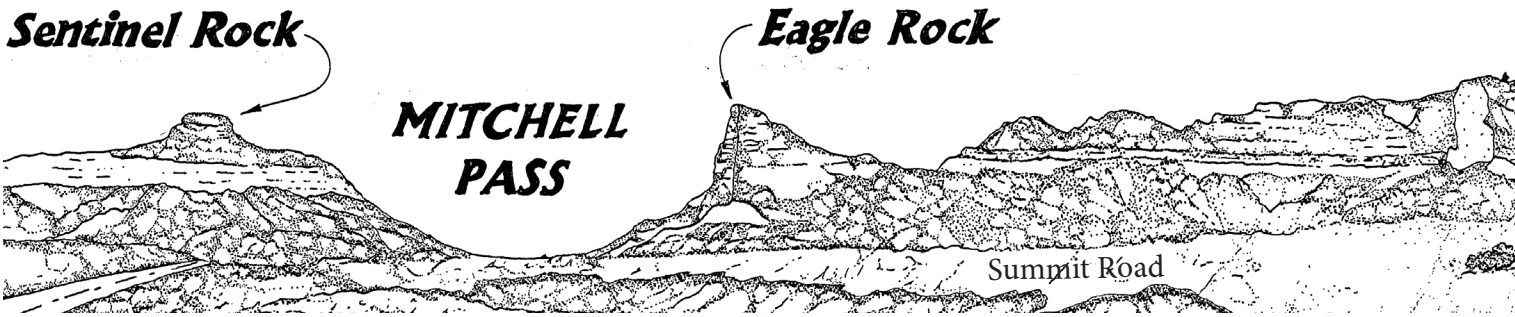


Figure 3-102. Summit Road and Saddle Rock Trail link the Main Complex below with the Summit. Once at the top of the bluff, development is relatively at the same elevation, overlooking the Great Plains below. (HAER for Summit Road, 2000; Annotation by Mundus Bishop, 2015)



Figure 3-103. The original design utilized natural features to guide the path layout across the top of the bluff. Trees were added to provide some enclosure and frame views across the bluff. This spatial arrangement has remained since the period of significance. (Left: SCBL Archives, above: Mundus Bishop, 2015)

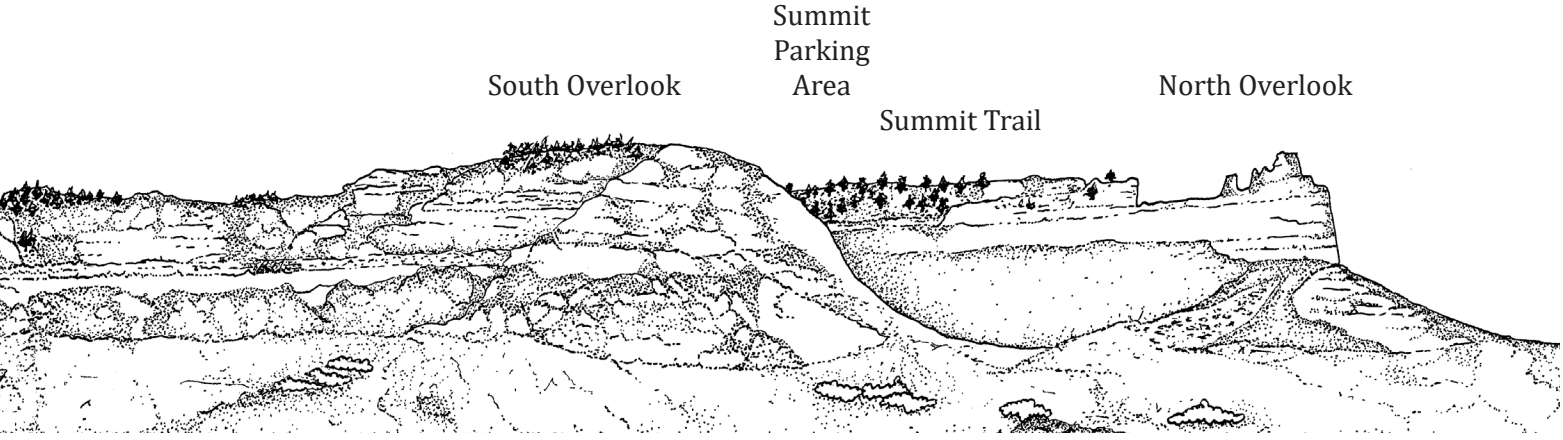




Figure 3-104. View of Dome Rock circa 1933. The CCC improved the pedestrian trail to the Summit of Scotts Bluff and provided a number of overlooks at the northern end of the Summit. (SCBL Archives)



Figure 3-105. View of Dome Rock from the south overlook, 2015. Views from the top of the bluff remain unobstructed and similar to the historic. Changes in adjacent land uses are notable, particularly the growth of the neighboring towns. The town of Gering has grown since the 1930s, and encroaches on the Monument's eastern border, visible at left. (Mundus Bishop, 2015)



Figure 3-106. Summit Road is over one and a half miles long, and curves in response to site topography to the top of bluff. The Summit is spatially distinct from the Main Complex, separated by over 800 feet of sheer bluffs. 1937. (SCBL Archives)



Figure 3-107. The views from the south overlook to the Main Complex, South Bluff, and the Oregon Trail remain as designed in 1958. This overlook, along with the north overlook, provide historically significant views of the surrounding landscape, and are integral parts of the visitor experience. (Mundus Bishop, 2015)

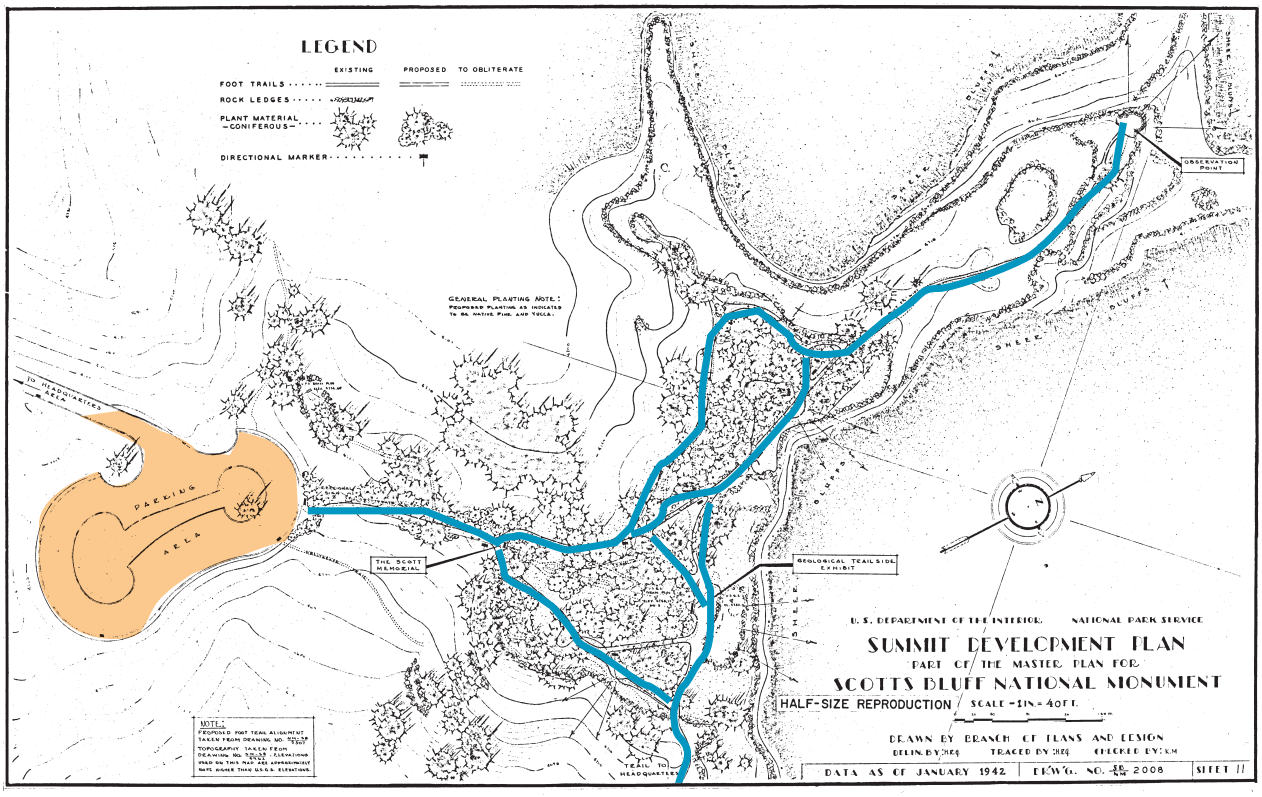


Figure 3-108. Circulation of the Summit of Scotts Bluff, as planned in 1942. Not all of the planned overlooks were fully executed, but the trail alignments established in the 1930s remain intact today. (SCBL Archives, Annotation by Mundus Bishop)

Circulation

The circulation system consists of the vehicular route of the Summit Road, Summit parking area, and trails: Summit Trail, South Overlook Trail, and Saddle Rock Trail.

Summit Road ascends the steep sides of Scotts Bluff from the Main Complex to the Summit. (Figure 3-106; Figure 3-107) The curving road passes through three tunnels carved out of the cliff. Concrete guardrails frame the road, which is sunken into the adjacent grade, to hide the road from below. (Figure 3-109) Begun in 1933 and finished in 1937, the Summit Road remains an example of sympathetic engineering and design with the landscape, as was typical for CCC design work. The road is prone to rockslides and has been repaired on numerous occasions. In the 1980s the cliff face between Tunnel #2 and #3 was excavated and stabilized with shotcrete and stained. More recently, the cliff between Tunnel #1 and #2 has also been stabilized through a rockslide abatement program, which has scaled back the cliff face.

The Summit parking area serves as overlook and parking area, with pedestrian access to trails and overlooks. (Figure 3-118; Figure 3-119) The Summit parking area is a one-way loop, with an accessible concrete sidewalk on the east side, repaved in 1990. There have been few modifications to the Summit parking area since its construction in the 1930s. Minor repairs have been made, including filling cracks and chips in the concrete paving.

Summit Trail and South Overlook Trail provide access to observation areas, on a relatively level route across the top of the bluff. Summit Trail, north overlook, and northeast overlook were part of the original design of the 1930s. South overlook and South Overlook Trail were added in 1958. These routes have not been greatly altered, except for minor repairs. In the 1950s, the trails were surfaced with bituminous paving.

Saddle Rock Trail evolved out of an earlier route to the Summit that had been in use since the early 1900s, and shares the upper portion of the Zig Zag Trail (non-extant). (Figure 3-132) It was formalized by the CCC, and connects the Summit of Scotts Bluff with the Main Complex below. The trail includes two rock / CMU retaining walls (both in disrepair), a set of concrete steps, two concrete trail markers, and has a tunnel through a portion of the cliff. Saddle Rock Trail has undergone more extensive modifications due to the eroding bluff, including work done in the 1950s when the route was first paved, and repair work done in the 1970s, 1990s, and 2000s.



Figure 3-109. Above: Summit Road, 1940, below: Summit Road and concrete guardrail - note how the guardrail also serves as a retaining wall for the outside slope covered with vegetation, which helps to hide the road from below. (Above: SCBL Archives, below: Mundus Bishop, 2015)

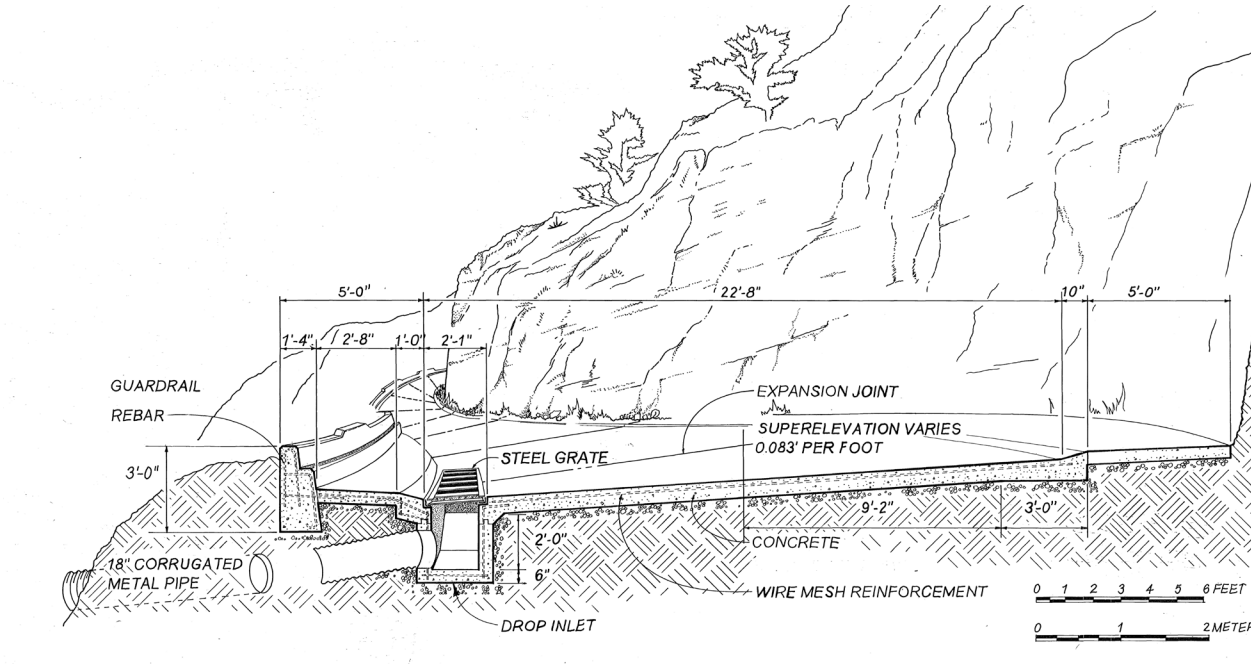


Figure 3-110. Cross section of Summit Road. The road was cut down into the hillside to provide motorist safety and hide the road from below. Steel grates transport water off the road, and concrete guardrails frame the road edge. (HAER for Summit Road, 2000)



Figure 3-111. Opened in 1937, Summit Road is the oldest known concrete paved road in Nebraska. It has undergone repairs since, but road work has been limited to rock slide cleanup and road patching, most recently in 1982. The original concrete paving, curbs, and steel grates are extant. (HAER for Summit Road, 2000)



Figure 3-112. Tunnel #3, 1964. The concrete portals for the three tunnel entrances were constructed in 1939. In 1989 new portals were constructed on both entrances of Tunnel #1 and the upper entrance to #2. Due to the eroding bluff, repair work along the road is frequently necessary. In the 1960s, portions of the bluff were removed to prevent further rock slides. (SCBL Archives)



Figure 3-113. Tunnel #3, 2015. In 1989 the overhanging sandstone between Tunnels #2 and #3 was excavated and the slope was stabilized with shotcrete and stained the color of the bluff, visible at right and just left of the portal. At the same time, the concrete lining at the top entrance to Tunnel #3 was filled in with additional concrete. (Mundus Bishop, 2015)



Figure 3-114. Summit Road, lower entrance to Tunnel #1. (Mundus Bishop, 2015)



Figure 3-115. Summit Road, lower entrance to Tunnel #2. (Mundus Bishop, 2015)



Figure 3-116. Summit Road steel drainage grate and concrete guardrail in foreground. Tunnel #2 in background, note shotcrete at right bluff. (Mundus Bishop, 2015)



Figure 3-117. Summit Road concrete guardrail with stucco finish, c.1940. (SCBL Archives)

Circulation - Summit Road			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Summit Road (1933-1937; 1939)	Two-lane, concrete paved 20' wide road with rolled curb, concrete guardrails and steel drainage grates. Three tunnels occur along the road.	Good	Contributing
	Tunnels #1, #2, and #3 excavated through the rock. Tunnels #1 and #2 have metal mesh frame, covered with gunite approximately 4" thick. Tunnel #3 with 12" concrete lining. Concrete portals at entrances to Tunnels #1 and #2. Concrete portal only at lower entrance to Tunnel #3.	Good	
	Concrete curb and guardrails horizontal pattern, sections are 6' X 14" alternating with 6' X 10", similar style to Main Complex buildings.	Good	
	Steel drainage grates Fourteen 24" X 78" steel grates along outside edge of the road; direct stormwater.	Good	
Summit Parking Area (1933-1937; c. 1990)	Circular one-way concrete paved vehicular parking area. 24' wide at narrowest, widens to 44' wide. Angled parking spaces for 24 vehicles plus 2 accessible spaces. Attached 4' concrete sidewalk provides access to trails and overlooks. Portions of the Summit parking area have an attached asphalt sidewalk, in poor condition. Two steel drainage grates that match those on Summit Road, at west end of the Summit parking area. Standing water was observed on the paved surfaces at a few locations at the Summit indicating low spots in the pavement.	Fair	Contributing
Summit Trail (1933-1937; 1953)	5' to 7' wide asphalt paved trail with wood edge, missing in places. Multiple pavement overlays. Trail forms a loop around the Summit north of the Summit parking area.	Fair	Contributing
	North overlook - stone wall and level terrace with metal arrows (3) point to landmarks on horizon. Stone wall 30" to 34" tall X 35" to 45" wide. 5 metal arrows are missing. Cement jointing damaged, new repair does not match old.	Fair	
	Social trails, occur west above the Summit parking area.	Good	
	Northeast overlook - semi-circular stone wall on concrete footer, 42" tall X 24" wide.	Fair / Poor	
	Block wall - two sections of painted concrete block retaining wall, each approximately 15' long, 4' to 3' tall. Missing / loose blocks at both ends.		



Figure 3-118. Summit parking area, 1940. (SCBL Archives)



Figure 3-119. The Summit parking area is a one-way loop, in the same layout as originally constructed. The concrete sidewalk and accessible parking were added and resurfaced in the 1990s. (Mundus Bishop, 2015)

Circulation - Summit Road			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
South Overlook Trail (1958)	4' wide asphalt trail with wood edge. Asphalt is cracked, wood edge loose. Trail widens to 24' at south overlook; 2 benches; 3 interpretive signs.	Fair	Contributing
Saddle Rock Trail (1933-1936; 1953; 1971; 1990; 2008)	Steep asphalt trail, 5' wide, connects Summit with Main Complex. Erosion control logs, 4" round X 3' along trail.	Fair	Contributing
	Rock retaining wall at switchback #2, rubble stacked wall, retrofitted with erosion control logs.	Poor	
	Concrete steps over stone base. 11 steps vary in height 2" to 7" X 5' wide. With wood hand rail, 4x4 posts, 4' tall.	Fair	
	Block wall, concrete block 44" tall at highest X 23' long, with block cap, stone at north end.	Fair	
	Pedestrian tunnel 3' wide path through 5' wide tunnel; approximately 7.5' tall in center. 23' long. Some drainage issues.	Good / Fair	
	Stacked stone wall, below tunnel, native stone of various sizes, mortar in places.	Poor	
Zig Zag Trail (1927)	Remnants of trail established 1927. Cut slope and grade of trail is visible.	n / a	Contributing



Figure 3-120. View to the Summit parking area from the Summit Trail, 1951. (SCBL Archives)



Figure 3-121. View to the Summit parking area from the Summit Trail. (Mundus Bishop, 2015)



Figure 3-122. North overlook, 1939. (SCBL Archives)



Figure 3-123. North overlook. (Mundus Bishop, 2015)

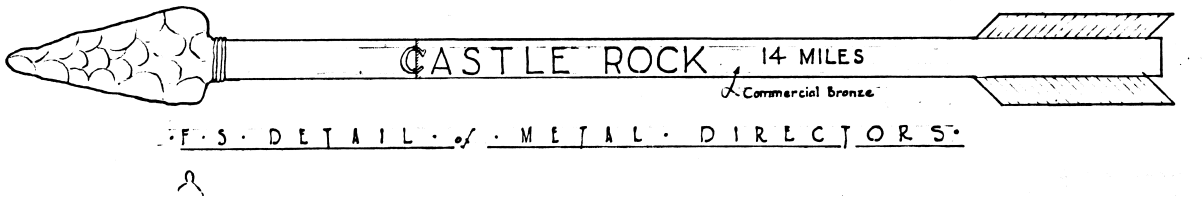




Figure 3-124. There were originally eight metal arrows pointing to spots visible on the horizon, embedded in the north overlook wall. Today, only three are extant on the wall, the others were removed and placed in the SCBL museum collection. (Above: SCBL Archives, middle: Mundus Bishop, 2015)



Figure 3-125. Summit Trail. (Mundus Bishop, 2015)



Figure 3-126. Summit Trail, c.1950s. (SCBL Archives)



Figure 3-127. Summit Trail. (Mundus Bishop, 2015)



Figure 3-128. Concrete block wall at edge of Summit Trail. (Mundus Bishop, 2015)



Figure 3-129. The northeast overlook was added in 1995, to formalize a popular social trail. (Mundus Bishop, 2015)



Figure 3-130. South overlook, 1958. (SCBL Archives)



Figure 3-131. South overlook. (Mundus Bishop, 2015)



Figure 3-132. Saddle Rock Trail, looking at the lower half. (Mundus Bishop, 2015)



Figure 3-133. Saddle Rock Trail, near Summit. (Mundus Bishop, 2015)









Figure 3-134. Above: steps at Saddle Rock Trail, 1971, below: 2015 (SCBL Archives; Mundus Bishop, 2015)

Figure 3-135. Above: Saddle Rock Trail under repair, 1971, below: 2015 (SCBL Archives; Mundus Bishop, 2015)



Figure 3-136. The entrance to the Saddle Rock Trail originally began at the Summit Road, north of the Main Complex. The trailhead was relocated to east of the east courtyard after the period of significance. (Mundus Bishop, 2015)



Figure 3-137. Concrete Trail Marker, 1969. (SCBL Archives)



Figure 3-138. Concrete Trail Marker. (Mundus Bishop, 2015)



Figure 3-139. View from pedestrian tunnel to headquarters, 1938. (SCBL Archives)



Figure 3-140. View to Main Complex from the Saddle Rock Trail Tunnel. (Mundus Bishop, 2015)

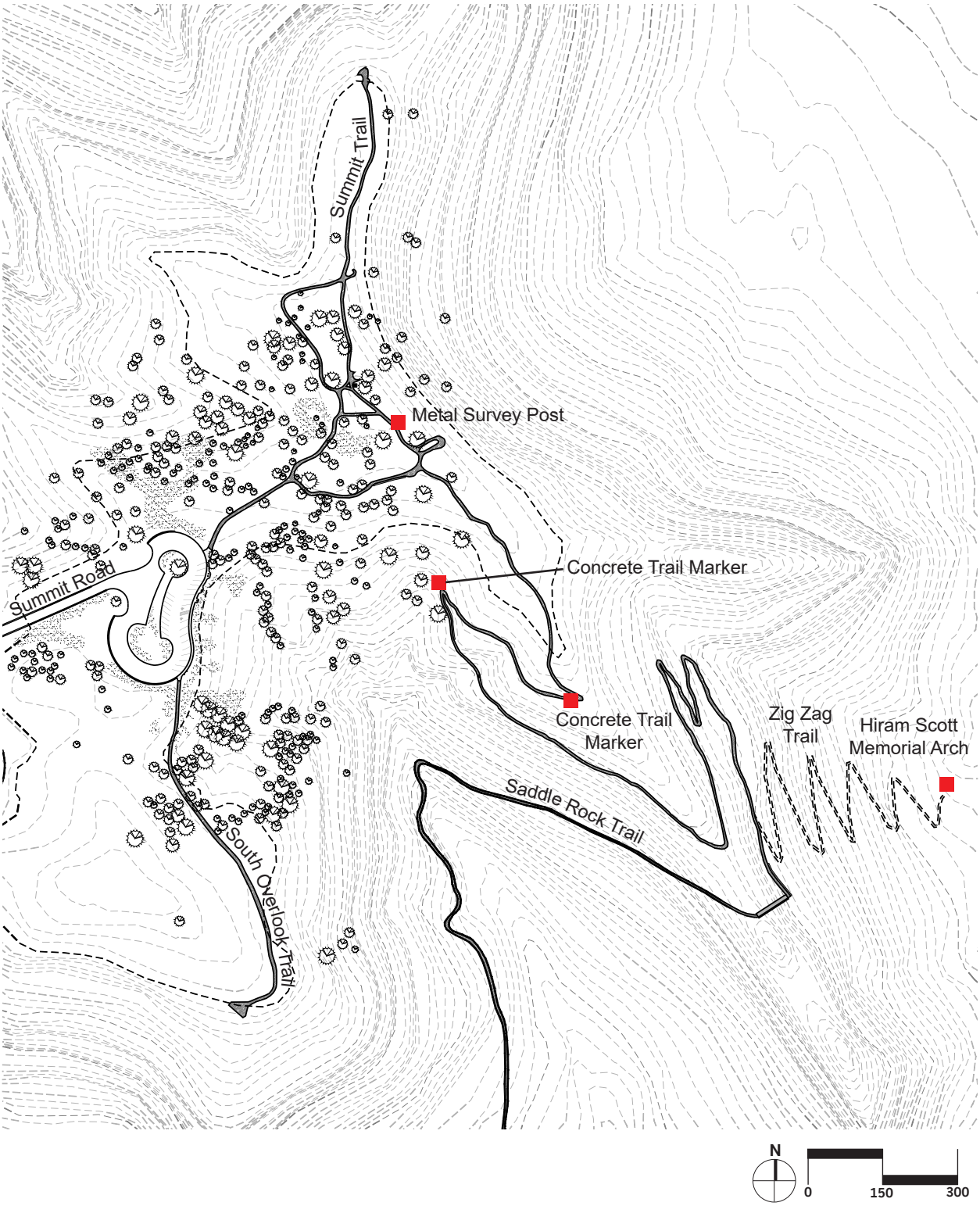


Figure 3-141. Small scale features include a metal survey post at the top of the bluff, concrete trail markers along Saddle Rock Trail, and the Hiram Scott Memorial Arch at the bottom of the Zig Zag Trail. (Mundus Bishop, 2015)

Small Scale Features

Small scale features include elements that assist in wayfinding, visitor amenities or safety, and other features unique to the Monument. Within Summit Road, these include a metal survey post at the top of the bluff, two concrete trail markers along Saddle Rock Trail, and the Hiram Scott Memorial Arch at the bottom of the Zig Zag Trail. The two concrete trail markers are in poor condition due to missing stucco and are in need of resetting. (Figure 3-142) Three granite benches occur at the Summit parking, one at the north overlook, and one along Saddle Rock Trail at Scotts Spring. These are non-contributing features. Small scale features include those directly associated with larger constructions (i.e. retaining walls, steps, and overlooks, which are included with their respective circulation route).

