

# SCOTTS BLUFF

NATIONAL MONUMENT, NEBRASKA:

AN ADMINISTRATIVE HISTORY, 1960-1983



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PART ITHE ESTABLISHMENT OF SCOTTS BLUFF NATIONAL MONUMENTLOCATION AND DESCRIPTION

Scotts Bluff National Monument is in the Nebraska panhandle in Scotts Bluff County approximately 20 miles east of the Wyoming state line. The monument comprises 2,987.97 (1983) acres. Towns in the immediate vicinity are Gering, three miles east; Scottsbluff (the name of the community, as opposed to the monument, is spelled as one word), five miles to the northeast; and Mitchell, 10 miles to the northwest. Major road routes include Nebraska Highway 92, which bisects the monument and joins U.S. Highway 26 twenty miles to the east, and Nebraska Highway 29.

The North Platte River, which flows southeasterly through western Nebraska, borders the monument to the north. Scotts Bluff National Monument stands separately amid a 100-mile-long ridge of bluffs which parallel the river's south bank and which collectively form the North Platte Valley. The rich soil of this valley, enhanced by irrigation, produces ample crops of potatoes, corn, beans, sugar beets, and other staples. It is also a profitable sheep and cattle-raising area.

The 1981 Resources Management Plan (RMP) for Scotts Bluff describes the natural resources of the monument:

Scotts Bluff itself is a massive promontory rising nearly 800 feet above the North Platte Valley. Like the neighboring Wildcat Hills, it is an erosional remnant of the ancient Great Plains. These plains were formed by silted alluvial material carried by rivers from the newly uplifted Rocky Mountains about 60 million years ago. Volcanic ash and dust deposits created the layered effect visible on the face of the promontory today. Hard caps of calcium carbonate concretions of sandstone protect the remnants of this high, table-like plateau; once these are removed, erosion of the soft, siltstone layers beneath them is extremely rapid.

The native vegetation of the Monument consists of at least three major associations. The moderately dense, short to medium tall grassland designated Wheatgrass-Needlegrass Prairie occurs on the less eroded summits and on gently sloping terraces at lower elevations. Dominant species are western wheatgrass, blue grama, needle-and-thread and green needlegrass. On the summits and steep, sheltered slopes, Ponderosa Pine and Rocky Mountain Juniper dominate with understory components of western wheatgrass, blue grama, and needle-and-thread. The remainder of the area on the slopes is a mixture of shrubby and herbaceous plants, designated as Sage-Bluestem Prairie. In addition to the three major associations, there is a small floodplain environment along the North Platte River consisting of cottonwood, willow, poison ivy and other vegetation typical of the floodplain environment.<sup>1</sup>

Geologically, the principal bluff contains specific features of the Oligocene and Miocene epochs. The bluff is capped by a formation of sandstone. The layered concretions

within the soft sandstone have helped this top "cap" resist erosion. The lower two-thirds of the bluff is of the Oligocene epoch. The Brule clay in this section crumbles like sand and erodes easily when unprotected. This produces gullies known as "badlands." Rich, paleontological evidence is also present in this Great Plains area. Early pioneers marveled at these prevalent fossil remains. Fossils common to the general Scotts Bluff area are saber-toothed tigers, dog-like animals, huge turtles, Oreodonts (pig-like animals), rhinoceroses, deer, camels, and rodents.

#### SIGNIFICANCE OF THE RESOURCE

Historical evidence of the first Euro-Americans in Nebraska is found in 1720 when Spanish explorers under Pedro de Villasur were massacred by Indians at the confluence of the two Platte rivers at North Platte, Nebraska. After this land was ceded in the Louisiana Purchase to the United States in 1803, explorers began traversing this section of the Great American Desert in steadily increasing numbers. A significant impetus in this exploration came from the ever-expanding fur trade. A fur company organized by John Jacob Astor, the Pacific Fur Company, established a trading post in the Oregon country by 1811. Since the sea route around Cape Horn to Astoria, Oregon,

was long and treacherous, an overland route was also established. Men led by Robert Stuart from the Pacific Fur Company followed an eastward course via South Pass and the North Platte. On Christmas Day 1812, they became the first known Euro-Americans to see Scotts Bluff.

The Platte River soon became a major east-west supply route of the fur trade. One unfortunate mountain man was responsible for giving his name to the famous landmark. According to numerous accounts of dubious historical accuracy, in 1828, Hiram Scott, crippled by disease or injury, was abandoned by his companions to die in the wilderness. Returning the next year, the remains of Scott's body were discovered near the imposing bluffs which thereafter were called "Scotts Bluff."