Many small scale features at Summit Road date from the period of significance, including a metal survey post at the Summit, concrete trail markers, and the Hiram Scott Memorial Arch (today a ruin at the base of the Zig Zag Trail). New small scale features do not generally detract from the cultural landscape and serve to enhance the visitor experience.



Figure 3-142. Above: concrete trail marker #1, bottom: concrete trail marker #2. (Mundus Bishop, 2015)



Figure 3-143. This metal survey post installed at the top of Scotts Bluff in 1933. Today, is also serves as a marker that shows how quickly the native rock erodes. (Mundus Bishop, 2015)



Figure 3-144. Hiram Scott Memorial Arch (1930) ruins and faint outline of the Zig Zag Trail. Constructed in the 1920s, it was abandoned when discovered in 1933 that it was outside of the Monument boundaries. The trail officially closed in 1953. (Mundus Bishop, 2015)

Small Scale Features - Summit Road			
Feature	**Description**	**Condition**	**Contributing / Non-Contributing**
Metal Survey Post (1933)	1933 survey marker.	Good	Contributing
Hiram Scott Memorial Arch (1930)	Stone ruins at the base of Zig Zag Trail.		Contributing
Concrete Trail Marker (2) (1958)	2 concrete markers with 1" stucco finish point towards "Museum" along at Saddle Rock Trail. Marker #1 is at first switchback, 6" X 4.5" X 24" tall. Missing portions of stucco. Marker #2 is at second switchback, set above grade on concrete base, 42" tall. "E" is marked at bottom. Match style of Main Complex buildings.	Fair to poor	Contributing
Scott Memorial (Date Unknown)	Stone base, metal sign.	Good	Non-contributing
Benches (Date Unknown)	Bench at informal overlook, wood slat 16" tall, 6' long, concrete trapezoid base. Granite bench at north overlook, 18" tall X 42" long. Granite bench at Summit parking area. Granite bench, lower half of Saddle Ridge Trail.	Good	Non-contributing
Signs (Date Unknown)	Interpretive signs - at north overlook; metal survey post; south overlook and South Overlook Trail; top of Saddle Rock Trail.	Good	Non-contributing
Telescope (Date Unknown)	1 telescope at north overlook; 1 telescope at Summit parking area.	Good	
Trash / Recycle (Date Unknown)	2 trash; 2 recycle located at Summit parking area.	Good	Non-contributing



Figure 3-145. Summit Development Plan called for naturalistic groupings of plants, to be composed of "native pine and yucca," 1948-50. (SCBL Archives)

Vegetation

Vegetation at the Summit includes conifer trees with an open understory of short grasses and small shrubs. Trees include eastern red cedar, Rocky Mountain juniper and ponderosa pine. Typical shrubs are yucca, three-leaf sumac, and prickly pear.

Vegetation today is similar to what existed historically. During the 1930s, native species were used to stabilize erosion of the bluff, and plants were arranged in naturalistic groupings along the trails in order to frame views. The 1948 plan for the Summit indicates a naturalistic design and notes that plantings were to be native pine and yucca.

Between 1949 and 1956 planting efforts were undertaken throughout the Monument as part of the Soil and Moisture Conservation Plan. Exposed slopes were seeded with grass seed to protect them from erosion, and native trees and shrubs were planted on the bluffs and hillsides to stabilize the slopes. (Figure 3-145) Some of these plantings are extant. Re-seeding of the top of the bluff was done in the 1970s to introduce a stabilizing grass cover. In 1989 portions of the bluff along Summit Road, between tunnels #2 and #3 and tunnels #1 and #2 were hydroseeded to stabilize recent excavation work. There are more juniper trees and a more consistent grass cover now than during the historic period.



Figure 3-146. Summit parking area, 1937. Planting operations began on the Summit in the 1930s and 1940s, to stabilize the bluffs, note sparse cover in foreground. (SCBL Archives)



Figure 3-147. Summit parking area, 2015. Note planted junipers behind the Summit parking area, at left and foreground. (Mundus Bishop, 2015)



Figure 3-148. Summit Trail, 1969. Planting efforts continued into the 1970s to establish a grass cover to stabilize erosion, note bare patches prior to 1971 planting effort. (SCBL Archives)



Figure 3-149. Summit Trail, same intersection as above photograph, note grass cover. (Mundus Bishop, 2015)



Figure 3-150. The vegetation on the bluffs includes conifers with an undergrowth of grasses, small shrubs, yucca, and prickly pear. (Mundus Bishop, 2015)

LEGEND

- SUMMIT ROAD
- TUNNEL
- SHOTCRETE
- TRAIL
- TRAIL REMNANT
- TOP OF BLUFF

Buildings and Structures

1 Main Complex
2 Summit Parking (1933-1937; c.1990)
3 Scotts Spring

Oregon Trail Ruts (1800-1899)

Tunnel #3 (1933-1937)

Shotcrete Embankment (1965-1966)

Scotts Bluff

Zig Zag Trail (1927)

Pedestrian Tunnel (c. 1936)

Tunnel #2 (1933-1937)

Tunnel #1 (1933-1937)

Mitchell Pass

State Highway 92

Summit Road (1933-37; C 1990)

Saddle Rock Trail (1933-36; 1953; 1971; 1990; 2008)

1

2

3

Sources:
ERO_Scotts_Bluff_NM_GPS.DWG, 2015 Google Maps, 2015 Google Earth, Scotts Bluff National Monument Systems Map, 1939 Headquarters Area - Utilities Layout (part of the Master Plan for Scotts Bluff National Monument), 1939 Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1943 Landscape and Walk Developments, 1957 Preliminary Site Preparation and Landscape Plan, 1989 Visitor Center Construction Documents, 1990 Summit Road Revegetation Plan, 1990 Planting Plan - Visitor Center, 2000 Existing Conditions - Visitor Center, 2015 Field Notes

Illustration 3-4.

N E S W

0 500

1" = 500'-0"

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR

SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

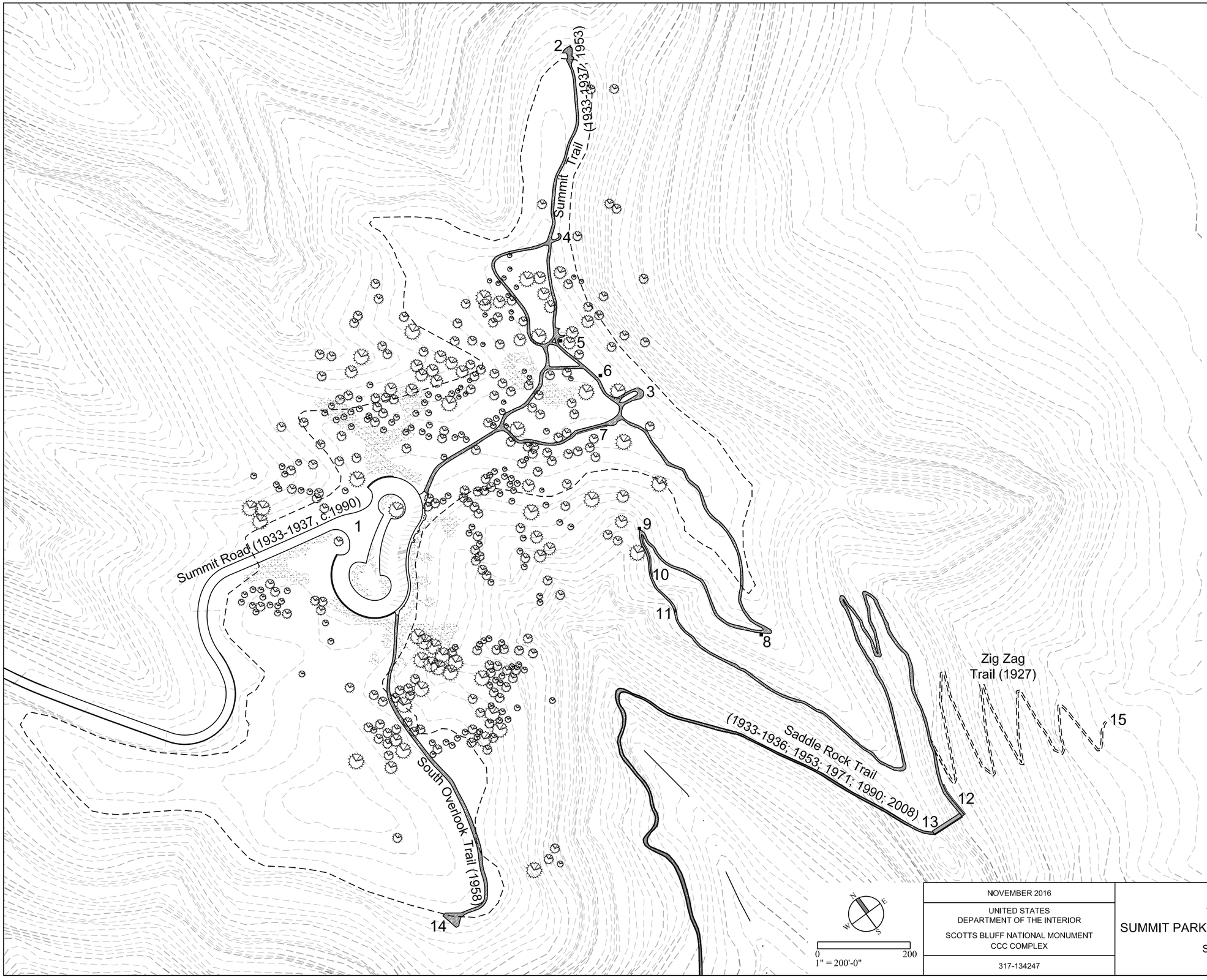
317-134247

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT

TITLE OF DRAWING
SUMMIT ROAD EXISTING CONDITION

NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA



LEGEND

- SUMMIT ROAD
- CONCRETE TRAIL
- ASPHALT TRAIL
- TRAIL REMNANT
- EVERGREEN TREE
- TOP OF BLUFF

Features

1 Summit Parking (1933-1937; 1939)
2 North Overlook (1939)
3 Northeast Overlook (c. 1937)
4 Observation Point (1995)
5 Scott Memorial (date unknown)
6 Metal Survey Post (1933)
7 Block Wall (date unknown)
8 Concrete Trail Marker (1958)
9 Concrete Trail Marker (1958)
10 Rock Retaining Wall (1936)
11 Concrete Steps (1936; 1953; 1971)
12 Block Wall (1936; 2008)
13 Tunnel (c. 1936)
14 South Overlook (1958)
15 Hiram Scott Memorial Arch (1930)

Sources:
ERO_Scotts_Bluff_NM_GPS.DWG, 2015
Google Maps, 2015 Google Earth, Scotts Bluff National Monument Systems Map, 1939 Headquarters Area - Utilities Layout (part of the Master Plan for Scotts Bluff National Monument), 1939 Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1943 Landscape and Walk Developments, 1957 Preliminary Site Preparation and Landscape Plan, 1989 Visitor Center Construction Documents, 1990 Summit Road Revegetation Plan, 1990 Planting Plan - Visitor Center, 2000 Existing Conditions - Visitor Center, 2015 Field Notes

Illustration 3-5.

0 200
1" = 200'-0"

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR
SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134247

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT
TITLE OF DRAWING
SUMMIT PARKING AREA AND TRAILS EXISTING CONDITION
NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

Affected Environment

Cultural Resources – Cultural Landscapes and Archeological Sites

Cultural Landscapes

The Monument was created by President Woodrow Wilson in 1919 and listed on the National Register of Historic Places in 1976. Two landscape areas have been identified within the cultural landscape for this CLR / EA:

1. The Main Complex

2. Summit Road

Both of these areas were initially developed during the historical component of the cultural landscape of Scotts Bluff NM dating from 1919 into the 1950s. Development of both landscape areas began with the Monument's designation in 1919; continued through the New Deal construction in the 1930s and 1940s; and ended with Mission 66 program construction episodes in the Main Complex in the 1950s.

An informal parking lot, picnic grounds, and the Zig Zag Trail were added to the eastern face of the bluff in the 1920s. A memorial arch for Hiram Scott was installed in 1930 at the base of the trail. The Zig Zag Trail was subsequently abandoned in 1933 because it was found to be outside of the Monument boundaries and the arch was moved to the top of the bluff in 1939. Starting in 1933, New Deal programs provided both funding and labor for projects that included construction of Summit Road, trails, the Oregon Trail museum, and numerous administrative facilities. All new facilities and upgrades to existing facilities in the 1950s were done under the NPS Mission 66 program.

The visitor center is a contributing building that was completed in stages with the initial building completed in 1935 and additions completed in 1938 and 1948.[3.12] Other contributing buildings and structures include the Comfort Station (1937), the east courtyard (1958), the 1938 residence (1937, addition in 1949), 1958 residence (1958), the maintenance shop (1936, additions in 1958 and 1981), and the courtyard walls (1936, reconstructed 1950s). Contributing roads and trails consist of the Summit Road (1933-1940), the Saddle Rock Trail (1936), the Summit Trail and three 1930s observation points (1930s).[3.13]

Archeology

The area surrounding the Monument has most likely been used for at least 9,000 years based on evidence from nearby archeological sites such as the Scottsbluff Bison Quarry and Signal Butte sites. The known archeological record at the Monument is based on previous surveys, which combined, cover approximately 80 percent of the Monument.[3.14] As of 2013, 66 archeological resources have been documented within the Monument, only 48 of which are sites (as opposed to isolated artifacts) and are included in the NPS's Archeological Sites Management Information System.[3.15] Of these 48 sites, 40 are prehistoric, 6 are historic, and 2 have both prehistoric and historic components. Only nine prehistoric sites are definitively assigned a temporal designation, most of which date between A.D. 80 and 1650.[3.16] Prehistoric site types include open lithic and artifact scatters, habitation sites,

3.12 *Scotts Bluff National Monument NRHP Nomination Update.* National Park Service. 2012.
3.13 *NRHP* 2012.
3.14 *Scotts Bluff National Monument Trail Development Plan and Environmental Assessment.* 2013.
3.15 *Trail Development Plan* 2013.
3.16 *NRHP* 2012.

rock features, and hearths.[3.17] Almost all of the prehistoric sites are recommended eligible for listing on the NRHP. Historic sites are primarily trash scatters and are not generally eligible for listing on the NRHP.[3.18]

It is possible that other sites, particularly those that might be deeply buried under windblown deposits, could still be discovered. If present, artifacts associated with users of the Oregon Trail are most likely to be on or near the ground surface, with prehistoric and more recent Native American artifacts at lower depths. Many sections of the Oregon Trail are fairly shallow landscape features, and artifacts exposed in these areas would most likely be historic. Areas of deep rut erosion are more likely to expose prehistoric artifacts.

Visitor Use, Interpretation, and Recreation

Many visitors stop at the Monument as part of other vacation routes, combining their visits to destinations such as the Black Hills of South Dakota or Yellowstone National Park. For others, particularly those with a serious interest in the historic trails, Scotts Bluff is a destination. The primary visitor amenities and most frequented by visitors include the visitor center, and the Summit of Scotts Bluff. There are no visitor services on the Summit other than hiking trails.

Many local visitors and some nonlocal visitors use the trails within the Monument for recreation. The Saddle Rock Trail is a 1.6-mile pedestrian trail that begins at the visitor center and ends at the top of the bluff. The Prairie View Trail is a 1.2-mile paved bicycle and pedestrian trail that leads from the visitor center to the east boundary of the Monument and connects with Gering's and Scottsbluff's Monument Valley Pathway System. This is the only trail that connects the communities with the Monument. In 2013, the Monument developed a Trails Plan and Environmental Assessment to enhance educational, interpretive, and recreational opportunities about the geological, natural, and cultural resources to trail users, to protect and preserve historic properties, and to ensure Scotts Bluff's significance as a National Monument.[3.19] The plan creates established travel routes to minimize impacts on the Monument's resources and enhance public safety for trail users.

There are two main interpretive facets to the visitor experience at the Monument: 1) the story of the westward migration on the Oregon, California, and Mormon Trails; and 2) the natural and scenic beauty of the bluffs and surrounding prairie. While the Monument is open year-round, visitor use is highest from June through August, with the greatest number of visitors staying for a few hours or less.[3.20] In 2014, visitation was 119,159 and, on average, visitation is approximately 120,000 visitors per year.[3.21]

The Monument offers several activities for visitors such as the following:

- Exploring the Jackson collection and visitor center exhibits
- Attending living history programs
- Attending Thursday evening programs at the amphitheater in the east courtyard
- Joining ranger-led hikes during the summer

3.17 *NRHP* 2012, *Trail Development Plan* 2013.
3.18 *NRHP* 2012.
3.19 *Trail Development Plan* 2013.
3.20 NPS. *Scotts Bluff National Monument, Long-Range Interpretive Plan.* 2008.
3.21 Visitor Use Statistics. "*Park Reports", National Park Service, nps.org*. Accessed October 9, 2015. https://irma.nps.gov/Stats/Reports/Park/SCBL.

- Experiencing panoramic views 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

- Walking the trail system, including walking in the footsteps of 19th-century settlers along the historic Oregon Trail, while viewing the replica Conestoga and Murphy wagons and reading the interpretive exhibits

- Providing educational opportunities for local schools

A Long Range Interpretive Plan for Scotts Bluff NM was completed in 2008. This plan addresses interpretation of the CCC work at the Monument during the 1930s, one of the NPS's most significant remaining landscapes built by the CCC. The plan also addresses interpretation of archeological resources and traditional use of the Monument by associated American Indian tribes. A lack of staff hinders resource interpretation at Scotts Bluff NM. The Monument does not have any full-time staff dedicated solely to resource interpretation; therefore, Monument staff, such as the law enforcement ranger and resource management specialist, have assumed these responsibilities. As a result of the Monument's limited staff, the number of visitors that the interpretive programs were able to reach decreased from 99,896 in 1990 to 55,295 in 2007.[3.22]

Visual Resources

The Monument consists of approximately 3,000 acres. Just past the entrance are five buildings including the visitor center and administrative facilities. Although mowed grasslands surround the Main Complex, natural prairie grasses are the predominant vegetation cover throughout the Monument. Approximately 40% of the 3,003-acre Monument is mixed-grass prairie. Forbs and shrubs also make up the prairie vegetation. At the top of the road through the Monument, Scotts Bluff is a topographic feature rising 800 feet above the North Platte River.

The first formal geologic investigation of the area was completed by the U.S. Geological Survey in the late 1890s. The geology of Scotts Bluff is significant because it affords a view of 740 feet of continuous geologic strata that spans a period extending from 33 to 22 million years before present.[3.23] The north face of Scotts Bluff has exposed the most geologic history of any location in the state. Visitors are surrounded by views of the bluff and geology while walking the Saddle Rock Trail. Other landmarks that can be viewed are the Crown, Dome, Eagle, Saddle, and Sentinel Rocks, as well as Mitchell Pass.

From the top of Scotts Bluff, visitors can view South Bluff and the badlands along the northern boundary. These badlands, adjacent to the North Platte River, contain some of the richest fossil-bearing strata in Nebraska and reflect how erosion has shaped the landscape over millions of years.[3.24] Over time, the process of erosion has resulted in the area's unique geologic features, such as Scotts Bluff. Erosion is usually unnoticed by humans, as wind and precipitation slowly wash away grains and particles of sand, silt, and ash. However, erosion can occur as sudden large rock falls, which happened in 1974 and 2000 in the area of Saddle Rock. Smaller rock falls are visible along the Summit Road.

3.22 CLI.

3.23 *"Scotts Bluff National Monument Geologic Features." National Park Service, nps.org.* Accessed 2015. http://www.nps.gov/scbl/learn/nature/geology.htm.

3.24 CLI, 28.

The Monument is surrounded by private land, approximately half of which is used for agriculture. The cities of Gering and Scottsbluff can be seen from the bluff and other locations in the Monument. Although the cities of Scottsbluff and Gering have experienced very little population growth in recent decades, new subdivisions and commercial developments have been built on the outskirts of these cities, expanding their footprints. This increased development to the north and east affects the ability of the Monument to preserve and interpret the historical setting and conditions present during the time of westward migration. This adjacent land use isolates Scotts Bluff, and it affects the Monument's ability to maintain a native mixed-grass prairie system because adjacent lands, the county road, the railroad, and service roads to three canals act as a source for invasive species.[3.25]

The Gering Fort Laramie Canal and public and private property border the Monument to the east and GFL Road borders the Monument to the south. The North Platte River serves as the Monument's north boundary for approximately 1.25 miles. Because the North Platte River is non-navigable, the Monument's boundary extends to the center of the channel. On a clear day, visitors at the bluff can see approximately 100 miles west to Laramie Peak and many miles of the North Platte River transportation corridor.

3.25 CLI.

Chapter 4. Treatment Alternatives

Introduction

This chapter presents treatment alternatives for the repair, protection and stewardship of the cultural landscape of Scotts Bluff NM. These were developed during the alternatives work session held in June 2016. This chapter describes the alternatives considered, including the no action alternative, three action alternatives for the Main Complex and one action alternative for the Summit Road landscape character area and the study area as a whole. A summary of the alternatives is presented in the following narrative, graphics and matrices.

The agency preferred alternative is action alternative 1. It is presented in summary in this chapter and in detailed treatment recommendations in Chapter 6 - Treatment Plan and Implementation Guidance.

One action alternative was considered for the study area and Summit Road landscape character area. It would focus on repair of contributing circulation routes, views, and vegetation. Additional vegetation would be planted on the bluffs to reduce erosion and reestablish the naturalistic character of native vegetation by restoring vegetation composition and abundance.

The *No Action Alternative* provides a basis for comparison with the action alternatives, and includes current park projects and those planned for the foreseeable future. Under the no action alternative, contributing and non-contributing features would be preserved and maintained.

Three *Action Alternatives* were considered for retaining and repairing contributing features and rehabilitating the historic setting at the Main Complex. Three action alternatives repair buildings, structures, small scale features, and vegetation to rehabilitate the designed landscape and provide an inspiring visitor experience. The alternatives differ by the extent of change recommended and alternative arrangement of site features.

Treatment Approaches

Four distinct approaches to the treatment of the cultural landscape were considered. Brief descriptions of each approach follows. The recommended treatment approach depended on factors including the desired future condition, proposed use, and historical significance of the property.[4.1]

The no action alternative would follow a preservation approach. All the action alternatives would follow a rehabilitation treatment approach.

Preservation is an appropriate treatment approach for a cultural landscape with a continuity of use and few modifications. This approach is suited for a property where its distinctive materials, features, and spaces are intact, and for which extensive modifications or additions are not required. The preservation treatment approach allows contributing features to be preserved, restored, or repaired. The no action alternative follows this approach.

Rehabilitation is an appropriate treatment approach for a cultural landscape with a long period of significance, few modifications, and integrity in one or more aspects: location, setting, materials, workmanship, feeling, and association. Rehabilitation is appropriate for a property where new additions are contemplated. The action alternatives follow the rehabilitation approach.

4.1 Page et al., *A Guide to Cultural Landscape Reports.*

Reconstruction is an appropriate treatment approach for a cultural landscape with a vast amount of documentation that would allow, by means of new construction, the form, features, and detailing of a non-surviving features to be replicated to its appearance at a specific period of time and in its historic location.

Restoration is an appropriate treatment for a cultural landscape with a short period of significance and documentation to accurately depict the form, features, and character of a landscape as it appeared during a particular historic period by removing features from other periods in history and reconstructing missing features from the restoration period.

Treatment Alternatives

This section presents the no action and three action alternatives for the Main Complex. The no action alternative includes those projects that the Monument would undertake as part of regular operations and already funded projects. The action alternatives evaluate different levels of change to accommodate visitor and staff needs, park improvements, and methods for repairing vegetation.

This section presents the no action alternative first, followed by goals common to all action alternatives, and summary descriptions of each action alternative.

No Action Alternative

The no action alternative reflects the ongoing actions of the Monument and serves as a basis for comparison for the other alternatives. Under the no action alternative, the present level of use, management, interpretation, maintenance and operations would continue.

The no action alternative would include actions the Monument would complete under current policy, including rehabilitation of the visitor center, expansion of the Monument boundaries, and expansion of trail connections.

Under the no action alternative the current level of maintenance would continue and vegetation would continue to be maintained as it is currently. Existing bluegrass lawns would continue to be mown and existing vegetation would remain.

Planning and rehabilitation projects are part of this alternative, specifically the following actions.

Rehabilitate Visitor Center
The existing visitor center would be expanded and rehabilitated to accommodate additional visitor and staff space.

- This project would rehabilitate and expand the historic visitor center, providing for safe egress for the Monument's visitors, protection of the museum collection from elements, and accessibility for all people.

- This project would provide separate spaces for the bookstore and AV from the exhibits. While the structure is generally in good condition, some of the historic fabric has been covered up by past work, diminishing its integrity.

- This project would rehabilitate and expand the visitor center to meet life safety, accessibility and building codes. Current visitor and staff needs would be met while maintaining the building's historic integrity and providing rehabilitation of its significant historic spaces.

- This project would require modification of historically significant features of the visitor center, including walls on the north, east, and south sides. The project would require modification of the historic comfort station to accommodate the expansion. Exterior features impacted by the visitor center rehabilitation include modifications to the east courtyard and 1957 wall.

Expansion of Monument Boundaries
The GMP recommended expansion of the Monument boundaries to include Robidoux Pass and two parcels adjacent to Monument lands.

Removal of Visual Intrusions
- The GMP recommended removal of visual intrusions to protect the historic viewshed and setting of Scotts Bluff.

Expansion / Continuation of Trails
- Trails would continue to serve park visitors as well as the neighboring communities. New trails would be explored to link visitors with other portions of the Monument.

Expanded Visitor Information and Orientation
- The LRIP recommended updates to media and wayside exhibits throughout the Monument.

Goals Common to All Action Alternatives

The following goals assist in determining the desired landscape condition, and providing appropriate stewardship guidance for rehabilitating the historic character of Scotts Bluff NM.

1. Preserve the Scotts Bluff NM cultural landscape including the overall historic character and views to the natural bluffs, as well as individual features that contribute to the significance of the cultural landscape.

2. Rehabilitate the cultural landscape by repairing features and patterns, and allowing removal of non-contributing features.

3. Provide improved visitor experiences and staff operations through the visitor center rehabilitation and repair of adjacent site features. Improvements may include exterior gathering spaces, improved pedestrian access, and additional storage and office space.

4. Address on-going care of the cultural landscape issues such as operational needs, safety and code deficiencies in a manner that preserves the cultural resources.

5. Identify the acceptance for new additions within the cultural landscape.

Common to All Action Alternatives

Several treatment recommendations are common to all action alternatives, and are summarized in this section. This information is not repeated in the descriptions of the action alternatives.

Spatial / Topography / Viewshed

- Preserve contributing historic characteristics including spatial organization, cluster arrangement, topography, and historic views.

- Preserve the scale and form of the cultural landscape as a contributing feature characterized by a naturalistic landscape design and clustered complex of buildings at the foot of the bluff.

- Preserve established setbacks and arrangement of buildings and courtyards.

Circulation

- Preserve contributing roads by preserving road widths and alignments.

- Preserve contributing trails by preserving alignments and widths.

- Provide universally accessible route to the 1938 residence.

Buildings and Structures

- Preserve contributing buildings and structures of the cultural landscape.

Small Scale Features

- Repair contributing small scale features found throughout the study area.

- Remove non-contributing curved entrance wall.

Vegetation

- Repair vegetation to reflect the native, prairie aesthetic, as was intended by original design.

- Allow for additional vegetation plantings to serve as screens or buffers, or to prevent erosion.

- Repair plantings to reflect the principles of naturalistic design using groupings of low growing shrubs, grasses and perennials in natural patterns, accented by carefully placed trees. Use native and hardy ornamental species adapted to the arid climate and prairie aesthetic of Scotts Bluff NM.

Table 4-1. Treatment Alternatives Matrix - Study Area

	No Action Alternative	Action Alternative 1
Treatment Approach	preservation	rehabilitation
Study Area		
Land Use		
Expand Monument Boundaries	X	X
Archeological Sites		
Protect and monitor archeological sites	X	X
Expand archeological investigations		X
Spatial Organization / Topography / Viewshed		
Work with adjacent communities to protect viewshed	limited	X
Preserve spatial organization and viewshed while integrating new features		X
Circulation		
Repair contributing trails	limited	X
Integrate new trails and related features		X
Small Scale Features		
Repair stucco entrance signs	X	X
Remove non-contributing small scale features including granite benches		X
Vegetation		
Establish native vegetation to control erosion		X

Table 4-2. Treatment Alternatives Matrix -Main Complex

	No Action Alternative	Action Alternative 1	Action Alternative 2	Action Alternative 3
Treatment Approach	preservation	rehabilitation	rehabilitation	rehabilitation
Main Complex				
Circulation				
Realign Saddle Rock Trail		X	X	X
Realign Summit Road at entrance		remove kiosk		
Realign Visitor Parking Area		realign pkg., remove picnic	shift parking & picnic	
Adjust Oregon-California Interpretive Trail		X	X	X
Reroute Prairie View Trail		X	X	
Expand Employee Parking Area		with new shed(s)	X	
Buildings and Structures				
Remove Vehicle Shed		X	X	
New Maintenance Shed		X		
Expand East Courtyard		as needed	as needed	
Small Scale Features				
Remove non-contributing Curved Entrance Wall		X	X	X
Remove non-contributing Pony Express Monument		X		
Relocate picnic area		remove / relocate	modify	

Table 4-3. Treatment Alternatives Matrix -Summit Road

	No Action Alternative	Action Alternative 1
Treatment Approach	preservation	rehabilitation
Summit Road		
Circulation		
Repair contributing trails	limited	X
Trails - remove non-contributing routes and overlooks		X
Repair contributing / observation point	limited	rehab arrows, remove n / c features
Small Scale Features		
Repair and reset concrete markers		X
Rehab rock retaining wall - Saddle Rock Trail		X
Repair block retaining walls		X
Vegetation		
Reseed / revegetate top of bluff		X
Plant pines, juniper trees		X
Stabilize slopes	limited	X

Study Area

Action Alternative 1

One action alternative was considered for the study area. This alternative would follow a rehabilitation approach that would provide guidance on preserving and repairing contributing features associated with the study area as a whole. Under the action alternative, cultural and natural resources would be preserved and protected.

This alternative would repair historic features where they are damaged or diminish the historic setting. Repairs would be completed with materials and design that reflect the historic character of the cultural landscape.

The gateway experience would be enhanced, and buildings and structures repaired with new compatible additions in order to meet contemporary visitor and operational needs all sited sensitively to respect the cultural landscape and natural setting.

Contributing circulation routes would be preserved to reflect the period of significance and the historic character of the cultural landscape. Improved trail connections would be identified that link historic patterns with new trails that reflect the historic scale and material of historic circulation routes.

Vegetation would be restored to reflect a more naturalistic appearance indicative of the historic character, and would assist in framing views and creating outdoor spaces. Rehabilitation projects would include the following specific actions.

Natural Systems and Features

- Preserve and protect the natural geology and rock formations of the study area and surroundings.

- Preserve and protect natural rock outcroppings. Stabilize rock where it threatens cultural resources such as Saddle Rock Trail and Summit Road.

Land Use

- Collaborate with other agencies to preserve and protect significant features such as the Union Pacific Railroad and Gering Irrigation Canal that exemplify the westward expansion.

- In accordance with the GMP, acquire additional lands at Robidoux Pass associated with an early route of the Oregon Trail.

- Adjust the Scotts Bluff NM boundary to acquire additional land west of the existing boundary. A tract of 188 acres was identified by the GMP as important for protection of the Oregon Trail.

- Collaborate with neighboring communities to limit development within the viewshed of the Monument, including from Summit Road, the Summit, and trails.

Archeological Sites

- Preserve and protect known and potential pre-historic and historic archeological sites to the greatest extent possible. Minimize visitor access in areas of known or potential sensitive archeological resources and continue to monitor sites for erosion.

- Conduct further investigations to understand the archeological resources and their relationships to the Monument's significance.

- Preserve the Oregon Trail Ruts as an important archeological site, and as a contributing feature to the Monument's cultural landscape.

- Preserve Zig Zag Trail and Hiram Scott Memorial Arch as contributing features.

Spatial / Topography / Viewshed

- Preserve the study area setting including those landscape characteristics that create this setting — spatial organization, topography, and views.

- Preserve the sequential visual entry experience and geological setting of the study area.

- Preserve the spatial relationship of the Main Complex, a compact cluster arrangement, with the contrasting openness of the surrounding native prairie.

- Preserve the scale and form of the cultural landscape following naturalistic design principles including use of native materials, and designing features (roads, buildings, trails) sympathetically with native topography.

- Preserve views to, and from the Monument, by limiting development within these viewsheds.

- Locate utilities outside of major views and place utilities to have a minimal impact upon the cultural landscape.

Circulation

- Preserve contributing roads by retaining and repairing historic alignments such as for State Highway 92 / Old Oregon Trail.

- Preserve contributing trails by retaining and repairing historic alignments and widths.

- Allow multiple uses on Prairie View Trail to the Main Complex.

- Follow the recommendations of the 2013 Trails Development Plan including proposed routes through the Monument's north end, connection to the City of Scottsbluff, and proposed E-routes (electronic routes).

Small Scale Features

- Preserve the three contributing stucco entrance signs.

- Preserve contributing markers, including the granite marker at Mitchell Pass as a contributing feature.

- Allow contemporary signs as long as they are minimized in the cultural landscape, and do not detract from the historic setting.

Vegetation

- Maintain native prairie vegetation throughout the lower elevations of the study area.

- Maintain evergreen trees and foothill vegetation on the Summit and bluffs.

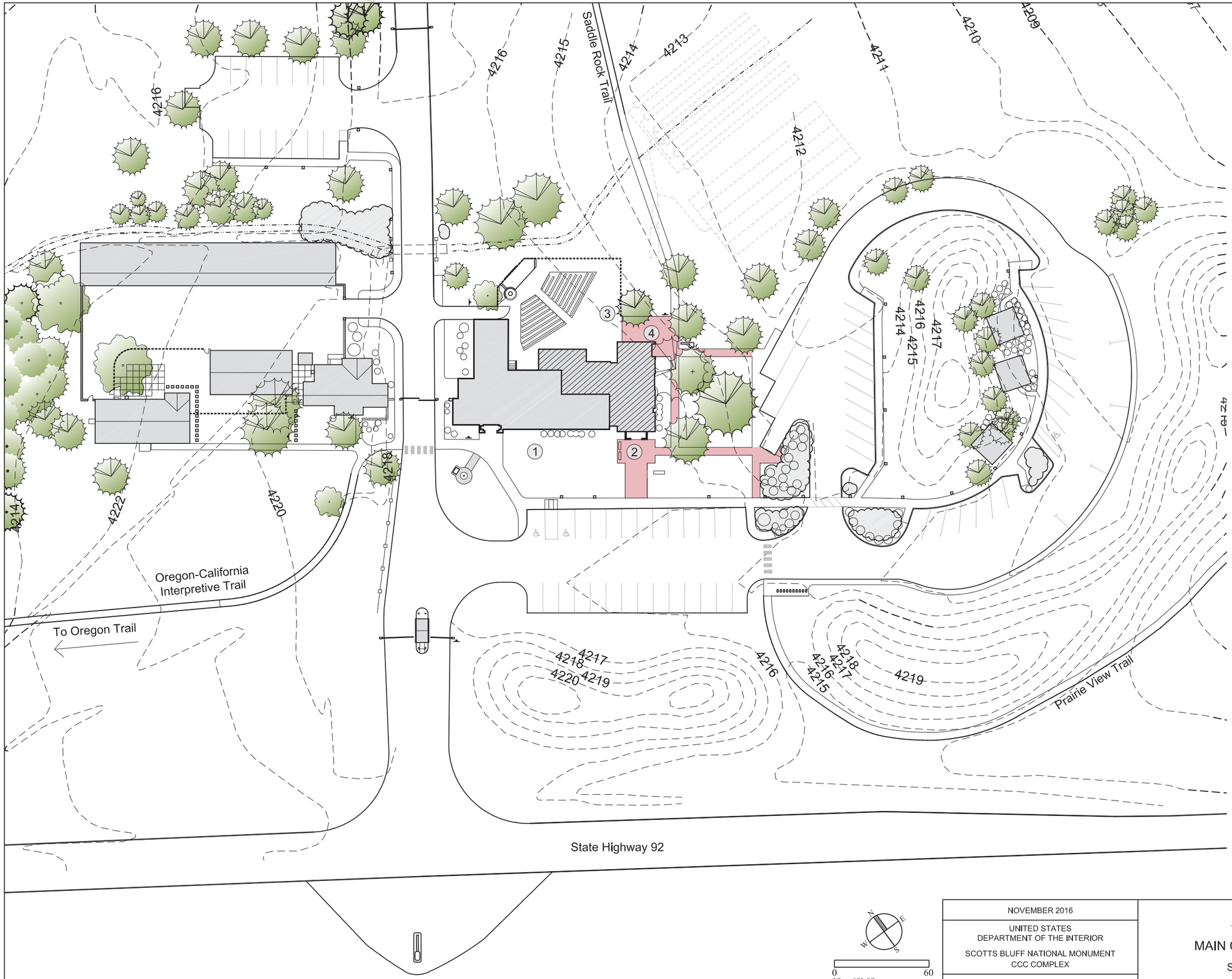
- Re-establish native vegetation where erosion of the bluffs is a threat to cultural resources, e.g. along trails and roads. Develop a palette of native species.

Universal Accessibility

- Provide universal accessibility to key locations throughout the study area. Due to steep topography, access is not possible for all areas. (Refer to specific areas for further guidance.)

- Accessible routes would need to be accommodated by modifications to buildings, including modifying door widths and thresholds as necessary.

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Treatment Recommendations

1. Naturalistic Plantings
2. Proposed Primary Entrance with Accessible Route
3. Modifications to East Courtyard
4. Outdoor Gathering Area

Illustration 4-1.

1" = 60'-0"

NOVEMBER 2016	TITLE OF PROJECT: CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT
UNITED STATES DEPARTMENT OF THE INTERIOR SCOTTS BLUFF NATIONAL MONUMENT CCC COMPLEX	TITLE OF DRAWING: MAIN COMPLEX- NO ACTION ALTERNATIVE
317-134249	NAME OF PARK: SCOTTS BLUFF NATIONAL MONUMENT
	REGION: MIDWEST; COUNTY: SCOTTS BLUFF; STATE: NEBRASKA

Main Complex

Action Alternative 1

Action alternative 1 would follow a rehabilitation approach allowing repair of features to maintain the cultural landscape's historic integrity, and provide guidance on acceptable modifications and additions. This alternative proposes the most extensive change to repair the cultural landscape to rehabilitate it to the greatest extent possible.

This alternative includes actions to expand visitor experience through expanded outdoor gathering areas, including an expanded courtyard at the visitor center. Visitor parking, trails, and walks would be modified to reflect the historic orthogonal pattern that shifts large vehicle parking and the picnic shelters out of the viewshed and realigns paths to their historic design intent. Administrative and maintenance needs are met by expansion of maintenance and storage areas, including expanded staff parking and outdoor terraces in the west courtyard.

The historic character of vegetation would be repaired with naturalistic plantings set within the native prairie and new evergreen trees would provide shade and screen use areas. Rehabilitation projects would include the following specific actions.

Circulation

- Preserve contributing roads by retaining existing widths, alignments, and materials.
- Modify visitor parking by reorienting the loop parking to a north-south orientation, to match the historic orthogonal arrangement of the building complex. This would slightly increase the existing number of parking spaces.
- Expand employee parking and maintenance storage within a new third courtyard located northeast of the west courtyard. Set the new third courtyard into the topography so it is less visible.
- Expand staff parking within the west courtyard in the area of the current maintenance shed. Repair outdoor terraces adjacent to the Ranger's residence.
- Modify pedestrian walks to match the historic, orthogonal pattern.
- Modify the lower alignment of Saddle Rock Trail to connect to pedestrian walks at the Main Complex.
- Re-route the Oregon-California Interpretive Trail the south to better connect with visitor parking.

Buildings and Structures

- Remove / relocate picnic shelters to reestablish the historic viewshed.
- Move the maintenance vehicle shed in the west courtyard to the new third courtyard.
- Remove the non-contributing entrance kiosk.
- Expand the east courtyard to accommodate the visitor center expansion. Add an expanded courtyard adjacent to the existing east courtyard for group gatherings and access to Saddle Rock Trail. Remove the non-contributing projection booth.
- Accommodate expanded maintenance needs with a new third courtyard at the northeast of the Main Complex, set into the topography and surrounded by a low wall. Allow for additional structures within the new third courtyard.

Vegetation

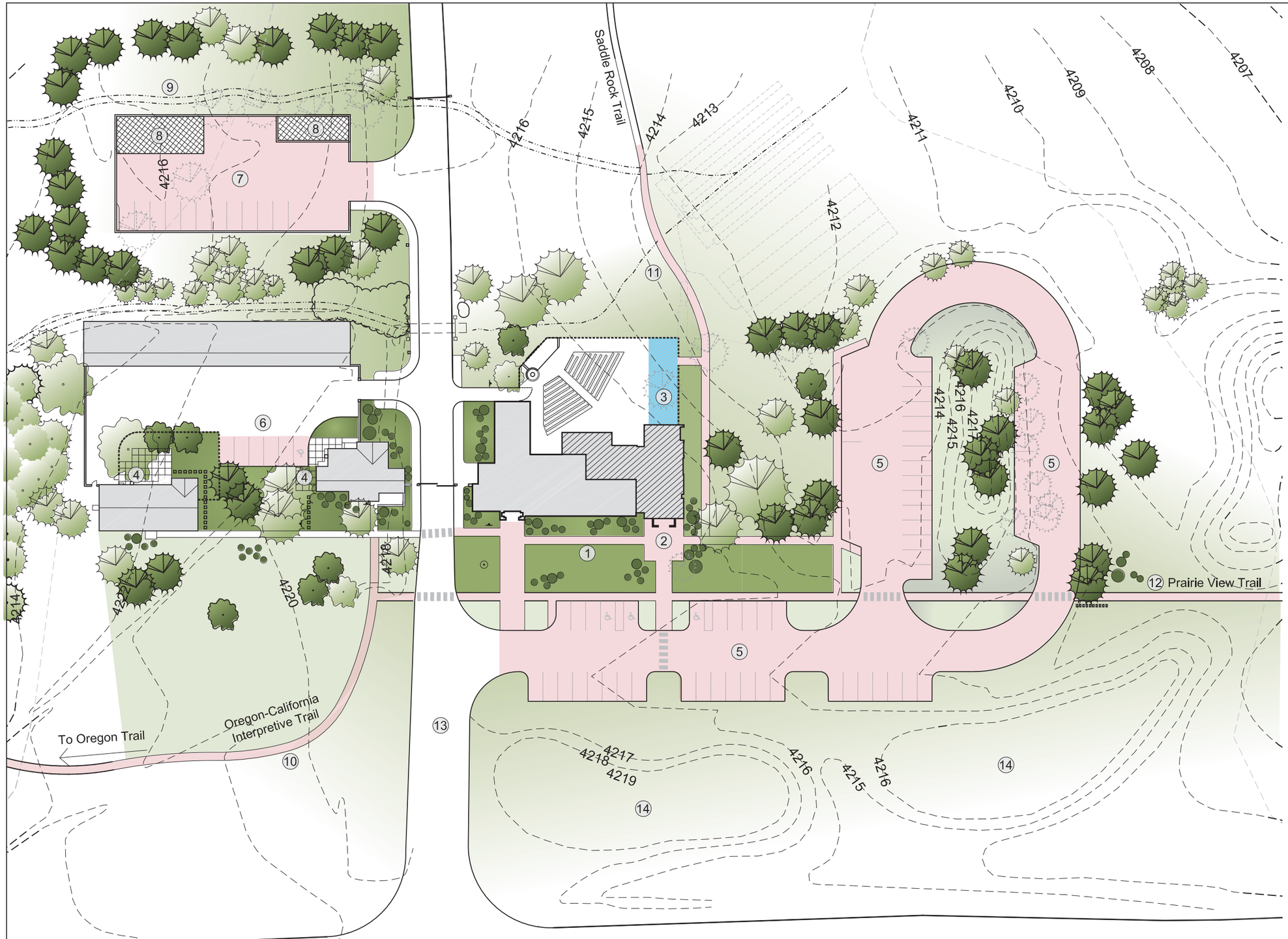
- Provide additional trees and screening for the visitor parking area, expanded courtyard, and new third courtyard.

- Reestablish trees in historic locations adjacent to the residences and visitor center. Add new trees in naturalistic patterns to provide shade.

- Establish low water, low-growing native grasses in swales, in the septic field, and around the visitor center.

- Remove existing irrigated lawn and replace with low-water native lawn grass species. Maintain the new lawn at a higher cut than currently, in order to blend the Main Complex into the adjacent prairie setting.

- Plant native and ornamental species including grasses, shrubs, and perennials in naturalistic groupings at the front (south facades) of the visitor center and residences.



LEGEND

- EXISTING BUILDING TO REMAIN
- VISITOR CENTER EXPANSION
- PROPOSED MAINTENANCE SHED
- WALL TO PRESERVE
- PROPOSED COURTYARD EXPANSION
- NEW PAVEMENT / FEATURE
- CROSSWALK
- EXISTING CONIFER TREE
- EXISTING DECIDUOUS TREE
- REMOVE TREE
- PROPOSED CONIFER TREE
- PROPOSED DECIDUOUS TREE
- GROUPINGS OF SHRUBS, GRASSES
- LOW GROWING, LOW WATER GRASSES, MOWN 3x per YEAR
- PRAIRIE RESTORATION
- SWALE

Treatment Recommendations

1. Naturalistic Plantings
2. Proposed Primary Entrance with Accessible Route and Outdoor Gathering Area
3. Expand Courtyard
4. Restore Patios at Residences
5. Modify Visitor Parking, Relocate Picnic Shelters
6. Proposed Staff Parking - Remove Vehicle Shed and Flammable Storage Shed to Third Courtyard
7. New Third Courtyard - Expand Staff Parking and Maintenance Yard
8. New Maintenance
9. Drainage Swale
10. Re-Route Oregon-California Interpretive Trail
11. Re-Route Saddle Rock Trail
12. Re-Route Prairie View
13. Remove Kiosk
14. Reduce Berm Height

Illustration 4-2.

NOVEMBER 2016	TITLE OF PROJECT: CULTURAL LANDSCAPE REPORT AND ENVIRONMENTAL ASSESSMENT
UNITED STATES DEPARTMENT OF THE INTERIOR SCOTTS BLUFF NATIONAL MONUMENT CCC COMPLEX	TITLE OF DRAWING: MAIN COMPLEX - ACTION ALTERNATIVE 1 (Preferred Alternative)
317-134249	NAME OF PARK: SCOTTS BLUFF NATIONAL MONUMENT REGION: MIDWEST · COUNTY: SCOTTS BLUFF · STATE: NEBRASKA

Action Alternative 2

Action alternative 2 would follow a rehabilitation approach that would include repair and improvement projects under consideration as part of the No Action Alternative, and would add actions to repair the historic setting. This alternative would provide moderate modifications to the cultural landscape.

This alternative would expand the east courtyard of the visitor center and reroute Saddle Rock Trail to connect with this courtyard. The visitor parking area would be shifted to move large vehicles out of the historic viewshed. Pedestrian walks would be modified to the historic orthogonal patterns. Maintenance would be expanded into a new third courtyard northeast of the existing maintenance area. Vegetation would be restored adjacent the buildings and additional screening added to the picnic area.

Rehabilitation projects include the following specific actions.

Circulation

- Preserve contributing roads by retaining existing widths, alignments, and materials.
- Modify visitor parking to shift the loop parking to a more orthogonal arrangement to match the historic building pattern, and to provide an uninterrupted view towards the visitor center entry.
- Expand staff parking and storage to a new third courtyard located northeast of the west courtyard. Set the new third courtyard into the topography so it is less visible.
- Expand staff parking in the west courtyard once the vehicle shed has been removed.
- Modify pedestrian walks to match the historic, orthogonal pattern.
- Modify Saddle Rock Trail where it enters the Main Complex to access the expanded courtyard at the visitor center expansion.
- Modify the Oregon-California Interpretive Trail to direct pedestrian traffic more directly towards the new pedestrian entrance to the visitor center.

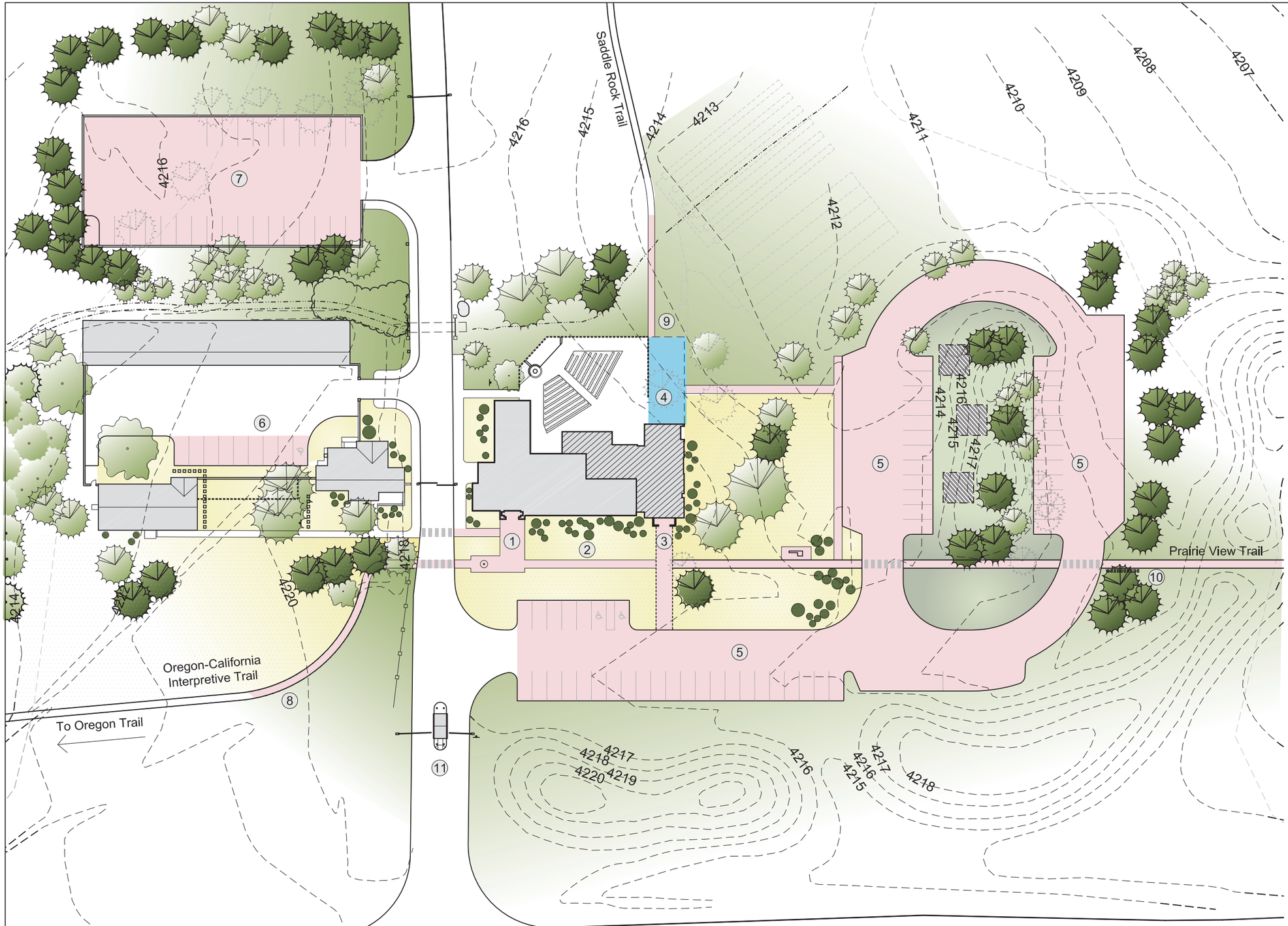
Buildings and Structures

- Relocate the picnic shelters to the west side of the interior parking island, outside of the historic viewshed.
- Move the vehicle shed to the new third courtyard.
- Expand / modify the east courtyard with the visitor center expansion. Connect Saddle Rock Trail through the expanded courtyard.
- Accommodate expanded maintenance needs with the addition of a new third courtyard.
- Remove non-contributing projection booth.
- Remove the non-contributing entrance kiosk.

Vegetation

- Provide additional trees and screening at the visitor parking and picnic area.
- Screen the new third courtyard with additional evergreen plantings.

- Plant native and ornamental species including grasses, shrubs, and perennials in naturalistic groupings at the front the visitor center and residences.



LEGEND

- EXISTING BUILDING TO REMAIN
- VISITOR CENTER EXPANSION
- PROPOSED PICNIC SHELTER
- WALL TO REMAIN
- PROPOSED COURTYARD EXPANSION
- NEW PAVEMENT
- CROSSWALK
- EXISTING CONIFER TREE
- EXISTING DECIDUOUS TREE
- REMOVE TREE
- PROPOSED CONIFER TREE
- PROPOSED DECIDUOUS TREE
- GROUPINGS OF SHRUBS, TALL GRASSES
- LOW WATER, NATIVE GRASS SEED MIX
- PRAIRIE RESTORATION
- SWALE

Treatment Recommendations

1. Accessible Route
2. Naturalistic Plantings
3. Proposed Primary Entrance with Accessible Route
4. Expand Courtyard
5. Modify Visitor Parking, Relocate Picnic Shelters
6. Proposed Staff Parking in West Courtyard - Remove Vehicle Shed and Flammable Storage Shed
7. New Third Courtyard - Expand Staff Parking and Maintenance Yard
8. Re-Route Oregon-California Interpretive Trail
9. Re-Route Saddle Rock Trail into Courtyard
10. Re-Route Prairie View
11. Preserve Entrance Kiosk

Illustration 4-3.

N E S W

0 60

1" = 60'-0"

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR

SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134249

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT

TITLE OF DRAWING
MAIN COMPLEX - ACTION ALTERNATIVE 2

NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

Action Alternative 3

Action alternative 3 would focus on repairs and improvements under consideration in the No Action Alternative, as well as additional actions to rehabilitate the historic setting. This alternative would follow a rehabilitation approach but would allow the least change to the existing cultural landscape.

This alternative would adjust visitor parking and existing walks to reflect historic patterns and improve views towards the visitor center. Pedestrian walks would be modified to orthogonal patterns but modifications would be less than the other alternatives. It would retain the existing vehicle shed and maintenance area as they are currently. Vegetation would be repaired by replanting native grasses and some evergreen trees, but would be limited to the front facade of the landscape in order to blend the Main Complex with the adjacent prairie setting.

Rehabilitation actions would include the following specific actions.

Circulation

- Preserve contributing roads by retaining existing widths, alignments, and materials.
- Modify the existing visitor parking by slightly modifying the parking to the north to relocate RV / bus parking area out of the main viewshed toward the visitor center.
- Maintain existing parking in the west courtyard.
- Modify pedestrian walks to match the historic orthogonal pattern that aligned with original building edges.
- Realign Saddle Rock Trail to connect with the expanded courtyard at the visitor center expansion.
- Modify the Oregon-California Interpretive trail route to provide a safer crossing across Summit Road, and to direct pedestrian traffic away from the maintenance and staff area.

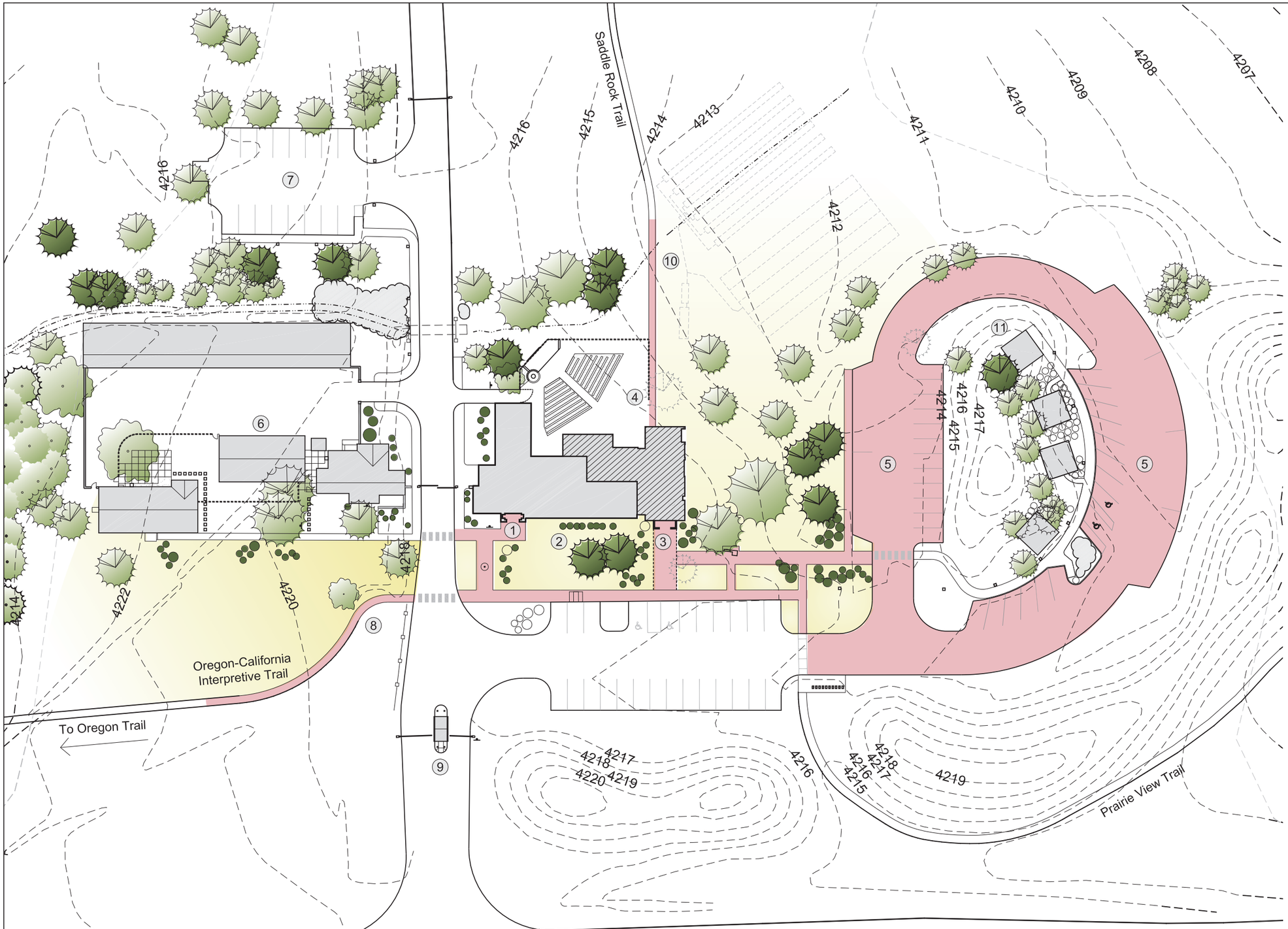
Buildings and Structures

- Retain entrance kiosk.
- Retain existing picnic shelters.
- Remove non-contributing projection booth.

Vegetation

- Provide minimal additional trees and screening for the maintenance area and staff employee parking.
- Plant native and ornamental species including grasses, shrubs, and perennials in naturalistic groupings at the front (south facades) of the visitor center and residences.
- Restore lawn spaces to the historic appearance with a high cut that blends the Main Complex with the adjacent setting.

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LEGEND

- EXISTING BUILDING TO REMAIN
- VISITOR CENTER EXPANSION
- WALL TO REMAIN
- NEW PAVEMENT
- CROSSWALK
- EXISTING CONIFER TREE
- EXISTING DECIDUOUS TREE
- REMOVE TREE
- PROPOSED CONIFER TREE
- PROPOSED DECIDUOUS TREE
- GROUPINGS OF SHRUBS, GRASSES
- LOW GROWING, LOW WATER GRASSES, MOWN 3x / Year
- SWALE

Treatment Recommendations

1. Accessible Route
2. Naturalistic Plantings
3. Proposed Primary Entrance with Accessible Route
4. Modify East Courtyard
5. Modidfy Visitor Parking
6. Existing West Courtyard to Remain
7. Existing Staff Parking to Remain
8. Re-route California-Oregon Interpretive Trail
9. Preserve Entrance Kiosk
10. Re-route Saddle Rock Trail to adjacent Courtyard
11. Picnic Shelters to Remain

Illustration 4-4.

0 60
1" = 60'-0"

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR

SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134249

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT

TITLE OF DRAWING
MAIN COMPLEX - ACTION ALTERNATIVE 3

NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

Summit Road

Action Alternative 1

One action alternative was considered for Summit Road landscape character area. This alternative would follow a rehabilitation approach that would provide guidance on preserving and repairing contributing features and the tolerance for contemporary additions.

This alternative would preserve the historic character of paths and overlooks, set within a natural landscape with views to the surrounding plains. This alternative would rehabilitate vegetation, trails, and small scale features to enrich the visitor experience.

Overlooks and trails would be repaired with native and in-kind materials that reflect the CCC / WPA aesthetic. Vegetation would be restored to frame the overlooks at the summit, and additional plantings would be added in key locations to mitigate erosion. Rehabilitation projects would include the following specific actions.

Spatial / Topography / Viewshed

- Preserve contributing spatial organization including siting features to follow the natural topography and afford scenic vistas.

- Maintain the network of paths, views and overlooks framed by vegetation at the summit of the bluff.

Circulation

- Preserve Summit Road as a contributing feature of the cultural landscape. Provide additional shotcrete along the bluffs above the road as needed, to preserve the route. Repair concrete curb along the road.

- Preserve the summit parking area and attached concrete sidewalk. Preserve the sidewalk and maintain this area as an accessible overlook.

- Preserve contributing trails at the summit. Do not alter the alignment of historic trails or widen. Remove non-contributing overlooks and remove social paths.

- Preserve the North overlook and South overlook as contributing features.

- Maintain the northeast overlook. Although it is a non-contributing feature, it formalized a persistent social trail.

- Preserve Saddle Rock Trail as a contributing feature. Repair steps, retaining walls, and small scale features along the trail. Replace the concrete steps along the trail with stone, as designed by the CCC.

Small Scale Features

- Repair and reset concrete trail makers. Repair portions of missing stucco and paint, replacing materials as necessary.

- Repair and reset dry stacked stone retaining walls along Saddle Rock Trail.

- Preserve and repair the North overlook. Replace missing arrows from the overlook with replicas of the originals.

- Preserve contributing block walls at the summit and along Saddle Rock Trail. Repair block walls in-kind as needed.

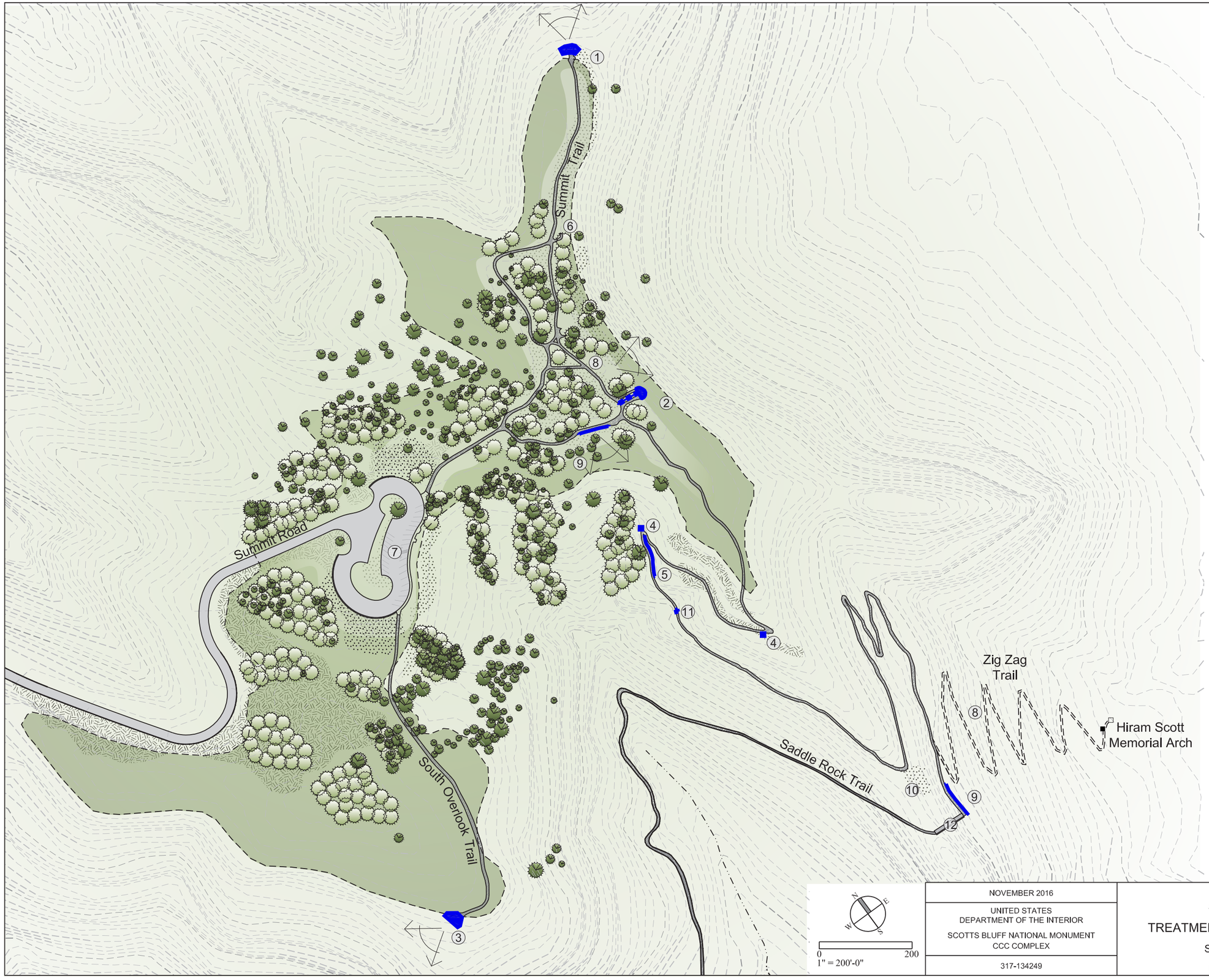
- Remove the interpretive panels and benches at the South overlook. They are non-contributing features, obstruct the view and diminish the historic setting.

Vegetation

- Maintain existing vegetation at the summit and bluffs.

- Establish new vegetation at the summit and bluffs where erosion threatens cultural resources. Utilize native grass, shrub, and tree species in naturalistic groupings, placed where erosion is an issue.

- Restore plantings along the summit trails that to frame views to the surrounding plains. Utilize naturalistic groupings to frame space and views.



LEGEND

- SUMMIT ROAD
- CONCRETE SIDEWALK
- ASPHALT TRAIL
- TRAIL REMNANT
- EXISTING EVERGREEN TREE
- TOP OF BLUFF
- RESTORE CONIFER TREE
- STABILIZE SLOPES
- RE-SEED, RESTORE SHRUBS
- REPAIR FEATURE
- PRESERVE VIEW

Summit Treatment Plan

① Preserve North Overlook
- Replace Missing Arrow Markers
- Remove Non-Contributing Bench / Replace with New which Blends with Setting

② Maintain Northeast Overlook
- Realign Path

③ Preserve South Overlook
- Relocate Interpretive Signs out of Viewshed

④ Repair and Reset Concrete Trail Markers

⑤ Repair Rock Retaining Wall

⑥ Remove Non Contributing Overlook

⑦ Preserve Summit Parking

⑧ Preserve Contributing Features Survey Post, Zig Zag Trail, Memorial Arch

⑨ Repair Block Wall

⑩ Remove Social Trail

⑪ Restore Stone Stairs

⑫ Preserve Tunnel

Sources: ERO_Scotts_Bluff_NM_GPS.DWG, 2015 Google Maps, 2015 Google Earth, Scotts Bluff National Monument Systems Map, 1939 Headquarters Area - Utilities Layout (part of the Master Plan for Scotts Bluff National Monument), 1939 Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1943 Landscape and Walk Developments, 1957 Preliminary Site Preparation and Landscape Plan, 1989 Visitor Center Construction Documents, 1990 Summit Road Revegetation Plan, 1990 Planting Plan - Visitor Center, 2000 Existing Conditions - Visitor Center, 2015 Field Notes

Illustration 4-5.

N E S W

0 200
1" = 200'-0"

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR
SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134249

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT

TITLE OF DRAWING
TREATMENT - SUMMIT PARKING AREA AND TRAILS

NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

Chapter 5. Environmental Consequences

Introduction

This chapter analyzes both beneficial and adverse impacts that would result from implementing any of the alternatives considered in this CLR / EA. This chapter also includes methods used to analyze direct, indirect, and cumulative impacts. Impacts are evaluated based on context, duration, and whether they are direct, indirect, or cumulative. A summary of the environmental consequences for each alternative is provided in "Chapter 4: Treatment Alternatives." The resource topics presented in this chapter and the organization of the topics correspond to the resource discussions contained in "Chapter 3: Existing Condition Assessment and Analysis."

This CLR / EA assesses whether significant impacts would occur as a result of the alternatives, resulting in an environmental impact statement, or whether a finding of no significant impact is the appropriate decision document.

General Methods

This section describes the environmental impacts, including direct, indirect, and cumulative impacts, and their significance for each alternative. Overall, the NPS based the impact analyses and conclusions on the review of existing literature and park studies, information provided by experts within the Monument and other NPS personnel, other agencies, professional judgment and park staff insights, and public input.

Direct, indirect, and cumulative effects are analyzed for each resource topic carried forward, which requires considerations of impact type, context, and duration as defined below:

Type describes the classification of the impact as either beneficial or adverse and direct or indirect:

- *Beneficial:* A positive change in the condition or appearance of the resource or a change that moves the resource toward a desired condition.
- *Adverse:* A change that moves the resource away from a desired condition or detracts from its appearance or condition.
- *Direct:* An effect that is caused by the action and occurs in the same time and place.
- *Indirect:* An effect that is caused by the action but is later in time or farther removed in distance, but is still reasonably foreseeable.

Context describes the area or location in which the impact would occur. Effects may be site-specific, local, regional, or even broader.

Duration describes the length of time an effect would occur – either short-term or long-term:

- *Short-term* impacts generally last only during construction, and the resources resume their preconstruction conditions following construction.
- *Long-term* impacts last beyond the construction period, and the resources may not resume their preconstruction conditions for a longer period following construction or may never return to preconstruction conditions.

Cumulative Impacts

Cumulative impacts (or effects) are defined as "the impact on the environment that results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions, regardless of what agency (federal or nonfederal) or person undertakes such other actions" (40 CFR 1508.7). Cumulative impacts can result from individually minor, but collectively significant, actions taking place over a period of time. The Council on Environmental Quality (CEQ) regulations that implement NEPA require assessment of cumulative impacts in the decision-making process for federal projects.

Methods for Assessing Cumulative Impacts

Cumulative impacts were determined by combining the impacts of the three Action Alternatives and the No Action Alternative with other past, present, and reasonably foreseeable future actions. Past actions include activities that influenced and affected the current conditions of the environment near the project area. Ongoing or reasonably foreseeable future projects near the Monument or the surrounding region might contribute to cumulative impacts. The geographic scope of the analysis includes actions in the project area as well as other actions in the Monument or surrounding lands, including the city of Scottsbluff and Scotts Bluff County, where overlapping resource impacts are possible. The temporal scope includes actions within a range of approximately 10 years.

Once identified, past, present, and reasonably foreseeable future actions were then assessed in conjunction with the impacts of the alternatives to determine if they would have any added adverse or beneficial impacts on a particular resource or visitor use. The impacts of past, present, and reasonably foreseeable future actions vary for each resource. Cumulative impacts are considered for each alternative and are presented in the environmental consequences discussion for each impact topic.

Past, Present, and Reasonably Foreseeable Future Actions

The following past, present, and reasonably foreseeable future actions are relevant to the analysis of the impacts on resources and values that would result from the alternatives and are based on actions that have been identified by park staff. Past and present actions include numerous changes to the Monument which have taken place over time, such as development in the 1930s during the Great Depression; subsequent construction on the overall appearance throughout the 1940s and 1950s; and more recent additions including construction of the Main Complex with visitor center, maintenance, and residential areas; and the establishment of the Summit Road and associated trails and overlooks at the top of Scotts Bluff. Some of these past changes have impacted the ability of the site to represent the period of significance. Reasonably foreseeable management actions include an underground irrigation system replacement that is tentatively scheduled to begin in the spring of 2017, which would specifically impact the east side of the visitor center; and the installation of a bike lane along the county road traversing the Monument (Old Oregon Trail Road), which is a project proposed by county and city governments in partnership with the Federal Highway Administration (FHWA). No other past, present, or reasonably foreseeable future actions were identified in the vicinity of the project area that would potentially contribute to cumulative impacts.

Cultural Resources – Cultural Landscapes and Archeological Sites

Methodology

Potential effects on the cultural landscape and archeological sites ("cultural resources") were evaluated based on the presence and condition of existing aboveground and belowground features within the Monument as described in the Affected Environment section of Chapter 3. Determination of impacts was based on the expected disturbance to cultural resources, professional judgment, and experience with previous projects.

No Action Alternative

Direct and Indirect Impacts of the Alternative.
Under the No Action Alternative, management practices would focus on preservation of contributing and non-contributing features and would include repairing existing, contributing trails and stucco entrance signs, and an addition to the visitor center that would require modifications to the east courtyard, removal of the comfort station, and an adobe wall. Repairing contributing trails and signs, if done in keeping with the historic integrity of the features, would have a beneficial, direct impact on cultural resources by stabilization of the features themselves as well as indirect impacts by improving the interpretive experience associated with cultural resources for park visitors. The visitor center, comfort station, adobe wall, and east courtyard are contributing buildings / features to the cultural landscape; proposed actions for these buildings and features would have direct, long-term, adverse impacts on the buildings and on the cultural landscape as a whole. The No Action Alternative would have local, beneficial impacts and long-term, adverse impacts on cultural resources.

Cumulative Impacts.
When considered cumulatively, actions under the No Action Alternative would have beneficial impacts primarily from repairing contributing features and long-term adverse impacts by significantly modifying the visitor center and removing the comfort station. Past and present actions including changes to the landscape and park facilities over time, when not in keeping with the period of significance, have resulted in adverse impacts to the cultural landscape. Reasonably foreseeable future actions including replacement of the underground irrigation system and construction of a bike lane along the Old Oregon Trail Road would have short-term and long-term adverse visual impacts on the cultural landscape. The No Action Alternative, when combined with reasonably foreseeable future actions would have local, long-term, beneficial and long-term, adverse, cumulative impacts on cultural resources.

Section 106 Mitigation.
The No Action Alternative would result in direct, local, adverse impacts on contributing features of the cultural landscape unless measures are implemented to avoid or minimize effects on historic properties. The following mitigation measures received from the NPS would be conducted to minimize the impacts on park lands, improve the cultural resources program, and compensate the public for the loss of some of the historic properties. These mitigation measures would be the same for the No Action and all action alternatives:

- Retain, to the extent possible, the historic fabric and character of the cultural landscape during design and construction. This includes retaining physical vestiges of walls and corners such as pilasters, arches, or partitions.

- Remove or relocate non-contributing features, such as the generator.

- Conserve all drawings related to the CCC development in the Monument including development that was never implemented.

- Produce a historic structure report (HSR) or amendment to the current HSR / CLR to make detailed recommendations for preserving materials and character of the maintenance area, residences, and courtyard walls.

- Complete PMIS statements for future structural and landscape treatment including a project to develop a maintenance area with an office, shop, and storage and break room areas.

- Conduct a Historic American Buildings Survey (HABS) of the existing visitor center, comfort station, east courtyard, and courtyard walls. All documents and photographic documentation would be stored at the State of Nebraska archives and potentially the local historical society or library.

- Implement recommendations of the CLR / EA including reestablishing hierarchy and wayfinding qualities of the original walk system and installing more native vegetation to minimize lawn areas.

- Produce a self-guided walking tour pamphlet for visitors to the Monument.

- Install a wayside exhibit in the east courtyard and one at the top of the bluff from the south overlook.

Action Alternative 1

Direct and Indirect Impacts of the Alternative. In addition to the proposed actions under the No Action Alternative, the following treatments are proposed under Action Alternative 1:

- The picnic shelters, vehicle shed, entrance kiosk, and other non-contributing small scale features would be removed,

- The east courtyard would be expanded,

- A new maintenance shed would be constructed adjacent to the new third courtyard north of the existing west courtyard,

- The Prairie View, Saddle Rock, and Oregon-California Interpretive Trails would be rerouted,

- The non-contributing Pony Express Monument would be removed,

- Accessibility from paths to buildings within the Main Complex would be added, under the Architectural Barriers Act (ABA).

Repairing contributing trails and signs and the removal of non-contributing features and buildings (the vehicle shed and entrance kiosk) would improve the setting and feeling of the cultural landscape and have long-term, beneficial impacts. Other actions would likely result in adverse impacts. Expansion or reroute of existing features and construction of new buildings into previously undisturbed areas could potentially adversely impact undocumented buried archeological resources. Additions to the visitor center, modifications to the east courtyard, and removal of the comfort station and adobe wall would have direct, adverse impacts on these elements of the cultural landscape.

Actions at the summit would be the same under all action alternatives. Proposed actions include preservation of the North and South Overlooks, summit parking, and all contributing features; maintaining the Northeast Overlook; repairing some trail markers and features, removal of the non-contributing overlook, social trail, and features; and restoration of stone stairs. All of these activities would improve the setting and feeling of the cultural landscape and have long-term, beneficial direct and indirect impacts. Potential direct, adverse impacts could result if contributing features are not restored in keeping with their historic character or if new ground disturbance occurs during realignment of trails and relocation of interpretive signs.

Cumulative Impacts.
When considered cumulatively, proposed treatments under Action Alternative 1 would have beneficial impacts primarily from repairing contributing features and removal of non-contributing features, and potential long-term, adverse impacts by significantly modifying the visitor center and removing the comfort station, expanding or rerouting existing features, and constructing new buildings into previously undisturbed areas. Action Alternative 1, when combined with past, present, and reasonably foreseeable future actions, such as human-caused changes to the landscape and park facilities over time, the replacement of the underground irrigation system in 2017 and the construction of bike lane along the Old Oregon Trail Road, would have local long-term, beneficial and adverse, cumulative impacts on cultural resources.

Actions proposed for the summit would have beneficial cumulative impacts, primarily from restoration and preservation of contributing features and removal of non-contributing features. This alternative, when combined with past, present, and reasonably foreseeable future actions would have local long-term, beneficial and adverse cumulative impacts on cultural resources.

Section 106 Mitigation.
Action Alternative 1 would result in direct, local, adverse impacts on the cultural landscape unless measures are implemented to avoid or minimize effects on historic properties. To avoid potential adverse impacts on buried cultural resources, survey, evaluative testing, geophysical work, or monitoring may be required to identify and evaluate the potential for unknown cultural resources in areas of ground disturbing activity. Mitigation measures to avoid adverse impacts on the cultural landscape would be the same as those for the No Action Alternative.

Action Alternative 2

Direct and Indirect Impacts of the Alternative.
Under Action Alternative 2, actions proposed for the No Action Alternative would be implemented as well as the following:

- Modifications to the visitor parking lot and picnic area and shelters,
- Removal of the vehicle shed, entrance kiosk, and other non-contributing, small scale features,
- Realignment of the Saddle Rock Trail, Prairie View Trail, and Oregon-California Interpretive Trail,
- Expansion of the employee parking lot and east courtyard adjacent to the visitor center,
- Accessibility from paths to buildings within the Main Complex would be added, under the ABA.

Repairing contributing trails and signs, and the removal of non-contributing features and buildings (the vehicle shed and entrance kiosk) would improve the setting and feeling of the cultural landscape and have long-term beneficial impacts. Other actions would likely result in adverse impacts. Expansion of existing features into previously undisturbed areas could potentially adversely impact previously undocumented buried archeological resources. Additions to the visitor center, modification of the east courtyard, and removal of the comfort station and adobe would have direct, adverse impacts on the individual buildings and cultural landscape.

Effects from rehabilitation activities at the summit would be the same as Action Alternative 1. Potential direct, adverse impacts could result if contributing features are not restored in keeping with their historic character or if new ground disturbance occurs during realignment of trails and relocation of interpretive signs, which has the potential to affect buried archeological resources.

Cumulative Impacts.
When considered cumulatively, proposed treatments under Action Alternative 2 would have beneficial impacts primarily from repairing contributing features and removing non-contributing small scale features. Alternative 2 would have long-term, adverse impacts by expanding the visitor center, removing the comfort station, and by expanding features into previously undisturbed areas. Action Alternative 2, when combined with past, present, and reasonably foreseeable future actions, such as human-caused changes to the landscape and park facilities over time, the replacement of the underground irrigation system in 2017 and the construction of bike lane along the Old Oregon Trail Road, would have both local, long-term, beneficial and adverse, cumulative impacts on cultural resources.

Section 106 Mitigation.
Action Alternative 2 would result in direct, local, adverse impacts on the cultural landscape unless measures are implemented to avoid or minimize effects on historic properties. To avoid potential adverse impacts on buried cultural resources, survey, evaluative testing, geophysical work, or monitoring may be required to identify and evaluate the potential for unknown cultural resources in areas of ground disturbing activity. Mitigation measures to avoid adverse impacts to the cultural landscape would be the same as those for the No Action Alternative.

Action Alternative 3

Direct and Indirect Impacts of the Alternative.
Under Action Alternative 3, all improvements proposed under the No Action Alternative would be implemented as well as the following:

- Removal of non-contributing, small scale features and some of the existing trees,
- Realignment of the Saddle Rock Trail and adjustment to the alignment of the Oregon-California Interpretive Trail,
- Accessibility from paths to buildings within the Main Complex would be added, under the ABA.

Many of the activities proposed under Action Alternative 3, including the repair of contributing trails and signs and removal of non-contributing, small scale features, would improve the setting and feeling of the cultural landscape and have long-term, beneficial impacts on the landscape. Other actions would likely result in adverse impacts. Visitor center additions, modifications to the east courtyard, and removal of the comfort station and adobe wall would have a direct, long-

term, adverse impact. Realignment of trails, if occurring within previously undisturbed areas, could potentially adversely impact previously undocumented buried cultural deposits.

Effects from rehabilitation activities at the summit would be the same as Action Alternative 1. Potential direct, adverse impacts could result if contributing features are not restored in keeping with their historic character, or if new ground disturbance occurs during realignment of trails and relocation of interpretive signs, which has the potential to affect buried archeological resources.

Cumulative Impacts.
When considered cumulatively, actions under Action Alternative 3 would have beneficial impacts primarily from repairing contributing features and removal of non-contributing, small scale features and long-term, adverse impacts by altering the visitor center and east courtyard, and removing the and adobe wall. Action Alternative 3, when combined with past, present, and reasonably foreseeable future actions, such as human-caused changes to the landscape and park facilities over time, the replacement of the underground irrigation system in 2017 and the construction of bike lane along the Old Oregon Trail Road, would have both local, long-term beneficial and adverse cumulative impacts on cultural resources.

Section 106 Mitigation.
Action Alternative 3 would result in direct local, adverse impacts on the cultural landscape unless measures are implemented to avoid or minimize effects on historic properties. Mitigation measures to avoid adverse impacts to the cultural landscape would be the same as those for the No Action Alternative. To avoid potential adverse impacts on contributing features or buried cultural resources, survey, evaluative testing, geophysical work, or monitoring may be required to identify and evaluate the potential for unknown cultural resources in areas of new ground disturbing activity.

Visitor Use and Experience

Methodology

Potential impacts on visitor use and experience were assessed based on changes to the existing opportunities and quality for visitors to enjoy park resources, values, and amenities. For this analysis, visitor use and experience includes visitor understanding of the cultural landscape within the Historic District, satisfaction, and safety, as well as availability of visitor options. Short-term impacts on visitor use and experience would last only during project construction activities, while long-term impacts would extend beyond construction activities.

No Action Alternative

Direct and Indirect Impacts of the Alternative.
Under the No Action Alternative, the present level of use, management, and maintenance would continue and would include actions already identified / in progress such as the visitor center expansion. Overall, effects on visitor use and experience from the No Action Alternative would be beneficial—primarily from the visitor center expansion. Because the visitor center is currently insufficient and too small to accommodate visitors during peak periods, the expansion would provide better opportunities for interpretation and education by separating exhibits from the video presentation and book / souvenir sales as well as implementing better technologies for messaging. These improvements would result in a better experience for visitors. General maintenance of trails and other park features would not address circulation issues surrounding the visitor complex as well as the quality of contributing trails and features. Local, short-term adverse effects may occur on visitor use and experience during visitor center construction and maintenance activities.

Cumulative Impacts.
When considered cumulatively, the actions under the No Action Alternative (i.e., expanding the visitor center and continuing with basic maintenance activities) would have a local, long-term beneficial impact on visitor use and experience.

Past, present, and reasonably foreseeable future actions, including human-caused changes to the landscape and park facilities over time, the underground irrigation system replacement and the installation of a bike lane along the Old Trail Road, would have both adverse and beneficial effects on visitor use. Both activities would have short-term adverse effects as installation and construction activities take place, but adverse effects would be minimal. Beneficial effects on visitor use and experience would result upon completion of the bicycle trail, providing a good option for visitors wanting to experience the Monument and surrounding community on bike or on foot. Those effects, combined with the long-term beneficial effects of the No Action Alternative, would result in short-term adverse effects but overall beneficial cumulative effects on visitor use and experience.

Action Alternative 1

Direct and Indirect Impacts of the Alternative.
Under Action Alternative 1, activities within the Main Complex would be the same as the No Action Alternative but would include the following additional rehabilitation activities:

- Parking areas would be realigned for better circulation and picnic areas would be removed to recover the historic character of the Main Complex,

- Employee parking would be expanded and structures would be added to

increase the functionality for maintenance activities and replace old and inadequate facilities,

- The Prairie View, Saddle Rock, and Oregon-California Interpretive Trails would be realigned,
- Minor modifications to the east courtyard would occur, as needed,
- Non-contributing, small scale features would be removed,
- The non-contributing Pony Express Monument would be removed,
- Accessibility from paths to buildings within the Main Complex would be added, under the ABA.

The additional improvements and rehabilitation activities would further enhance visitor use and experience through enhanced interpretation opportunities and improved circulation and accessibility around the visitor center. Short-term impacts to visitor use and experience would occur during construction activities and temporary facility and trail closures. The impacts on visitor use and experience during construction work would be local, short-term, and adverse but would occur over a longer period of time than the No Action Alternative. Over the long term, Action Alternative 1 would result in parkwide, beneficial effects on visitor use and experience.

Rehabilitation activities at the summit, which would be the same for all action alternatives, include: repair of contributing trails and removal of non-contributing trails and overlooks, repair and / or rehabilitation of minor features such as retaining walls and markers, and revegetation at the top of the bluff. These activities would result in local, short-term adverse effects resulting from trail and other area closures for revegetation. Overall, Action Alternative 1 would result in beneficial effects on visitor use and experience from a better interpretive experience at the summit.

Cumulative Impacts.
The past, present, and reasonably foreseeable future actions and their impacts would be the same as those for the No Action Alternative. Past, present, and reasonably foreseeable future actions would have local, long-term, beneficial cumulative effects and short-term, adverse cumulative effects on visitor use and experience. Those impacts, combined with the local, long-term, beneficial effects of Action Alternative 1, would result in parkwide, short-term, adverse, cumulative effects and long-term, beneficial, cumulative effects.

Action Alternative 2

Direct and Indirect Impacts of the Alternative.
Under Action Alternative 2, activities within the Main Complex would include the actions under the No Action Alternative plus the following additional treatments:

- Modifications to the visitor parking lot and picnic area for better circulation,
- Removal of the vehicle shed, entrance kiosk, and other non-contributing, small scale features,
- Realignment of the Saddle Rock Trail, Prairie View Trail, and Oregon-California Interpretive Trail,

- Expansion of the employee parking lot and minor modifications to the east courtyard, as needed,

- Accessibility from paths to buildings within the Main Complex would be added, under the ABA.

The additional improvements and rehabilitation activities would further enhance visitor use and experience by enhanced interpretation opportunities and improved circulation around the visitor center. Visitor use and experience would be temporarily impacted by implementation of these measures and temporary facility and trail closures. The impacts on visitor use and experience during rehabilitation work would be local, short-term, and adverse, although construction activities would not last as long as under Action Alternative 1. Overall, Action Alternative 2 would result in parkwide, long-term, beneficial effects on visitor use and experience, although visitor improvements would not be as extensive under Action Alternative 2 as under Alternative 1.

Effects from rehabilitation activities at the summit would be the same as under Action Alternative 1 and would result in short-term adverse effects during construction but overall long-term, beneficial effects on visitor use and experience from a better interpretive experience at the summit.

Cumulative Impacts.
Past, present, and reasonably foreseeable future actions and their impacts would be similar to Action Alternative 1, but slightly less long-term, beneficial, cumulative effects and short-term, adverse, cumulative effects on visitor use and experience. Those impacts, combined with the local, long-term, beneficial effects of the Action Alternative, would result in parkwide, short-term, minor, adverse, cumulative impacts and parkwide, long-term, beneficial, cumulative effects.

Action Alternative 3

Direct and Indirect Impacts of the Alternative.
Under Action Alternative 3, all improvements proposed under the No Action Alternative would be implemented as well as the following:

- Non-contributing, small scale features would be removed,

- Realignment of the Saddle Rock Trail and adjustment to the alignment of the Oregon-California Interpretive Trail,

- Accessibility from paths to buildings within the Main Complex would be added, under the ABA.

These improvements would enhance visitor use by providing slightly improved opportunities for visitor interpretation and education and slightly better circulation within the Main Complex than under the No Action Alternative. Visitor use and experience may be temporarily impacted by implementation of these measures along with temporary facility and trail closures. The impacts on visitor use and experience during rehabilitation work would be local, short-term, and adverse, although construction activities would not last as long as under Action Alternatives 1 and 2. Overall, Action Alternative 3 would result in parkwide, long-term, beneficial effects on visitor use and experience, although visitor improvements would not be as extensive under Action Alternative 3 as under Alternatives 1 and 2.

Effects from rehabilitation activities at the summit would be the same as the effects

described under Action Alternative 1. Overall, Action Alternative 3 would result in short-term adverse effects during construction and long-term beneficial effects on visitor use and experience from a better interpretive experience at the summit.

Cumulative Impacts.
The past, present, and reasonably foreseeable future actions and their impacts would be the same as those for the No Action Alternative. Past, present, and reasonably foreseeable future actions would have local, long-term, beneficial effects and local, short-term, minor, adverse, cumulative impacts on visitor use and experience. Those impacts, combined with the local, long-term, beneficial effects of Action Alternative 3, would result in parkwide short-term, minor, adverse, cumulative impacts and parkwide long-term, beneficial, cumulative effects.

Visual Resources

Methodology

Potential impacts on visual resources were evaluated based on the existing visual resources within the Monument as described in "Chapter 3: Existing Conditions and Landscape Analysis." Predictions about impacts were based on the expected disturbance to visual resources (especially vegetation communities and structures within the Main Complex), professional judgment, and experience with previous projects. Short-term impacts on visual resources are those that would occur during and following construction as vegetation communities reestablish, and long-term impacts are those that would extend beyond construction and vegetation reestablishment.

No Action Alternative

Direct and Indirect Impacts of the Alternative.
Under the No Action Alternative, the present level of use, management, and maintenance would continue, resulting in minimal impacts on visual resources. Mowing operations would continue for existing lawns to prevent encroachment of native vegetation in these areas. Repairing contributing trails would result in minimal impacts on visual resources. Overgrown shrubs and trees around the visitor center would remain. Expansion of the visitor center would result in short-term adverse effects on visual resources during construction as well as long-term adverse effects by expanding the unnatural elements in the Main Complex; however, constructing the addition to match the CCC-era character may enhance the visual character. Overall, the No Action Alternative would have a slight adverse effect on visual resources over the long term.

Cumulative Impacts.
Past and present actions including human-caused changes to the landscape and park facilities over time have adversely impacted visual resources over the long term by altering the historic and natural features. Reasonably foreseeable future actions including replacement of the underground irrigation system on the east side of the visitor center and construction of a bike trail along Old Oregon Trail Road have the potential to impact visual resources. Replacing the irrigation system would result in short-term impacts on visual resources from ground disturbance required to install the system. Over the long term, the operation of the irrigation system would have beneficial effects on visual resources by providing irrigation to plantings near the visitor center, which may result in a slightly more lush and attractive landscape. As previously described, the No Action Alternative would have slight adverse effects on visual resources. When added to the existing cumulative effects, the impacts of the No Action Alternative would have a slight adverse contribution, but would not substantially change the overall cumulative effects already occurring. Thus, when the effects of the No Action Alternative are combined with the effects of other past, present, and reasonably foreseeable future impacts, the overall cumulative impacts on visual resources would continue to be slight and adverse.

Action Alternative 1

Direct and Indirect Impacts of the Alternative.
In addition to the actions proposed actions under the No Action Alternative, the following treatments are proposed under Action Alternative 1:

- Parking areas would be realigned for better circulation and picnic areas would be removed to recover the historic character of the Main Complex,
- Employee parking would be expanded and structures would be added to increase the functionality for maintenance activities and replace old and inadequate facilities,
- The Prairie View, Saddle Rock, and Oregon-California Interpretive Trails would be realigned,
- Minor modifications to the east courtyard would occur, as needed,
- Non-contributing, small scale features would be removed,
- The non-contributing Pony Express Monument would be removed,
- Enhancements to vegetation would occur,
- Accessibility from paths to buildings within the Main Complex would be added, under the ABA.

New and rehabilitated structures and features would be designed to enhance the visual and historic character of the Monument. When the reduced size of the visitor parking area is considered, there would be a slight decrease in impervious surfaces. Temporarily disturbed areas would be restored following construction by replanting with native species, enhancing the natural aesthetic. Overgrown vegetation around the buildings would be removed, and mown lawn areas (less than 1 acre) would be replaced with tall grasses and native plantings, resulting in beneficial effects on visual resources. Although some juniper trees would be removed during construction, additional trees would be planted around the parking area, west courtyard, and east courtyard (about 1 acre). The existing prairie vegetation at the front entrance and septic drain field would be repaired (less than 1 acre), and a small

area of existing native shrub plantings (about 0.23 acre) would be replaced or replanted. Enhancements to vegetation would affect less than 7 acres.

Proposed actions at the summit, which would be the same for all action alternatives, include slope stabilization and re-seeding within an area of about 4 acres at the summit; parking area and trails preservation of the North and South Overlooks, summit parking and all contributing features; maintaining the Northeast Overlook; repairing some trail markers and features; removal of the non-contributing overlook, social trail, and features; and restoration of stone stairs. Slope stabilization and re-seeding would reduce the potential for erosion and improve visual resources in these areas. Rehabilitation of trails and overlooks would add to the natural and cultural aesthetic of the bluff and summit, and improve the visual experience. Overall, Action Alternative 1 would result in beneficial effects on visual resources over the long term, by restoring and enhancing native plant communities and rehabilitating features that contribute to the history and interpretive experience.

Cumulative Impacts.
As described above for the No Action Alternative, human-caused changes to the landscape and park facilities over time have resulted in a long-term adverse effect on visual resources. In addition, installation of an irrigation system at the visitor center would have slight short-term, adverse and long-term, beneficial impacts on visual resources. As previously described in this section, Action Alternative 1 would have beneficial impacts on less than 7 acres of visual resources within the project area. When added to the existing cumulative effects, the impacts of Action Alternative 1 would result in short-term, adverse effects during construction and revegetation and an overall long-term, beneficial effect on visual resources. Thus, when the effects of Action Alternative 1 are combined with these other past, present, and reasonably foreseeable future impacts, cumulative impacts on visual resources would be beneficial within the project area.

Action Alternative 2

Direct and Indirect Impacts of the Alternative.
Under Action Alternative 2, all improvements proposed under the No Action Alternative would be implemented as well as the following:

- Modifications to the visitor parking lot and picnic area for better circulation,
- Removal of the vehicle shed, entrance kiosk, and other non-contributing, small scale features,
- Realignment of the Saddle Rock Trail, Prairie View Trail, and Oregon-California Interpretive Trail,
- Expansion of the employee parking lot,
- Minor modifications to the east courtyard, as needed,
- Accessibility from paths to buildings within the Main Complex would be added, under the ABA.

Activities in the Main Complex would result in removal of several juniper trees (about 0.08 acre) and replacement with impervious surfaces. Although these surfaces would reduce the natural visual elements in the landscape, design of these elements would ensure that they fit with the character of the CCC-era buildings and overall cultural landscape. Similar to Action Alternative 1, temporarily disturbed areas would be restored following construction by replanting

with native species. Overgrown vegetation around the buildings would be removed, and mown lawn areas (less than 1 acre) would be replaced with tall grasses and native plantings, enhancing the natural aesthetic. Replacing mown lawns with native vegetation would result in beneficial effects on visual resources. Additional trees would be planted around the parking area, west courtyard, and east courtyard (less than 1 acre), and a small area of existing native shrub plantings would be replaced or replanted, enhancing the overall natural aesthetic. Beneficial effects on visual resources from planting and slope stabilization at the summit parking area and trails would be the same as under Action Alternative 1. Overall, Action Alternative 2 would result in short-term, adverse effects during construction and revegetation, although the area replaced by impervious surfaces would be slightly less than Action Alternative 1; Action Alternative 2 would also result in beneficial effects on visual resources over the long term by restoring and enhancing the native plant community and visual and historic character of the Main Complex and summit.

Cumulative Impacts.
As described above for the No Action Alternative, human-caused changes to the landscape and park facilities over time have resulted in a long-term adverse effect on visual resources. In addition, installation of an irrigation system at the visitor center would have short-term, adverse and long-term, beneficial impacts on visual resources. As previously described in this section, Action Alternative 2 would have long-term, beneficial impacts on visual resources within the project area. When added to the existing cumulative effects, the impacts of the Action Alternative 2 would result in local short-term, adverse effects and parkwide long-term, beneficial effects on visual resources. Thus, when the effects of Action Alternative 2 are combined with these other past, present, and reasonably foreseeable future impacts, cumulative impacts on visual resources would be beneficial within the project area.

Action Alternative 3

Direct and Indirect Impacts of the Alternative.
Under Action Alternative 3, all improvements proposed under the No Action Alternative would be implemented as well as the following:

- Realignment of the Saddle Rock Trail and adjustment to the alignment of the Oregon-California Interpretive Trail,
- Non-contributing, small scale features and some existing trees would be removed,
- Accessibility from paths to buildings within the Main Complex would be added, under the ABA.

Improvements to contributing trails and removal of non-contributing, small-scale features would enhance the character of the cultural landscape and overall aesthetic. Modifying the layout of the parking area and sidewalks would result in removal of several juniper trees, but would represent a negligible decrease in overall vegetation (less than 0.003% of the 3,000-acre area of the Monument). Overgrown vegetation around the buildings would be removed, and non-native mown lawn areas (less than 1 acre) would be replaced with native tall grasses and natural plantings, adding to the natural aesthetic of the Main Complex. Additional trees would be planted around the parking area, west courtyard, and east courtyard (about .5 acre). Construction activities would result in temporarily disturbed areas around the edges of the parking area and trails. These areas would be restored following construction by replanting with native

species, which would add to the natural aesthetic of the Main Complex. Beneficial effects on visual resources from planting and slope stabilization at the summit parking area and trails would be the same as under Action Alternative 1. Overall, Action Alternative 3 would result in short-term, adverse effects during construction and revegetation and beneficial effects on visual resources over the long term by restoring and enhancing the native plant community and visual and historic character of the Main Complex and summit.

Cumulative Impacts.
As described above for the No Action Alternative, human-caused changes to the landscape and park facilities over time have resulted in a long-term adverse effect on visual resources. In addition, installation of an irrigation system at the visitor center would have short-term, adverse and long-term, beneficial impacts on visual resources. Action Alternative 3 would increase native vegetation, and therefore the natural aesthetic on just over 5 acres within the project area. When added to the existing cumulative effects, the impacts of Action Alternative 3 would result in an overall beneficial effect on visual resources. Thus, when the effects of Action Alternative 3 are combined with these other past, present, and reasonably foreseeable future impacts, cumulative impacts on visual resources would be short-term, adverse and long-term, beneficial within the project area.

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Chapter 6. Treatment Plan and Implementation Guidance

Overview

This CLR / EA is the principal treatment document for the cultural landscape of Scotts Bluff National Monument. This section presents treatment recommendations for the repair, protection and stewardship of the cultural landscape and its contributing features. Treatment recommendations are intended to guide the overall aesthetic and future appearance of the cultural landscape. They are founded on review of historical documentation, assessment of existing condition, and application of the Secretary of Interior's standards and guidelines as they apply to the treatment of historic landscapes.[6.1]

The preferred treatment for the Scotts Bluff NM is action alternative 1, initially presented in Chapter 4, and expanded upon in this chapter with detailed treatment guidance. The preferred alternative protects significant cultural resources while providing a rich visitor experience. Expanded facilities and access routes are identified, as are recommendations for the preservation of those features that convey the historic character. A rehabilitation approach is applied to treatment of the cultural landscape to provide a holistic visitor experience, preserve and protect contributing features, and allow the addition of compatible features to accommodate visitors and operations.

The preferred treatment alternative emphasizes the historic design and setting intentionally crafted by the CCC and WPA, with later additions during the Mission 66 era. The cultural landscape will be rehabilitated to reveal key design elements. Visitors will be welcomed to the Monument at the Main Complex through a series of visitor experiences developed to showcase the natural and cultural history. The significance of the cultural landscape will be rehabilitated through expanded visitor facilities including outdoor gathering areas, pedestrian routes that follow historic alignments, and improved trail connections that welcome visitors to explore Scotts Bluff NM.

Treatment recommendations are compatible with the period of significance as they convey the broad story of the landscape and reestablish the designs of the 1930s and 1940s, as well as later developments of the Mission 66 improvements in the 1950s.

Treatment Approach

Rehabilitation is the selected treatment approach for Scotts Bluff NM. Rehabilitation is well-suited for this cultural landscape as the Monument has a long period of significance with contributing features from multiple periods. Rehabilitation allows needed construction and adaptive reuse for contemporary and compatible visitor uses.

Treatment Terminology

In recognition of the historical significance of Scotts Bluff National Monument, all future work planned for the cultural landscape will be guided by *The Secretary of the Interior's Standards for the Treatment of Historic Properties – Historic Landscapes.* The following terminology is used in this CLR / EA to describe recommended actions.[6.2]

6.1 Birnbaum, Charles A. and Christine Capella Peters. The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes. Washington, DC: U.S. Department of the Interior, National Park Service, 1996.

6.2 Adapted from The Secretary of the Interior's Standards for the Treatment of Historic Properties as amended and annotated, 1995 and http://www.nps.gov/dscw/definitions.htm.

Consider is to routinely evaluate if a treatment action can be undertaken. Budget constraints and long-term maintenance may result in delayed treatment action. As circumstances change, the treatment action should be re-evaluated and eventually completed.

Design intent refers to the creative objectives that were applied to the development of a historic property.

Introduce is the addition of a new, non-historic feature compatible with the cultural landscape. This may also include the replacement of a missing historic feature.

In-kind refers to the replacement of features extensively deteriorated or missing parts of features using materials that match the historic detail, configuration, and appearance as closely as possible.

Maintain refers to measures that sustain the form, integrity and materials of contributing features, either on a regular basis or as a non-recurring event.

Preserve refers to those measures necessary to sustain the existing form, integrity, and materials of contributing features. It includes initial stabilization work, where necessary, as well as ongoing preservation maintenance and repair of historic materials and features.

Protect refers to actions to safeguard a historic feature by defending or guarding it against further deterioration or loss. Such action is generally of temporary nature and anticipates future preservation treatment.

Reconstruct refers to the act or process of depicting, by means of new work, the form, features, and detailing of a non-surviving historic structure or any part thereof, for the purpose of replicating its appearance at a specific time in its original location.

Rehabilitate refers to the act or process of allowing a compatible use through repair, alteration, or additions as long as those features that convey the historical, cultural, or architectural values are preserved.

Repair refers to those measures that are necessary to correct deteriorated, damaged, or faulty materials of features. These measures are more extensive than regular maintenance and undertake work necessary to bring a contributing feature or area to good condition.

Restore refers to those measures necessary to accurately depict the form, features, and character of a property as it appeared during a particular period of time by means of the removal of features from other periods in history and reconstruction of missing features from the restoration period.

Retain are those actions that are necessary to allow a feature (contributing or non-contributing) to remain in place in its current configuration and condition.

Stabilize refers to those measures that require more work than standard maintenance practices, and that are necessary to prevent the further deterioration, failure, or loss of contributing features.

Study Area

Treatment plan for the study area guides the preservation and rehabilitation of the Scotts Bluff NM cultural landscape. The plan offers holistic guidance with measures for preserving and repairing contributing features and historical character associated with the study area as a whole. The treatment plan encompasses the entire Monument, but does not include treatment recommendations for the Oregon Trail or Mitchell Pass.[6.3]

The vision for the study area is to preserve cultural and natural resources, and enhance visitor experience through a broader understanding of these resources and individual features. The treatment plan identifies measures to rehabilitate the cultural landscape in keeping with the period of significance, inclusive of 1930s and 1940s construction by the CCC / WPA, and the later additions of the Mission 66 development.

The treatment plan identifies improvements to the cultural landscape to repair historic features and retain integrity. Where features are damaged or diminish the historic setting, they will be repaired with materials and design that reflect the historic character of the cultural landscape. If repair is not possible features will be replaced.

Visitor experience will be enhanced through an improved gateway experience. Buildings and structures will be repaired with new compatible additions to accommodate visitor and operational needs. These include new features at the Main Complex including outdoor gathering areas, a new third courtyard, and building addition, all sited sensitively to respect the cultural landscape and natural setting.

Vegetation will be modified to reflect a more naturalistic appearance indicative of the Monument's historic character, and will assist in framing views and creating outdoor spaces. Vegetation patterns will be repaired to reflect the historic appearance present during the period of significance (1933 to 1958). Irrigated lawns will be replaced by lawns of native grasses, with groupings of native and hardy ornamental shrubs and perennials, and trees for shade and screening.

Circulation patterns will be repaired to reflect historic patterns present during the period of significance including alignment, scale and material. Improved connections to historic and newer trails will encourage pedestrian exploration.[6.4]

Natural Systems and Features

The natural aspects of the study area and its broader surroundings greatly influenced its development, and are characteristic features that contribute to the significance of the cultural landscape.

1. Preserve and protect the natural geology and rock formations of the study area and surroundings. The dramatic bluffs of soft stone and the North Platte River were key factors in development of the Oregon Trail and for establishment of the Monument. This natural setting inspired the design of the Main Complex and Summit Road.

2. Preserve and protect natural rock outcroppings. Stabilize rock where it threatens cultural resources such as Saddle Rock Trail and Summit Road.

6.3 Treatment recommendations for the Oregon Trail was previously addressed by the Oregon Trail Ruts Landscape Study and Environmental Assessment, 2011.

6.4 New trails will follow recommendations of the 2013 Trail Development Plan.



Figure 6-1. Preserve historic circulation routes, including Summit Road. Design new features to harmonize with the native topography. (Mundus Bishop, 2015)



Figure 6-2. Work with adjacent communities to preserve views to and from Scotts Bluff. (Mundus Bishop, 2015)

Land Use

The 3,000 acre study area consists of lands managed by the National Park Service. The national monument was established to commemorate the mass migration and settlement of America's western frontier, and to protect Oregon Trail's remnant trail ruts and the Monument's significant geologic landforms.

1. Inholdings and rights-of-way within the Monument contribute to the significance of this westward expansion but are owned and managed by other agencies.

    - Collaborate with other agencies to preserve and protect significant features such as the Union Pacific Railroad and Gering Irrigation Canal that exemplify the westward expansion.

2. In accordance with the GMP, acquire additional lands at Robidoux Pass associated with an early route of the Oregon Trail. Robidoux Pass is approximately 1,000 acres, seven miles southwest of the Monument.

3. Adjust the Scotts Bluff NM boundary to acquire additional land west of the existing boundary. A tract of 188 acres was identified by the GMP as important for protection of the Oregon Trail.

4. The town of Gering borders the Monument on the east side, with newer development and the addition of high voltage power lines encroaching on the viewshed from the Monument.

    - Collaborate with neighboring communities to limit development within the viewshed of the Monument, including from Summit Road, the Summit, and trails.

    - Consider using public outreach and education as a way to mitigate sprawl into open viewsheds as these contribute to the historic character of the cultural landscape.

Archeological Sites

The study area includes many known and potential archeological sites that pre-date European American arrival in the region, and are located in a wide variety of topographical settings across the study area.

Archeological sites dating to the historic period are primarily related to the Oregon Trail and Mitchell Pass. Many sites are in fair condition due to the constant erosion of the study area's geology.

1. Preserve and protect known and potential pre-historic and historic archeological sites to the greatest extent possible.

    - Minimize visitor access in areas of known or potential sensitive archeological resources.

    - Monitor sites for erosion. Continue archeological investigations to assess the rate of erosion and its effects on archeological resources and features.

    - Conduct further investigations to understand the archeological resources and their relationships to the Monument's significance.

2. Preserve the Oregon Trail Ruts as an important archeological site, and as a contributing feature to the Monument's cultural landscape.[6.5]

3. Preserve Zig Zag Trail and Hiram Scott Memorial Arch as contributing features.

    - Maintain Zigzag Trail as an important archeological site, not allowing visitor access. Remove large vegetation if it threatens this cultural resource.

Spatial / Topography / Viewshed

The spatial organization of the study area is directly related to its natural aspects. Massive 800-foot tall sandstone bluffs that rise dramatically above the North Platte River and the plains create a distinct visual presence. They create a broad open valley in which the Main Complex is situated, and the level mesa of Scotts Bluff where the Summit is located.

1. Preserve the broader setting of the study area including those landscape characteristics that create this setting — spatial organization, topography, and views.

    - Preserve the sequential visual entry experience from the west through Mitchell Pass towards Scotts Bluff, the Oregon Trail Ruts, and Main Complex.

    - Preserve the sequential visual entry experience from the east from the Monument's eastern boundary towards Scotts Bluff, the Oregon Trail Ruts, Main Complex and Mitchell Pass.

    - Preserve the geological setting of the study area as it contributes to these landscape characteristics.

    - Preserve the spatial relationship of the Main Complex, a compact cluster arrangement, with the contrasting openness of the surrounding native prairie. Allow development only in relationship to this complex as noted in the Main Complex landscape character area.

    - Preserve the scale and form of the cultural landscape as a contributing feature, following naturalistic design principles— use of native materials, and designing new features (roads, buildings, trails) sympathetically with native topography.

2. Preserve views to, and from the Monument, by limiting development within these viewsheds.

3. Locate utilities outside of major views and place utilities to have a minimal impact upon the cultural landscape.

Circulation

The circulation routes within the study area includes the Oregon Trail Ruts, State Highway 92 / Old Oregon Trail, and pedestrian trails. Many routes follow historic alignments.

1. Preserve contributing roads by retaining and repairing historic alignments such as for State Highway 92 / Old Oregon Trail. Where possible retain and repair historic widths.

2. Preserve contributing trails by retaining and repairing historic alignments and widths, and where appropriate repairing historic materials.

    - Allow multiple uses on Prairie View Trail to the Main Complex.

    - Preserve the Oregon Trail Ruts as noted in archeological sites.

6.5 Treatment recommendations for the Oregon Trail was previously addressed by the Oregon Trail Ruts Landscape Study and Environmental Assessment, 2011.

3. Follow the recommendations of the 2013 Trails Development Plan including proposed routes through the Monument's north end, connection to the City of Scottsbluff, and proposed E-routes (electronic routes).[6.6]

Small Scale Features

The Monument has several small scale features, some that are contributing features and many that are contemporary, providing directional and regulatory information.

1. Preserve the three contributing stucco entrance signs. Retain these as important features without altering their historic appearance.

2. Preserve contributing markers, including the granite marker at Mitchell Pass as a contributing feature.

    - Allow removal of non-contributing benches, signs, and small scale features.

3. Allow contemporary signs as long as the number and extent of signs are minimized in the cultural landscape, and the design and placement does not detract from the historic setting.

    - For new signs, utilize a style and material that is not replicative of the historic aesthetic and is contemporary in nature.

    - Locate interpretive information within the visitor center, east courtyard, or as digital materials or brochures. Minimize new waysides within the cultural landscape.

Vegetation

The study area is primarily a native prairie with evergreen trees and foothills vegetation on the Summit and bluffs. The historic character of the study area is intrinsically connected to this natural vegetation.

1. Maintain native prairie vegetation throughout the lower elevations of the study area.

2. Maintain evergreen trees and foothill vegetation on the Summit and bluffs.

    - Re-establish native vegetation where erosion of the bluffs is a threat to cultural resources, e.g. along trails and roads. Develop a palette of native species.

3. Spraying of exotic species should not be allowed. Allow controlled burns where possible.

Universal Accessibility

1. Provide universal accessibility to key locations throughout the study area. Due to steep topography, access is not possible for all areas. (Refer to specific areas for further guidance.)

2. Establish accessible routes along historic patterns, where possible.

3. Accessible routes will need to be accommodated by modifications to buildings, including modifying door widths and thresholds as necessary.

4. Routes must ensure appropriate slope, width, and surfacing to meet code requirements.

6.6 NPS, SCBL Trail Development Plan and Environmental Assessment, 2013.



Figure 6-3. Preserve the entrance experience to Scotts Bluff NM by preserving historic entry signs and views to Mitchell Pass. (Mundus Bishop, 2015)



Figure 6-4. Preserve the view to the Main Complex from the highway. Preserve the setback from the road and formal orthogonal arrangement of buildings, structures, and courtyards. (Mundus Bishop, 2015)

Main Complex

The treatment plan for the Main Complex rehabilitates the historic designed landscape of the Federal works relief programs built between 1933 and 1958, and accommodates contemporary visitor and operational needs.

The Main Complex is characterized by its distinctive complex of buildings, spaces and features that are strategically placed as the entry experience into Scotts Bluff NM. This complex, designed and built by the WPA / CCC and Mission 66 development, is envisioned to continue its historic role as the formal gateway and entrance to the Monument at the base of Scotts Bluff.

The rehabilitation of the Main Complex will be in harmony with the natural topography and vegetation of its setting, and with the architectural qualities of its historic arrangement and features. This treatment plan offers guidance for preserving and rehabilitating contributing features and relationships, and compatible, sensitive additions and modifications.

The historic entrance experience with views towards the building complex and Mitchell Pass will be rehabilitated through removal of non-contributing features and by restoring natural topography and vegetation. The historic orthogonal patterns will be reestablished with realignment of parking and walks to align with the Oregon Trail and bluffs to the north. The naturalistic prairie landscape will be restored, replacing irrigated lawn in favor of dryland plantings and native grasses that blend the buildings with the landscape. (Illustration 6-1)

Spatial / Topography / Viewshed

The characteristic spatial qualities, natural topography and distinct viewsheds that contribute to the Main Complex's historic setting will be preserved and repaired. These include the distinctive arrival experience from the east and west Monument entrances along State Highway 92 / Old Oregon Trail, the historic setting of the complex at the base of Scotts Bluff, and views of the complex from the Summit.

1. Preserve the historic spatial relationship of the Main Complex to the natural landscape, characterized by its setting at the base of Scotts Bluff, and subordinate to the primary features of the Oregon Trail route, primarily Mitchell Pass through Scotts Bluff and Dome Rock.

- Preserve the naturalistic setting of native plantings and topography, and the compact arrangement of the complex set into the landscape.

- Preserve the scale of buildings and structures to be subordinate to the natural features of Mitchell Pass and to the Oregon Trail.

2. Preserve the entry experience and visual sequence of views along the State Highway into the Main Complex from both the east and west entrances.

- Preserve the historic entry signs and spaces at Monument entrances.

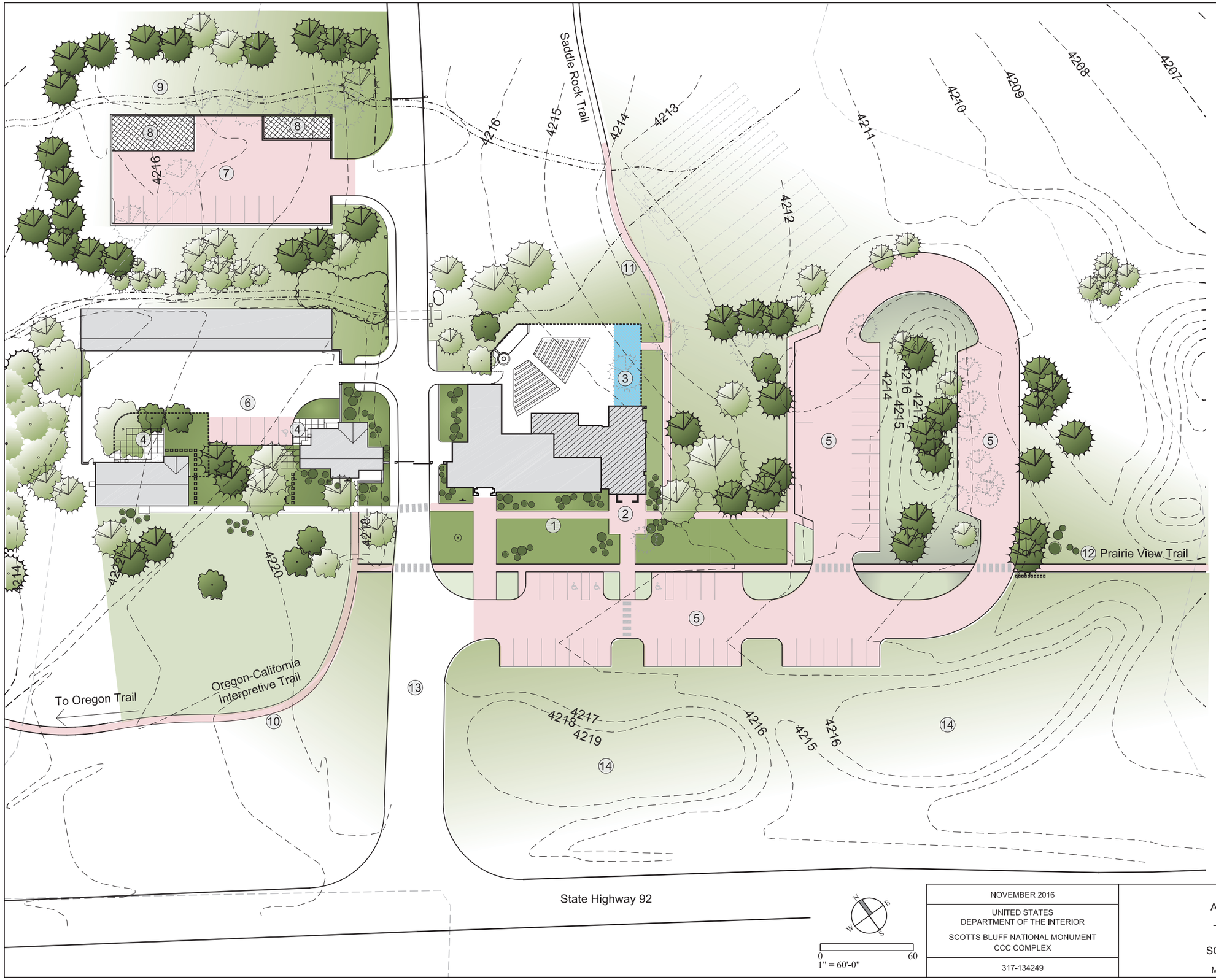
- Repair the visual sequences, reestablishing historic views towards the Main Complex. Remove non-contributing vegetation, relocate features out of these viewsheds and place new features to respect these viewsheds and sequences.



Figure 6-5. Rehabilitate the east courtyard and amphitheater by allowing new uses and activities in the historic space. (Mundus Bishop, 2015)



Figure 6-6. Preserve native prairie vegetation and seek to blend the buildings with the landscape by maintaining the grasses adjacent the buildings at a higher cut than as presently maintained. (Mundus Bishop, 2015)



LEGEND

- EXISTING BUILDING TO REMAIN
- VISITOR CENTER EXPANSION
- PROPOSED MAINTENANCE SHED
- WALL TO PRESERVE
- PROPOSED COURTYARD EXPANSION
- NEW PAVEMENT / FEATURE
- CROSSWALK
- EXISTING CONIFER TREE
- EXISTING DECIDUOUS TREE
- REMOVE TREE
- PROPOSED CONIFER TREE
- PROPOSED DECIDUOUS TREE
- GROUPINGS OF SHRUBS, GRASSES
- LOW GROWING, LOW WATER GRASSES, MOWN 3x per YEAR
- PRAIRIE RESTORATION
- SWALE

Treatment Recommendations

1. Naturalistic Plantings
2. Proposed Primary Entrance with Accessible Route and Outdoor Gathering Area
3. Expand Courtyard
4. Restore Patios at Residences
5. Narrow Visitor Parking, Relocate Picnic Shelters
6. Proposed Parking in West Courtyard - Remove Vehicle Shed and Flammable Storage Shed
7. New Third Courtyard - Expand Staff Parking and Maintenance Yard
8. New Maintenance Shed
9. Drainage Swale
10. Re-Route Oregon-California Interpretive Trail
11. Re-Route Saddle Rock Trail
12. Re-Route Prairie View
13. Remove Kiosk
14. Reduce Berm Height

Illustration 6-1.

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR

SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134249

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT

TITLE OF DRAWING
TREATMENT - MAIN COMPLEX

NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

3. Repair the setting of each entrance by removing non-contributing features that disrupt views towards the bluffs and Main Complex.

Cluster Arrangement

The cluster arrangement of the Main Complex is a primary characteristic of the Monument that distinguishes it as a significant cultural landscape. The Main Complex is a cohesive cluster of buildings, structures, walls and courtyards, arranged in an ordered composition, and set to blend into the naturally sloping landscape at the base of Scotts Bluff.

1. Preserve the Main Complex's distinctive arrangement including the cohesive cluster of buildings, structures, walls and courtyards, and the historic rhythm and patterns expressed in plan and elevation.

2. Preserve the formal composition of buildings and courtyards, organized into two arrangements set on either side of Summit Road.

    - Preserve contributing features that create the cluster arrangement of the complex including buildings, structures, small scale features and vegetation. Remove or relocate non-contributing features that diminish the integrity of the cluster arrangement (i.e., maintenance shed).

    - Preserve the central axis of Summit Road as a key organizing feature.

    - Preserve the front setback and the orientation of main entrances to the south.

    - Realign bus / recreational vehicle parking further north, out of the viewshed.

    - Remove newer additions that disrupt the view and setting of the Main Complex (i.,e. entrance kiosk, curved wall, and picnic shelters.

    - Reduce the height of newer topographic berms to reestablish views of the Main Complex. Re-vegetate the berms with native prairie species to blend this landscape the native prairie.

3. Allow limited expansion of the Main Complex for contemporary operational and visitor needs as long as new additions respect the characteristics of the cluster arrangement, i.e., scale, form, rhythm and pattern.

    - Allow expansion of the visitor center within the east courtyard, ensuring new additions respect the uniformity of scale and massing of the historic building, and the established patterns of the cluster arrangement.

    - Allow modifications to the east courtyard to accommodate a visitor center addition ensuring modifications respect the scale, massing and pattern of the historic courtyard.

1. Allow expansion of operational needs into a new third building cluster, located in the new third courtyard. Follow the established patterns of the historic cluster arrangement, and is subordinate to the original.

    - Locate a new third courtyard northeast of the west courtyard and structures northwest of the existing complex. New elements should follow established patterns of cluster arrangement.

- Ensure architectural and site design reflects but does not mimic the historic character. Follow established patterns including a consistent setback from Summit Road, and integrating the courtyard and buildings into the natural topography to minimize its appearance.

Circulation

The circulation system of the Main Complex historically followed an orthogonal arrangement, oriented to support the building arrangement. Newer parking and walkway additions have modified the original system by introducing organic forms that do not relate to the architecture. The circulation system will be repaired to follow the rhythm and patterns of the historic system, and upgraded to meet current standards including providing universal access.

1. Preserve the orthogonal arrangement of the contributing walks and drives that frame the setting of the Main Complex.

2. Realign the visitor parking to reflect historic orthogonal alignments. Relocate bus and recreational vehicle parking to a north-south orientation to reflect the orthogonal arrangement of the building complex.

    - Relocate bus and recreational vehicle parking to the interior of the loop drive to protect the view.

3. Relocate accessible parking closer to the new visitor entrance. Provide accessible spaces and routes for visitors using all transportation modes.

4. Repair the entrance drive to reflect the historic condition. Realign the drive to a narrower width, remove the non-contributing kiosk and ensure an orthogonal arrangement to the buildings and to match the historic alignment.

5. Realign pedestrian walks to reflect the historic pattern of orthogonal walks that supported the building functions.

    - Create an entrance walk and plaza compatible with the characteristic orthogonal pattern of the site and buildings.

    - Connect new walks with Saddle Rock Trail by slightly realigning the trailhead.

6. Repair contributing concrete paving, including the stones adjacent to the 1938 and 1958 residences. Re-set the stones from the front walk. Re-establish the outdoor patio outside each building.

7. Realign the Oregon-California Interpretive Trail to provide a better visitor experience.

    - Distinguish this trail as a visitor route through paving and signage to direct visitors to the Oregon Trail.

    - Separate this trail from the walkway to the administrative area.

    - Provide safe pedestrian crossing at the entrance drive. Consider a raised crosswalk or distinctive paving.

8. Re-route Prairie View Trail to enter the Main Complex directly from the east. Align the trail in an orthogonal pattern as it nears the complex to reflect the historic circulation pattern.

9. Allow expansion of employee parking in the west courtyard by relocating the

flammable storage structure to the new third courtyard.

10. Allow expansion of employee parking, storage and other operational uses to a new third courtyard located northeast of the west courtyard. Establish screening for this space.

Buildings and Structures

The Main Complex is composed of seven buildings and two courtyards framed by walls and fences. Of these, five buildings and both courtyards are contributing features. Four buildings date from CCC / WPA construction, and one is from the Mission 66 development. The complex is characterized by its distinctive cluster of buildings and structures designed in the Spanish Colonial style, built of adobe brick and clad in stucco. The buildings and courtyards follow typical CCC design principals, in which new features were designed to be sympathetic and subordinate to the site's natural features.

1. Preserve contributing buildings and structures. Allow removal of non-contributing buildings.
    - Allow an addition to the visitor center, ensuring it respects the uniformity of scale, massing, form, materiality, color and detailing of the historic building, and the established patterns of the complex.
    - Remove the non-contributing entrance kiosk
    - Remove the non-contributing projection booth.
    - Remove picnic shelters and restore this area as prairie with evergreen trees.
2. Preserve the west courtyard as a contributing feature, along with the buildings and structures that comprise it, i.e., maintenance shop and stucco walls, and its mass, scale and form.
3. Preserve the east courtyard as a contributing feature, along with it's board fence, stucco wall, benches, fire circle, and stage, and its mass, scale and form.
    - Allow additional uses to accommodate picnicking, an outdoor classroom, and other interpretive and educational uses.
    - Allow expansion of the east courtyard in relationship with the expansion of the visitor center. Consider a new stucco wall or board fence to enclose the new space.
    - Consider a temporary shade structure within the east courtyard.
4. Accommodate operational needs with the addition of a new third courtyard at the northeast corner of the Main Complex.
    - Arrange and orient the new courtyard to respect the patterns of the original cluster arrangement. Set the new courtyard into the topography, enclosed by a wall. Allow additional structures of the same mass and scale as the historic buildings and structures.
    - Move the non-contributing flammable storage shed to this courtyard. Allow the addition of new maintenance storage sheds in this courtyard, ensuring all new additions are sub-ordinate to the original buildings.

- Provide a drainage swale to the north of this new courtyard to direct runoff from the bluff away from the new buildings and west courtyard.

Small Scale Features

Many small scale features contribute to the Main Complex, assisting in organizing its distinctive cluster arrangement and enclosing courtyards. Several date from CCC / WPA construction, and Mission 66 development. These features create a continuity through materials and design. Other features distract from the historic setting.

1. Preserve contributing small scale features including the flagpole, board fences, concrete patios, and stucco walls.
    - Preserve stucco walls. Where modifications are necessary, explore methods that incorporate historic design philosophies, arrangements and detailing into new wall design.
    - Preserve contributing board fences, including the board fence around 1958 residence. Allow new fencing in the new third courtyard or at the east courtyard, ensuring it reflects the historic character but does not mimic.
2. Remove or relocate non-contributing features that diminish the integrity of the historic setting.
    - Relocate the Pony Express Monument out of the view of the visitor center
    - Remove the curved wall in front of the visitor center.
    - Remove the brick paving and time capsule from the front entry.
    - Remove bollard lighting and replace with a new, less visually intrusive lighting system that blends with the historic setting in daylight. Provide low-profile and full cut-off optics to preserve night sky.
    - Remove and replace bicycle parking at the terminus of Prairie View Trail.
    - Relocate the picnic area out of the historic viewshed, and establish additional trees within the former picnic area. Relocate picnicking to the expanded courtyard.

Vegetation

The Main Complex's original plantings date to the CCC / WPA work of the 1930s and 1940s, and some is evident in today's landscape. The complex will be rehabilitated to more closely reflect the design principles, planting patterns, and species selection of the period of significance. This will include new plantings of native juniper, pine, currant, wild rose, wild plum, and native grass lawns.

1. Preserve and maintain existing vegetation that contributes to the Main Complex, including extant ponderosa pines from the period of significance and prairie vegetation at the edges of the complex.
2. Restore vegetation patterns to reflect the principles of naturalistic design using groupings of low growing shrubs, grasses and perennials in natural patterns, accented by sensitively placed trees.
    - Use native and hardy ornamental species adapted to the arid climate and prairie aesthetic.

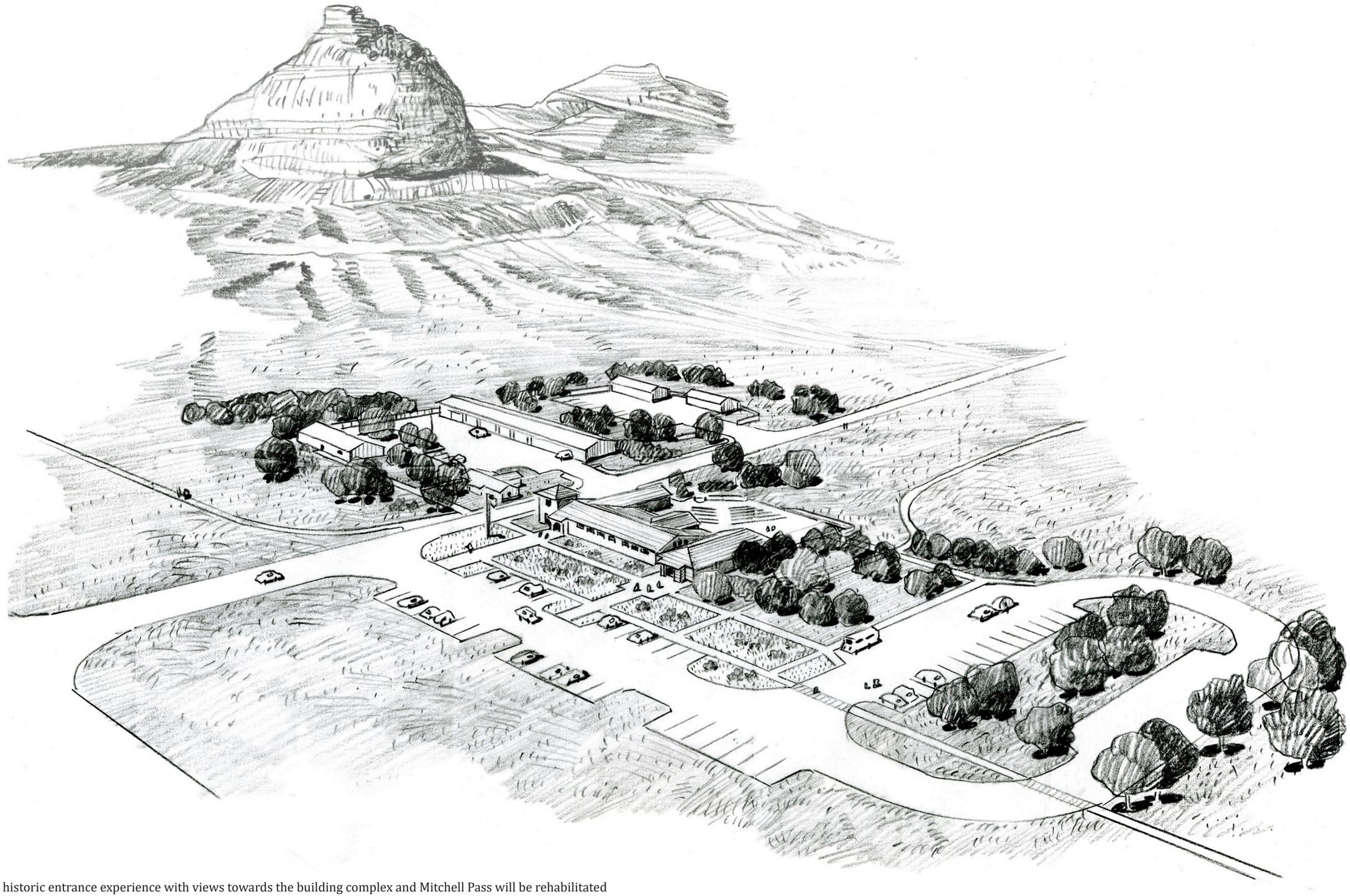


Figure 6-7. The historic entrance experience with views towards the building complex and Mitchell Pass will be rehabilitated through removal of non-contributing features and by restoring natural topography and vegetation. The historic orthogonal patterns will be reestablished with realignment of parking and walks to align with the Oregon Trail and bluffs. The naturalistic vegetation will be restored, replacing irrigated lawn in favor of dryland plantings and native grasses.

3. Replace bluegrass lawns with native, drought-tolerant low growing lawn grasses.
    - Establish native grassed areas and maintain at a high cut. Mow once or twice per season, maintaining a 6-inch height.
    - Eliminate the hard edge between mown and unmown grasses at the front of the complex. Maintain grasses at a taller and consistent height, and blend edges of maintained to less-maintained vegetation.
    - Replace the bluegrass of the septic field with taller native grasses, reducing mowing. Maintain grasses at a 6-inch height or taller to blend with surrounding vegetation.
4. Plant evergreen trees and shrubs in masses and groupings to provide screening where needed.
    - Plant evergreen trees at the new third courtyard to provide screening and to blend the new courtyard and buildings with the native landscape.
    - Plant evergreen trees and shrubs to screen the east side of visitor parking.
    - Plant evergreen trees between the 1938 and 1958 residences to screen the west courtyard.
5. Plant deciduous trees to provide shade in key visitor and staff outdoor gathering areas. Use hardy, drought-tolerant species.
6. Plant native and ornamental species including grasses, shrubs, and perennials in naturalistic groupings near the visitor center and administrative areas.
    - Maintain shrubs with a natural character, do not prune or heavily trim into hedges.
    - Plant native and hardy species that require little water and maintenance.
7. Reduce the height the landscape berms and re-establish prairie vegetation.



Figure 6-8. Repair the small scale features along Saddle Rock Trail, including the concrete trail markers and stone retaining walls.



Figure 6-9. Preserve Summit Road and the three tunnels. Continue to utilize shotcrete as needed to secure the bluff, and consider additional tree and shrub plantings at the top of the bluff to mitigate erosion. (Mundus Bishop, 2015)

Summit Road

Treatment recommendations for Summit Road landscape character area preserve the historic character of paths and overlooks set within a natural landscape with views to the surrounding plains. Recommendations provide guidance on rehabilitation of vegetation, trails, and small scale features to enrich the visitor experience.

The vision for the Summit Road landscape character area is for the landscape character crafted by the CCC and WPA to be made apparent. Historically, designed features were crafted out of the native topography and visitors experienced the Summit through a series of orchestrated views. Vegetation will be re-established to frame these views as well as mitigate erosion. Trails and their smaller features such as walls and overlooks will be repaired.

Spatial / Topography / Viewshed

The spatial organization of the Summit Road landscape character area is in response to the geology of Scotts Bluff. The bluffs that rise dramatically above the plains create the setting and define the organization of features. The Summit is a broad mesa high above the prairie below, accessed by the narrow and sinuous Summit Road and Saddle Rock Trail.

1. Preserve contributing spatial organization including siting features to follow the natural topography and afford scenic vistas.

2. Maintain the network of paths, views and overlooks framed by vegetation at the Summit.

3. Work with neighboring communities to limit development within the viewshed of the Summit. (Study Area Recommendations)

Circulation

The circulation routes within the Summit Road landscape character area include the Summit Road, parking area, summit trails and Saddle Rock Trail. These routes are all historic routes that follow their original alignments.

1. Preserve Summit Road as a contributing feature of the cultural landscape.

    - Maintain the three tunnels along the road, repairing in-kind as needed.

    - Provide additional shotcrete along the bluffs above the road as needed, to preserve the route.

    - Repair concrete curb along the road, and maintain the grade where it meets the curb which helps to hide the road from below. Remove vegetation as needed to preserve the curb.

2. Preserve the summit parking area and attached concrete sidewalk.

    - Do not widen or expand the existing parking area.

    - Preserve the sidewalk and maintain this area as an accessible overlook.

3. Preserve contributing trails at the Summit. Do not alter the alignment of historic trails or widen.

    - Remove non-contributing overlooks and remove social paths.



Figure 6-10. Rehabilitate the north overlook / observation point and its setting by removing non-contributing features and replacing the missing arrows from the wall. (Mundus Bishop, 2015)



Figure 6-11. Maintain Summit Parking and the adjacent concrete walk. (Mundus Bishop, 2015)

4. Preserve the North overlook and South overlook as contributing features.

5. Maintain the northeast overlook. Although it is a non-contributing feature, it formalized a persistent social trail.

    - Realign the walk to the northeast overlook to a simplified single route, with no central planting bed.

6. Preserve Saddle Rock Trail as a contributing feature. Repair steps, retaining walls, and small scale features along the trail.

    - Replace the concrete steps along the trail with stone, as designed by the CCC.

Small Scale Features

The Summit Road landscape character area has many small scale features, some that are contributing features and many that are contemporary. Many of the small scale features are associated with the overlooks, while others are features constructed as part of the trail system.

1. Repair small scale features associated with Saddle Rock Trail.

    - Repair and reset concrete trail makers. Repair portions of missing stucco and paint, replacing materials as necessary. Provide new footing material as needed and firmly reset the markers.

    - Repair and reset dry stacked stone retaining walls along Saddle Rock Trail.

2. Preserve and repair the North overlook.

    - Replace missing arrows from the overlook with replicas of the originals.

    - Remove non-contributing stone bench and replace with a bench that is compatible with the historic setting.

3. Preserve contributing block walls at the Summit and along Saddle Rock Trail. Repair block walls in-kind as needed.

4. Preserve the South overlook as a contributing feature.

    - Remove the interpretive panels and benches at the South overlook. They are non-contributing features, obstruct the view and diminish the historic setting.

Vegetation

The vegetation at the Summit Road landscape character area is primarily upland/foothill prairie species with evergreen trees. Vegetation was planted historically on the bluff and foothills to decelerate the rate of erosion and to frame views from the Summit. Some of this vegetation remains today and the historic character of the Summit Road is intrinsically connected to the natural and planted vegetation.

1. Maintain existing vegetation at the Summit and bluffs.

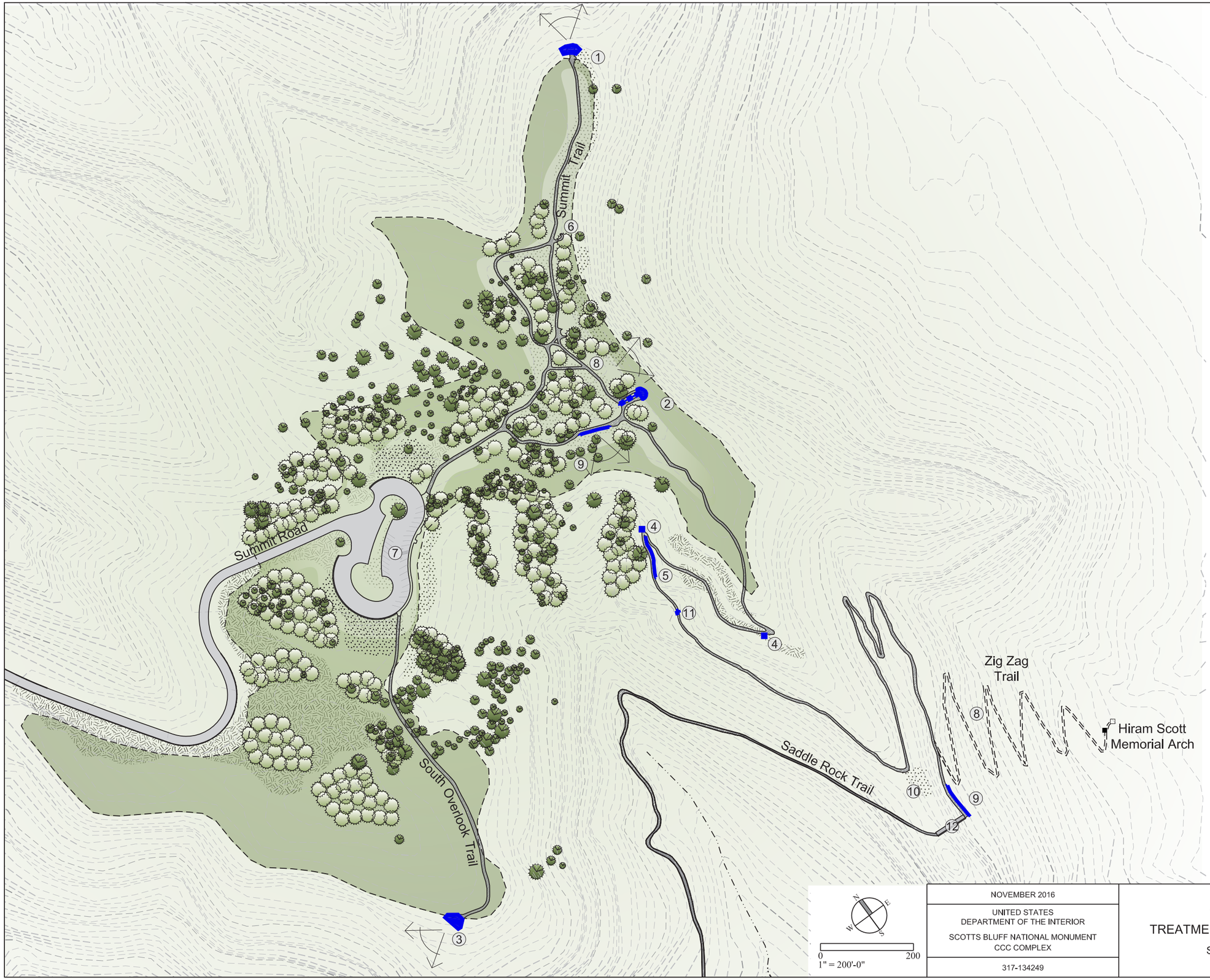
2. Establish vegetation at the Summit and bluffs where erosion threatens cultural resources.

    - Utilize native grass, shrub, and tree species in naturalistic groupings, placed where erosion is an issue.

3. Historically, the bluffs and Summit were planted with a mixture of native pine

and yucca. Restore plantings along the Summit trails that will frame views to the surrounding plains.

- Utilize naturalistic groupings to frame space and views.



LEGEND

- SUMMIT ROAD
- CONCRETE SIDEWALK
- ASPHALT TRAIL
- TRAIL REMNANT
- EXISTING EVERGREEN TREE
- TOP OF BLUFF
- RESTORE CONIFER TREE
- STABILIZE SLOPES
- RE-SEED, RESTORE SHRUBS
- REPAIR FEATURE
- PRESERVE VIEW

Summit Treatment Plan

① Preserve North Overlook
- Replace Missing Arrow Markers
- Remove Non-Contributing Bench / Replace with New which Blends with Setting

② Maintain Northeast Overlook
- Realign Path

③ Preserve South Overlook
- Relocate Interpretive Signs out of Viewshed

④ Repair and Reset Concrete Trail Markers

⑤ Repair Rock Retaining Wall

⑥ Remove Non Contributing Overlook

⑦ Preserve Summit Parking

⑧ Preserve Contributing Features Survey Post, Zig Zag Trail, Memorial Arch

⑨ Repair Block Wall

⑩ Remove Social Trail

⑪ Restore Stone Stairs

⑫ Preserve Tunnel

Sources: ERO_Scotts_Bluff_NM_GPS.DWG, 2015 Google Maps, 2015 Google Earth, Scotts Bluff National Monument Systems Map, 1939 Headquarters Area - Utilities Layout (part of the Master Plan for Scotts Bluff National Monument), 1939 Headquarters Area (part of the Master Plan for Scotts Bluff National Monument), 1943 Landscape and Walk Developments, 1957 Preliminary Site Preparation and Landscape Plan, 1989 Visitor Center Construction Documents, 1990 Summit Road Revegetation Plan, 1990 Planting Plan - Visitor Center, 2000 Existing Conditions - Visitor Center, 2015 Field Notes

Illustration 6-2.

N W E S

0 200
1" = 200'-0"

NOVEMBER 2016

UNITED STATES
DEPARTMENT OF THE INTERIOR
SCOTTS BLUFF NATIONAL MONUMENT
CCC COMPLEX

317-134249

TITLE OF PROJECT
CULTURAL LANDSCAPE REPORT
AND ENVIRONMENTAL ASSESSMENT
TITLE OF DRAWING
TREATMENT - SUMMIT PARKING AREA AND TRAILS
NAME OF PARK
SCOTTS BLUFF NATIONAL MONUMENT

REGION	COUNTY	STATE
MIDWEST	SCOTTS BLUFF	NEBRASKA

Implementation Guidance

This section provides guidance for implementing the treatment recommendations. The recommendations are organized into distinct tasks, with subtasks identified. These tasks will guide preparation of Project Management Information System (PMIS) project statements.

The tasks are presented by area and in table form. Each task has been assigned a phase, or priority, that indicates when implementation should occur. These phases include: Phase 1 (1 to 5 years); Phase 2 (5 to 10 years); and Phase 3 (10 to 15 years).

CLR / EA Treatment Recommendation	CLR / EA Task Component	Phase / Priority Phase 1 (1 to 5 years) Phase 2 (5 to 10 years) Phase 3 (10 to 15 years)
Main Complex		
Task 1. Remove non-contributing features	Task 1.1 Remove small scale features from visitor entrance (curved wall, bricks) Task 1.2 Relocate Pony Express Monument	Phase 1
Task 2. Rehabilitate the entrance	Task 2.1 Explore alternative admissions options (digital) Task 2.2 Remove the existing non-contributing entrance kiosk Task 2.3 Realign entrance road to historic width Task 2.4 Lower landscape berms and revegetate	Phase 2
Task 3. Rehabilitate visitor parking and walking routes	Task 3.1 Remove picnic area Task 3.2 Realign parking and pedestrian paths to orthogonal arrangement Task 3.2 Realign Prairie View Trail Task 3.3 Rehabilitate Oregon-California Interpretive Trail	Phase 2
Task 4. Expand employee parking, west courtyard	Task 4.1. Remove vehicle shed and fire storage Task 4.2 Repave the courtyard and stripe for vehicular parking	Phase 3
Task 5. Rehabilitate outdoor spaces - Residences	Task 5.1 Repair concrete paving stones Task 5.2 Re-establish plantings at residences	Phase 3
Task 6. Rehabilitate plantings	Task 6.1 Remove bluegrass lawn and reestablish with drought-tolerant species Task 6.2 Re-establish shrubs and grasses in informal groupings Task 6.3 Plant shade and evergreen trees	Phase 1
Task 7. Add new Third courtyard	Task 7.1 Expand parking area, enclose with low wall Task 7.2 Install drainage swale Task 7.3 Additional storage / maintenance structures	Phase 2
Task 8. Expand east courtyard	Task 8.1 Expand courtyard space to align with visitor center expansion, new wall Task 8.2 Relocate picnic to courtyard	Phase 2

CLR / EA Treatment Recommendation	CLR / EA Task Component	Phase / Priority Phase 1 (1 to 5 years) Phase 2 (5 to 10 years) Phase 3 (10 to 15 years)
Summit		
Task 1. Reestablish native vegetation on the bluff and slopes	Task 1.1 Identify specific locations where erosion is a problem for cultural resources Task 1.2 Plant additional native trees, shrubs, and grasses to supplement the existing vegetation	Phase 3
Task 2. Remove non-contributing paths and overlooks	Task 2.1 Re-grade and re-seed non-historic routes and overlooks Task 2.2 Realign walk to northeast overlook	Phase 1
Task 3. Repair Saddle Rock Trail	Task 3.1 Repair concrete trail markers Task 3.2 Repair stone retaining walls Task 3.3 Replace concrete steps with stone Task 3.4 Remove non-contributing benches and replace with style to blend with setting	Phase 2
Task 4. Repair North Overlook	Task 4.1 Replace missing arrows Task 4.2 Remove non-contributing features	Phase 1
Task 5. Establish native plantings at Summit trails	Task 5.1 Establish vegetation to frame views	Phase 2

Chapter 7. Consultation and Coordination Documents

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United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Mr. Rodney Morris
Omaha Tribal Chairman
Omaha Tribe of Nebraska
101 Main Street
Macy, Nebraska 68039

Dear Chairman,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

The park was established on December 12, 1919 to commemorate the mass migration and settlement of America's western frontier and to protect the remnant trail ruts and geological landforms. Scotts Bluff NM encompasses more than 3,000 acres, south of and abutting the North Platte River. The park is approximately 3 miles west of Gering, Nebraska and 4 miles southwest of Scottsbluff, Nebraska. The study area for the CLR/EA encompasses the entire park, but does not include documentation of the Oregon Trail or Mitchell Pass. The approximate latitude/longitude of the study area is 41.829067°N/103.706158°W.

The park's numerous resources include geological and archeological features including the Oregon Trail; and cultural landscape features associated with the designed landscape including roads, trails, buildings, and visitor facilities. Scotts Bluff NM's national significance is recognized by its listing in the National Register of Historic Places for its role during the period of mass migration to, and settlement of, America's western frontier. The period of significance for the study area is 1930-370 BP to 1958. This includes known and potential archeological sites; the Oregon Trail (1812 to 1869); the proclamation of the Monument (1919); construction campaigns by the NPS and New Deal-era programs (1933 to 1938); through the construction of Mission 66 program features (1958), the last major construction campaign completed at the park. A separate period of significance for the historic designed landscape of the main complex and Summit Road is 1933 to 1958.

The landscape in the study area is dominated by massive 800-foot-tall sandstone bluffs that rise dramatically above the North Platte River and flat plains. The topography below the bluffs is naturally eroded with deep gullies due to the soft rock. The landscape rises gradually to Mitchell Pass at the park's western edge, where wagon trains once crossed. The natural environment is a combination of mixed prairie grasses, shrubs, and forbs, in contrast to wooded vegetation on the tops and sides of the bluffs.

The CLR/EA will define a treatment strategy that will reinforce the mission and significance of the park. The strategy will focus on long-term resource protection, sustainable cyclic maintenance, and visitor understanding and enjoyment. In addition to a no action alternative, the CLR/EA will evaluate a number of action alternatives that meet the resource protection and visitor experience goals. In addition to a no action alternative, the CLR/EA will evaluate a number of action alternatives that meet the resource protection and visitor experience goals. The action alternatives will likely include a mix of rehabilitating and preserving cultural landscape features, which may include activities that would disturb existing vegetation, such as planting trees for stabilization along the bluff or reseeding specified areas with native grasses.

A project area map is enclosed to provide additional information about the study area and existing conditions.

Please respond to Robert Manasek, Natural Resources Manager, at (308) 436-9721, or by email at robert_manasek@nps.gov, if you have any questions or concerns about this request or if you require additional information. This letter will serve as a record that the NPS is initiating informal consultation with your tribe pursuant to the requirements of 36 CFR 800.2.c.1 and 2006 *NPS Management Policies*.

We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Mr. Larry Wright, Jr.
Tribal Chairman
Ponca Tribe of Nebraska
2523 Woodbine Street
P.O. Box 288
Niobrara Nebraska, 68760

Dear Chairman,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

The park was established on December 12, 1919 to commemorate the mass migration and settlement of America's western frontier and to protect the remnant trail ruts and geological landforms. Scotts Bluff NM encompasses more than 3,000 acres, south of and abutting the North Platte River. The park is approximately 3 miles west of Gering, Nebraska and 4 miles southwest of Scottsbluff, Nebraska. The study area for the CLR/EA encompasses the entire park, but does not include documentation of the Oregon Trail or Mitchell Pass. The approximate latitude/longitude of the study area is 41.829067°N/103.706158°W.

The park's numerous resources include geological and archeological features including the Oregon Trail; and cultural landscape features associated with the designed landscape including roads, trails, buildings, and visitor facilities. Scotts Bluff NM's national significance is recognized by its listing in the National Register of Historic Places for its role during the period of mass migration to, and settlement of, America's western frontier. The period of significance for the study area is 1930-370 BP to 1958. This includes known and potential archeological sites; the Oregon Trail (1812 to 1869); the proclamation of the Monument (1919); construction campaigns by the NPS and New Deal-era programs (1933 to 1938); through the construction of Mission 66 program features (1958), the last major construction campaign completed at the park. A separate period of significance for the historic designed landscape of the main complex and

Summit Road is 1933 to 1958.

The landscape in the study area is dominated by massive 800-foot-tall sandstone bluffs that rise dramatically above the North Platte River and flat plains. The topography below the bluffs is naturally eroded with deep gullies due to the soft rock. The landscape rises gradually to Mitchell Pass at the park's western edge, where wagon trains once crossed. The natural environment is a combination of mixed prairie grasses, shrubs, and forbs, in contrast to wooded vegetation on the tops and sides of the bluffs.

The CLR/EA will define a treatment strategy that will reinforce the mission and significance of the park. The strategy will focus on long-term resource protection, sustainable cyclic maintenance, and visitor understanding and enjoyment. In addition to a no action alternative, the CLR/EA will evaluate a number of action alternatives that meet the resource protection and visitor experience goals. In addition to a no action alternative, the CLR/EA will evaluate a number of action alternatives that meet the resource protection and visitor experience goals. The action alternatives will likely include a mix of rehabilitating and preserving cultural landscape features, which may include activities that would disturb existing vegetation, such as planting trees for stabilization along the bluff or reseeding specified areas with native grasses.

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We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Mr. Roger Trudell
Tribal Chairman
Santee Sioux Nation
425 Frazier Ave N. Suite 2
Niobrara, Nebraska 68760

Dear Chairman,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

The park was established on December 12, 1919 to commemorate the mass migration and settlement of America's western frontier and to protect the remnant trail ruts and geological landforms. Scotts Bluff NM encompasses more than 3,000 acres, south of and abutting the North Platte River. The park is approximately 3 miles west of Gering, Nebraska and 4 miles southwest of Scottsbluff, Nebraska. The study area for the CLR/EA encompasses the entire park, but does not include documentation of the Oregon Trail or Mitchell Pass. The approximate latitude/longitude of the study area is 41.829067°N/103.706158°W.

The park's numerous resources include geological and archeological features including the Oregon Trail; and cultural landscape features associated with the designed landscape including roads, trails, buildings, and visitor facilities. Scotts Bluff NM's national significance is recognized by its listing in the National Register of Historic Places for its role during the period of mass migration to, and settlement of, America's western frontier. The period of significance for the study area is 1930-370 BP to 1958. This includes known and potential archeological sites; the Oregon Trail (1812 to 1869); the proclamation of the Monument (1919); construction campaigns by the NPS and New Deal-era programs (1933 to 1938); through the construction of Mission 66 program features (1958), the last major construction campaign completed at the park. A separate period of significance for the historic designed landscape of the main complex and Summit Road is 1933 to 1958.

The landscape in the study area is dominated by massive 800-foot-tall sandstone bluffs that rise dramatically above the North Platte River and flat plains. The topography below the bluffs is naturally eroded with deep gullies due to the soft rock. The landscape rises gradually to Mitchell Pass at the park's western edge, where wagon trains once crossed. The natural environment is a combination of mixed prairie grasses, shrubs, and forbs, in contrast to wooded vegetation on the tops and sides of the bluffs.

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We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Section 106 Coordinator
State Historic Preservation Office
Nebraska State Historical Society
1500 R Street, 2nd Floor
Lincoln, Nebraska 68501

Dear XX,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject: Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

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The park's numerous resources include geological and archeological features including the Oregon Trail; and cultural landscape features associated with the designed landscape including roads, trails, buildings, and visitor facilities. Scotts Bluff NM's national significance is recognized by its listing in the National Register of Historic Places for its role during the period of mass migration to, and settlement of, America's western frontier. The period of significance for the study area is 1930-370 BP to 1958. This includes known and potential archeological sites; the Oregon Trail (1812 to 1869); the proclamation of the Monument (1919); construction campaigns by the NPS and New Deal-era programs (1933 to 1938); through the construction of Mission 66 program features (1958), the last major construction campaign completed at the park. A separate period of significance for the historic designed landscape of the main complex and Summit Road is 1933 to 1958.

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We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Ms. Darla LaPointe
Tribal Chairwoman
Winnebago Tribe of Nebraska
100 Bluff Street
Winnebago, Nebraska 68071

Dear Chairwoman,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject: Request to Initiate Section 106 Consultation

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and Vegetation Management Plan.

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We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Attachment

United States Department of the Interior

NATIONAL PARK SERVICE
Scotts Bluff National Monument
190276 Old Oregon Trail
Gering, NE 69341

IN REPLY REFER TO

Central Files (SCBL-CLR/EA)

Date, 2016

Field Supervisor
Nebraska Ecological Services
U.S. Fish and Wildlife Service
9325 South Alda Road
Wood River, NE 68883

Dear XX,

Reference: Scotts Bluff National Monument – Cultural Landscape Report and Environmental Assessment

Subject**:** Federally Listed Threatened and Endangered Species

The National Park Service (NPS) is preparing a Cultural Landscape Report and associated Environmental Assessment (CLR/EA) to provide guidance for managing landscape resources within Scotts Bluff National Monument (Scotts Bluff NM or park). The CLR/EA would help to achieve desired resource conditions and visitor experiences, as identified in the park's 1998 General Management Plan, 2008 Long Range Interpretive Plan, and 1992 Vegetation Management Plan.

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will likely include a mix of rehabilitating and preserving cultural landscape features, which may include activities that would disturb existing vegetation, such as planting trees for stabilization along the bluff or reseeding specified areas with native grasses.

Section 7 of the Endangered Species Act of 1973 requires that a federal agency consult with the U.S. Fish and Wildlife Service (USFWS) or the National Marine Fisheries Service on any action that may affect threatened, endangered, or candidate species or that may result in adverse modification of critical habitat. As part of the EA analysis, the NPS reviewed the most current list of federally listed species that may occur in Scotts Bluff County, Nebraska, the county in which the study area is located.

The USFWS Information for Planning and Conservation website (USFWS 2016) identifies the following federally listed species as potentially being present in the study area:

Species	Federal Status
Least Tern (*Sterna antillarum*)	LE
Piping Plover (*Charadrius melodus*)	LT
Whooping Crane (*Grus americana*)	LE
Pallid Sturgeon (*Scaphirhynchus albus*)	LE
Black-Footed Ferret (*Mustela nigripes*)	LE

Source: USFWS 2016
LT = Listed Threatened, LE = Listed Endangered.

The black-footed ferret and whooping crane are the two federally listed species with potential habitat in the park. Two other protected species previously observed in the park are the bald eagle and burrowing owl. Both species are protected by the Migratory Bird Treaty Act (16 U.S.C. 703-712; Ch. 128; July 13, 1918; 40 Stat. 755), and the bald eagle is additionally protected by the Bald and Golden Eagle Protection Act (16 U.S.C. 668-668c).

This letter constitutes initiation of informal consultation by NPS under Section 7(c) of the 1973 Endangered Species Act, as amended, and 2006 *NPS Management Policies,* for the Scotts Bluff NM CLR/EA. We would appreciate it if you would confirm the list of species that should be addressed in the CLR/EA. Once prepared, we will provide you with a draft of the CLR/EA with the NPS's preliminary effects determination and proposed mitigation, if any, for your review and concurrence.

Please respond to Robert Manasek, Natural Resources Manager, at (308) 436-9721, or by email at robert_manasek@nps.gov, if you have any questions or concerns about this request or if you require additional information.

We appreciate your continuing assistance with NPS projects.

Sincerely,

Ken Mabery
Superintendent

Appendix A: Bibliography

Books/Reports

Caven Clark, *Archeological Survey of Scotts Bluff National Monument,* Scotts Bluff County, Nebraska. Midwest Archeological Center Occasional Studies in Anthropology No. 31. Lincoln, NE: US Dept of the Interior, NPS, Midwest Archeological Center, 1994.

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"Oregon Trail and All National Historic Trails." *arcgis.com*. http://www.arcgis.com/apps/ElevationsProfile/index.html?appid=c02d2d551fa34b9e95349598c208de3e. Accessed 9/22/2015

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"Scotts Bluff National Monument Geologic Features." *National Park Service, nps.org.* Accessed 2015. http://www.nps.gov/scbl/learn/nature/geology.htm.

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Appendix B: Cost Estimate

United States Department of the Interior
National Park Service
Class C Construction Cost Estimate

BASIS OF ESTIMATE

PROJECT INFORMATION

Project:	Scotts Bluff Cultural Landscape Report and Environmental Assessment
Park:	Scotts Bluff National Monument
Park Alpha:	SCBL
PMIS Number:	152851
Estimate Date:	8/12/2016 - V 1.0
Prepared By:	Stan Pszczolkowski
Company:	ACC Cost Consultants, LLC
Address:	8060 SW Pfaffle St., Suite 110
City, State Zip:	Tigard, Oregon 97223
Phone:	503-718-0075

BACKGROUND SUPPORTING MATERIAL (Scope of Work):

This Cultural Landscape Report (CLR) identifies characteristics and features that convey the historic significance and character of Scotts Bluff National Monument and provides a plan for the long-term preservation and stewardship of the landscape. The report provides park management with a comprehensive understanding of the physical evolution of the park's buildings, roads, trails, and vegetation, and provides managers with guidance for care of these features. Treatment recommendations include repair of circulation routes, vegetation, views, and recommendations for expanded maintenance and staff areas.

SOURCE OF COST DATA:

Source of cost data is based on ACC's work history along with ACC's database of past and current projects. The Means City Cost Index adjusts for location factor and pricing. Pricing involves contacting local suppliers and vendors for price checks. This estimate is formulated on the estimator's professional judgment and experience. This estimate makes no warranty, expressed or implied, that the quantities, bids or the negotiated cost of the work will not vary from the estimator's opinion of probable construction cost.

ESTIMATE ASSUMPTIONS:

Phasing and temporary equipment, facilities, etc. are not included. (This will be re-evaluated once a preferred scheme is selected). Pricing is an attempt to reflect the current demonstrated construction environment for the site location and current construction market.

MAJOR CHANGES FROM PREVIOUS ESTIMATE:

Describe any major changes in scope of work, materials, systems, assumptions, etc. from the previous estimate version.

United States Department of the Interior
National Park Service
Class C Construction Cost Estimate

BASIS OF ESTIMATE

PROJECT INFORMATION

Project: Scotts Bluff Cultural Landscape Report and Environmental Assessment

Park: Scotts Bluff National Monument
Park Alpha: SCBL
PMIS Number: 152851
Estimate Date: 8/12/2016 - V 1.0

DESCRIPTION OF MARK-UP & ADD-ONS:

Location Factor:	-15.60%	Basis of 2016 RS means = 100.0. Published Index Location, assume Cheyenne, Wy 86.5. Factor = 100.0/86.5 = -15.6%
Remoteness Factor:	9.60%	Site is 96 miles from published commercial center. Allow 1% per 10 miles - 96 / 10 = 9.6%
Wage Rate Factor:	0.00%	Not Required
State & Local Taxes:	7.00%	State (5.5%) Local (1.5%) Total 7.0%
Design Contingency:	30.00%	Preliminary Design (PD) documents consist of a Historic Structures Report and Treatment Report . Relatively simple scope but not completely defined, warrants a 30% contingency.
Standard. General Conditions:	15.00%	Typical range 10% to 20%
Government General Conditions:	5.00%	Typical range 5% to 10%
Historic Preservation Factor:	5.00%	Existing building has not been tested for the presence of hazardous material in or around the building.
Contractor Overhead:	8.00%	per NPS Region
Contractor Profit:	10.00%	per NPS Region
Bonds and Permits:	3.176%	Bonds 1.105%, Insurance 1.039% & Permits 1.032%
Contracting Method Adjustment:	10.00%	per NPS Region
Annual Inflation Escalation Factor:	2.80%	Projected annual inflation rate.
Time Until Project Midpoint (Months)	24	Allowance. TBD

OTHER COMMENTS:

This estimate is for direct construction cost only. It does not include furnishings & equipment, architect and engineer design fees, consultant fees, inspection and testing fees, plan check fees, hazardous material testing and removal, financing costs, nor any other normally associated development costs. This estimate assumes a sole-source general contractor. This is a probable cost estimate based on in-progress documentation provided by the architect. The actual bid documents will vary from this estimate due to document completion, detailing, specification, addendum, etc. The estimator has no control over the cost or availability of labor, equipment, materials, over market conditions or contractor's method of pricing, contractor's construction logistics and scheduling.

United States Department of the Interior
National Park Service
Class C Construction Cost Estimate

PROJECT COST SUMMARY

Project: Scotts Bluff Cultural Landscape Report and Environmental Assessment
Park: Scotts Bluff National Monument
Alpha: SCBL
PMIS: 152851

Estimate By: Stan Pszczolkowski
Date: 8/12/2016 - V 1.0

Reviewed By: sjp
Date: 08/10/16

Item No.	Description	Quantity	Unit	Cost/Unit	Total
1	CLRA Estimate	1	Unit	$1,114,482	$1,114,482
2	Asset / Project Element 2	1	Unit	$0	$0
3	Asset / Project Element 3	1	Unit	$0	$0
4	Asset / Project Element 4	1	Unit	$0	$0
5	Asset / Project Element 5	-	Unit	#DIV/0!	$0
6	Asset / Project Element 6	-	Unit	#DIV/0!	$0
7	Asset / Project Element 7	-	Unit	#DIV/0!	$0
8	Asset / Project Element 8	-	Unit	#DIV/0!	$0
9	Asset / Project Element 9	-	Unit	#DIV/0!	$0
10	Asset / Project Element 10	-	Unit	#DIV/0!	$0
11	Asset / Project Element 11	-	Unit	#DIV/0!	$0
12	Asset / Project Element 12	-	Unit	#DIV/0!	$0
	Subtotal Direct Construction Costs				**$1,114,482**
	Value of Government Furnished Property (GFP) Included in Direct Cost (see footnote)*				**$0**
				Direct Cost Subtotal without GFP	**$1,114,482**
	Published Location Factor	-15.60%			-$173,859
	Remoteness Factor	9.60%			$106,990
	Federal Wage Rate Factor	0.00%			$0
	State & Local Taxes	7.00%			$78,014
	Design Contingency	30.00%			$334,345
	Total Direct Construction Costs				**$1,459,971**
	Standard General Conditions	15.00%			$218,996
	Government General Conditions	5.00%			$72,999
	Historic Preservation Factor	5.00%			$72,999
	Subtotal NET Construction Cost				**$1,824,964**
	Overhead	8.00%			$145,997
	Profit	10.00%			$182,496
	Estimated NET Construction Cost				**$2,153,458**
	Bonds & Permits	3.18%			**$68,394**
	Contracting Method Adjustment	10.00%			$215,346
	Inflation Escalation	24	Months	2.80%	$138,394
	Total Estimated NET Cost of Construction				**$2,575,591**

* GFP costs are only used when the Government pre-purchases items, or provides other materials out of Government inventory, to be installed by contractor. Adjustments and Markup on GFP only include Inflation Escalation; No other adjustment factors or O&P markup have been applied.

United States Department of the Interior
National Park Service
Class C Construction Cost Estimate

LINE ITEM COST SUMMARY

Project: Scotts Bluff Cultural Landscape Report and Environmental Assessment
Park: Scotts Bluff National Monument
Park Alpha: SCBL
PMIS Number: 152851

Estimate By: Stan Pszczolkowski
Date: 8/12/2016 - V 1.0
Reviewed By: sjp
Date: 08/11/16

Summary Item 1 **CLRA Estimate**

Total Cost: $1,114,482

Uniformat II WBS Code	Description	Quantity	Unit	Cost/Unit	Total Cost	Remarks
G10	SITE PREPARATION					
Level 3 Code	Remove Exist Trees	15	Ea	$ 350.00	$5,250	
Level 3 Code	Clearing and Grubbing	65000	Sf	$ 0.15	$9,750	
Level 3 Code	Remove Existing Parking Area, Ac Pavement	3700	Sf	$ 0.65	$2,405	
Level 3 Code	Remove Concrete Curb	250	Lf	$ 3.50	$875	
Level 3 Code	Remove Existing Parking Shed	1450	Sf	$ 3.00	$4,350	
Level 3 Code	Remove Existing Picnic Shelters, 350 Sf Open-sided	3	Ea	$ 790.00	$2,370	
Level 3 Code	Remove Brick Paving	130	Sf	$ 2.00	$260	
Level 3 Code	Remove Stucco Wall, 45" Ht X 16" Width	40	Lf	$ 20.00	$800	
Level 3 Code	Relocate Monument	1	Sum	$ 2,500.00	$2,500	
Level 3 Code	Remove Bike Parking, Metal Bike Rack	20	Ea	$ 125.00	$2,500	
Level 3 Code	Remove Entrance Kiosk, 125 Sf	1	Ea	$ 1,000.00	$1,000	
Level 3 Code	Remove Drinking Fountain, Concrete 34" Ht.	1	Ea	$ 350.00	$350	
Level 3 Code	Remove Pedestrian Lights, Concrete 34" Ht.	17	Ea	$ 300.00	$5,100	
Level 3 Code	Remove Board Fence Between Admin & Residence	73	Lf	$ 4.00	$292	
Level 3 Code	Haul & Disposal	1	Sum	$ 5,670.00	$5,670	
Level 3 Code	Description	0	Unit	$ -	$0	
Level 3 Code	Description	0	Unit	$ -	$0	
	SUBTOTAL SITE PREPARATION	**1**	**VALUE**	**$ 43,472.00**	**$43,472**	

United States Department of the Interior
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Class C Construction Cost Estimate

LINE ITEM COST SUMMARY

Project: Scotts Bluff Cultural Landscape Report and Environmental Assessment
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PMIS Number: 152851

Estimate By: Stan Pszczolkowski
Date: 8/12/2016 - V 1.0
Reviewed By: sjp
Date: 08/11/16

Summary Item 1 **CLRA Estimate** **Total Cost:** $1,114,482

Uniformat II WBS Code	Description	Quantity	Unit	Cost/Unit	Total Cost	Remarks
G20	SITE IMPROVEMENTS					
Level 3 Code	Mobilization	1	Sum	$ 25,000.00	$25,000	
Level 3 Code	Erosion Control Measures / Maintenance	1	Sum	$ 20,000.00	$20,000	
Level 3 Code	Parking Area, Asphalt Paving, Striping	50000	Sf	$ 6.55	$327,500	
Level 3 Code	Concrete Curb @ above	2000	Lf	$ 16.00	$32,000	
Level 3 Code	Realign Entrance Road	1000	Sf	$ 9.00	$9,000	
Level 3 Code	Lower Earthen Berms, Dispose	1100	Cy	$ 15.00	$16,500	
Level 3 Code	Courtyard Expansion; Asphalt Paving	900	Sf	$ 6.00	$5,400	
Level 3 Code	Expand Board Fence at Courtyard	70	Lf	$ 35.00	$2,450	
Level 3 Code	Repave Maintenance Courtyard	2000	Sf	$ 2.50	$5,000	overlay
Level 3 Code	Expand Employee Parking	8500	Sf	$ 7.20	$61,200	
Level 3 Code	New Concrete Walks Incl Subbase	7300	Sf	$ 6.50	$47,450	
Level 3 Code	New Concrete Pavers at Ranger Residence, 2 x 2 pavers	350	Sf	$ 11.00	$3,850	
Level 3 Code	Realign Prairie View Trail (asphalt paved)	1200	Sf	$ 4.70	$5,640	
Level 3 Code	Realign Trail To Oregon Trail (asphalt paved)	600	Sf	$ 4.70	$2,820	
Level 3 Code	Drainage Swale, 3' deep x 9' wide	400	Lf	$ 25.00	$10,000	
Level 3 Code	barricades)	1	Sum	$ 20,000.00	$20,000	
Level 3 Code	Landscape					
Level 3 Code	Native Grass Seeding	100000	Sf	$ 0.20	$20,000	incl. fine grading
Level 3 Code	Native Shrubs	20000	Sf	$ 2.50	$50,000	
Level 3 Code	Deciduous Trees (2.5" Cal.)	7	Ea	$ 350.00	$2,450	
Level 3 Code	Evergreen Trees (6' Height)	50	Ea	$ 175.00	$8,750	
Level 3 Code	Summit Revegetation (evergreen Trees, Native Shrubs, Prairie Grass/forbs)	4	Ac	$ 20,000.00	$80,000	
Level 3 Code	Description	0	Unit	$ -	$0	
Level 3 Code	Description	0	Unit	$ -	$0	
Level 3 Code	Description	0	Unit	$ -	$0	
Level 3 Code	Description	0	Unit	$ -	$0	
	SUBTOTAL SITE IMPROVEMENTS	**1**	**VALUE**	**$ 755,010.00**	**$755,010**	

United States Department of the Interior
National Park Service
Class C Construction Cost Estimate

LINE ITEM COST SUMMARY

Project: Scotts Bluff Cultural Landscape Report and Environmental Assessment
Park: Scotts Bluff National Monument
Park Alpha: SCBL
PMIS Number: 152851

Estimate By: Stan Pszczolkowski
Date: 8/12/2016 - V 1.0
Reviewed By: sjp
Date: 08/11/16

Summary Item 1 **CLRA Estimate** **Total Cost:** $1,114,482

Uniformat II WBS Code	Description	Quantity	Unit	Cost/Unit	Total Cost	Remarks
G30	SITE CIVIL/MECHANICAL UTILITIES					
Level 3 Code	Culvert for Swale	20	Lf	$ 50.00	$1,000	
Level 3 Code	Description	0	Unit	$ -	$0	
SUBTOTAL SITE CIVIL/MECHANICAL UTILITES		**1**	**VALUE**	**$ 1,000.00**	**$1,000**	

Uniformat II WBS Code	Description	Quantity	Unit	Cost/Unit	Total Cost	Remarks
G 40	SITE ELECTRICAL UTILITIES					
Level 3 Code	New Pedestrian Site Lighting, bollard	25	Ea	$ 3,000.00	$75,000	incl trenching & circuit
Level 3 Code	Description	0	Unit	$ -	$0	
Level 3 Code	Description	0	Unit	$ -	$0	
SUBTOTAL SITE ELECTRICAL UTILITIES		**1**	**VALUE**	**$ 75,000.00**	**$75,000**	

Uniformat II WBS Code	Description	Quantity	Unit	Cost/Unit	Total Cost	Remarks
G50	OTHER SITE CONSTRUCTION					
Level 3 Code	New Maintenance Buildings, 1200 sf ea	2	Sum	$ 120,000.00	$240,000	
Level 3 Code	Description	0	Unit	$ -	$0	
Level 3 Code	Description	0	Unit	$ -	$0	
SUBTOTAL OTHER SITE CONSTRUCTION		**1**	**VALUE**	**$ 240,000.00**	**$240,000**	

Uniformat II WBS Code	Description	Quantity	Unit	Cost/Unit	Total Cost	Remarks
TOTAL COST - CLRA Estimate		**1**	**VALUE**	**$ 1,114,482.00**	**$1,114,482**	

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Appendix C: Programmatic Agreement

PROGRAMMATIC AGREEMENT

BETWEEN

SCOTTS BLUFF NATIONAL MONUMENT, NATIONAL PARK SERVICE

AND THE

NEBRASKA STATE HISTORIC SOCIETY

REGARDING THE

ADDITION TO THE HISTORIC VISITOR CENTER

This Programmatic Agreement (PA) is hereby mutually entered into by and between Scotts Bluff National Monument (hereinafter referred to as SCBL), and Nebraska State Historic Society (NSHS).

WHEREAS, SCBL was created on December 12, 1919, by Presidential Proclamation of Woodrow Wilson. The Monument comprises of 3,003 acres of prairie grass, river bottom and broken sandstone/siltstone bluffs. Scotts Bluff, an 800 foot promontory above the North Platte River became a notable natural land mark and resting place along the Oregon/California/Mormon and Pony Express Trails during the early to mid-1800's as emigrants headed west. In 1847, 60,000 – 70,000 emigrants passed through Mitchel Pass in their westward travels; and

WHEREAS, SCBL during the Great Depression benefitted from employment programs such as the Civilian Works Administration, Civilian Conservation Corps, and Work Progress Administration for constructing several buildings, including the museum and visitor center, construction of the Summit Road to the top of the bluff and other projects; and

WHEREAS, the National Park Service has determined that the Visitor Center requires additional space in order to continue to best serve their audience, the public; and

WHEREAS, SCBL has determined that the undertaking will have an adverse effect on the Visitor Center, which is eligible for listing in the National Register of Historic Places; and

WHEREAS, SCBL has engaged in a joint consultation process with the NSHS, and has invited the Advisory Council on Historic Preservation (ACHP) to consult on the project, as required under the provisions of Section 106 of the National Historic Preservation Act of 1966, as amended (hereinafter the "Section 106 Consultation Process") and 36 CFR 800 et seq. in order to mitigate any potential adverse effects arising from some destruction of historic fabric during the expansion of the visitor center; and

WHEREAS, In accordance with 36 CFR Part 800.3 (f) (2), SCBL notified 27 culturally and historically affiliated, federally recognized Indian tribes (see Attachment 1) that may have an interest in the proposed undertaking. No responses were received from the tribes contacted; and

WHEREAS, in accordance with 36 CFR § 800.6(a)(1), SCBL has notified the ACHP effect determination with specified documentation, and the ACHP has chosen *not to* participate in the consultation pursuant to 36 CFR § 800.6(a)(1)(iii);

NOW, THEREFORE, SCBL and NSHS agree that the undertaking shall be implemented in accordance with the following stipulations in order to mitigate the adverse effect of the undertaking on historic properties. SCBL shall:

A. Complete HABS/HALS Photo level of documentation of Mission 66 museum exhibits, lobby space and exterior of the visitor center and comfort stations. The end product will be delivered to the Library of Congress, and the NSHS.

B. Prepare a description of historic structures and fabric will be provided to the contractor to minimize the disturbance of the structure and intact sections that can be left *in situ*, and to ensure that unnecessary loss of historic fabric does not occur.

C. Illustrate the involvement of the CCC/WPA work at the Monument through 2-3 wayside exhibit(s) and a series of photos and descriptors developed that can be utilized in public presentations, social media or temporary exhibits.

D. Salvage two to six adobe bricks from the back of the visitor center through proper curatorial procedures and prepare for long term preservation. If there is more than one style of brick, samples of each will be gathered and preserved.

E. Conserve all drawings related to CCC and Mission 66 developments.

F. Complete budgetary statements for future structural and landscape treatment to develop maintenance area with office, shop, storage and break room areas. These requests will be made early in the park's planning efforts to ensure consultation can occur early in a project's development.

G. Utilize the 2017 edition of the Historic Structure Report and a Cultural Landscape Report for all future project planning that may impact the historic resources of the park. These documents were produced as a part of this effort to make detailed recommendations for preserving materials and character of the 1) Visitor Center 2) maintenance shop, 3)1938 and 1958 residences and 4) the park's developed zone.

H. Implement CLR recommendations to reestablish hierarchy of pedestrian circulation to enhance wayfinding in response to the new visitor entrance. This will capture qualities of original walk system and install more naturalized/compatible designed plantings and minimize lawn.

IV. **DURATION**

Mitigation action stipulated above will be completed within ten (10) years of the last signatory date of this agreement.

V. **POST-REVIEW DISCOVERIES**

If any historically significant objects are found during project work, SCBL will document through written and photographic means submitting findings to NSHS within 24 hours. Upon collaboration with NSHS, SCBL will take appropriate action.

VI. **MONITORING AND REPORTING**

During the execution of this PA, SCBL shall provide NSHS with an annual report detailing work that was undertaken pursuant to its terms. Such report shall include any scheduling changes proposed, any problems encountered, and any disputes and objections received in SCBL's efforts to carry out the terms of this PA. The report deadline to NSHS will be January 30th for the previous year's activities.

VII. **DISPUTE RESOLUTION**

If any signatory to this PA determines that its terms will not or cannot be carried out, that party shall immediately consult with the other signatories to attempt to develop an amendment (per Amendments VIII). If SCBL determines that the objection cannot be resolved, SCBL shall forward to the ACHP all documentation relevant to the dispute, including proposed resolution to the objection. Within thirty (30) calendar days after receipt of all pertinent documentation, the ACHP will either:

1. Advise that it concurs with resolution to the objection.

2. Provide recommendations which will be taken into account in reaching a final decision regarding the dispute; or

3. Notify that it will comment pursuant to 36 CFR 800.7(c), and proceed to comment. Any ACHP comment provided will be taken into account by the 88th RSC in accordance with 36 CFR Part 800.7(c)(4) with reference to the subject of the dispute.

Any recommendation or comment provided by the ACHP will be understood to pertain only to the subject of the dispute; and responsibility to carry out all actions under this Agreement that is not the subject to the dispute will remain unchanged.

Failure to carry out the terms of this Agreement requires that SCBL consult with the NSHS to amend or terminate the agreement.

VIII. **AMENDMENTS**

This PA may be amended when such an amendment is agreed to in writing by all signatories. The amendment will be effective on the date of the last signature.

IX. **TERMINATION**

Any signatory to the Programmatic Agreement may request that it be terminated, in writing, whereupon the signatories will consult in accordance with 36 CFR 800.6 (c)(8) to consider such termination.

SIGNATURES:

Scotts Bluff National Monument

Dan L. Morford
Superintendent

Date: 3/2/2017

Nebraska State Historic Society

Trevor Jones
Nebraska State Historic Preservation Officer

Date: 3/9/17

ATTACHMENT 1

Tribes

Arapahoe Tribe of the Wind River Reservation
Assiniboine and Sioux Tribes of the Fort Peck Indian Reservation
Cheyenne River Sioux Tribe of the Cheyenne River Reservation
Crow Tribe of Montana
Lower Brule Sioux Tribe of the Lower Brule Reservation
Northern Cheyenne Tribe of the Northern Cheyenne Indian Reservation
Ponca Tribe of Indians of Oklahoma
Ponca Tribe of Nebraska
Rosebud Sioux Tribe of the Rosebud Indian Reservation
Santee Sioux Tribe of the Santee Reservation
Shoshone Tribe of the Wind River Reservation
Three Affiliated Tribes of the Fort Berthold Reservation
Flandreau Santee Sioux Tribe
Oglala Sioux Tribe of the Pine Ridge Reservation

Tribal Historic Preservation Officer

Northern Arapahoe Tribe
Fort Peck Assiniboine & Sioux Tribes
Cheyenne River Sioux Tribe
Crow Tribe
Northern Cheyenne Tribe
Ponca Tribe of Nebraska
Rosebud Sioux Tribe
Santee Sioux Tribe
Shoshone Tribe
Three Affiliated Tribes of the Fort Berthold
Flandreau Santee Sioux Tribe
Oglala Sioux Tribe of the Pine Ridge



SCOTTS BLUFF NATIONAL MONUMENT

Cultural Landscape Report and Environmental Assessment

2017