Maps carried by trappers, traders, explorers, and missionaries all contained the location and name of Scotts Bluff which they passed on their way to the western wilderness. In 1843, one of the greatest overland human migrations in history began from the eastern United States to the western frontier. This migration principally followed the central route up the Platte River and tributaries to South Pass, primarily to Oregon in 1843-48, and then to California beginning with the Great Gold Rush in 1849. It was first known

as the "Oregon Trail," and later, the "California Road." Referred to in the 20th century as "The Great Platte River Road," the trail passed directly through the topographic barrier known as "Scotts Bluff" to the emigrants.

Overland journals of the early pioneers and other evidence gathered by National Park Service Historian Merrill J. Mattes point to Robidoux Pass, nine miles from Scotts Bluff, as the main route of the Oregon Trail. Ironically, Robidoux Pass, which is not included in the boundaries of Scotts Bluff National Monument or in Federal ownership, is most closely related to the Oregon overland migration while Mitchell Pass at Scotts Bluff is most closely identified with the California Gold Rush as well as freight traffic, the Pony Express, and the transcontinental telegraph. According to Mattes:

The reason that Robidoux [Pass] wasn't included originally in 1919 was that nobody knew about its historical importance. Nobody realized that that was the main Oregon Trail.... Subsequently in all the overland diaries that I've read it became abundantly evident. If it's in 1850, they're still going through Robidoux Pass. If it is 1852, or even 1851, all of a sudden it's Mitchell Pass. Because that was supposed to be a short cut.<sup>2</sup>

Before Mitchell Pass could be used, it had to be excavated. Mattes believes that either soldiers or fur traders who made their living off the overland travelers excavated Mitchell Pass "to broaden it, to widen it out so a wagon could

get through. Prior to that time, wagons couldn't get through. It was considered impassable. It didn't take a lot of work. It took a couple of guys with spades to get busy and do something with it. All of a sudden, everybody was going that way."<sup>3</sup>

In 1847, Brigham Young led the first group of his followers past Scotts Bluff on the north bank of the North Platte, thereby avoiding possible harrassment from anti-Mormonists on the south bank. In subsequent years, however, the Mormons used both sides of the river.<sup>4</sup> When gold was discovered in California, more than 150,000 people beginning in 1849 and 1850 passed Scotts Bluff on their way west to fullfill their dreams with shovels, pickaxes, and metal pans. During the gold rush, the south side of the Platte at Scotts Bluff was heavily used while there were far more non-Mormons using the north side of the river than Mormon pioneers.<sup>5</sup>

Pony Express riders sped through Mitchell Pass during the short period their company operated, 1860-61. The first transcontinental telegraph helped bring about the demise of the Pony Express whose owners then founded the Overland Mail Company. The Overland Stage Company also passed Scotts Bluff. All of these commercial enterprises, the Pacific Telegraph, Pony Express, Overland Mail, and Overland Stage, built stations

in the vicinity of Scotts Bluff. Fort Mitchell, constructed by the U.S. Army in 1864 two and one-half miles northwest of Scotts Bluff, protected the stagecoaches and wagon trains traveling over the Oregon Trail. It was abandoned in 1867 when Indian threats in the area diminished.

Upon the completion of the transcontinental railroad in 1869, the Oregon Trail was no longer a major highway of the westward migration. The trail continued to be used for local travel, however. Open-range cattle grazing in the late 1870s gave way to the first homesteaders who arrived in the North Platte Valley in the early 1880s. With the development of towns and the subsequent westward shift of the frontier out of Nebraska, Scotts Bluff was left to represent a bygone era.<sup>6</sup>

Today, Scotts Bluff is a national monument commemorating the great westward migration between the years 1843 and 1869. But there is more to the history of Scotts Bluff than the cold, chronological account. The psychological impact of the promontory on the pioneers was profound:

The many pioneers seeking homes in Oregon, gold in California, or a religious haven in Utah who passed this promontory may have been poor in worldly goods, but they were rich in courage, determination, and confidence in the new life that awaited them. Their sturdy pioneer characters were nurtured and tempered by the rigors of the trail as they carried their principles of equality of opportunity and freedom of thought and action to a

new home. Scotts Bluff is today a memorial to those brave souls who moved the spirit of America westward on foot, on horseback, and in covered wagons.

Scotts Bluff symbolized more than a physical landmark to the emigrants. It was a psychological milestone along the great overland migration route where the Oregon, California, and Mormon Trails shared a common corridor. Upon reaching this point, weary travelers felt a renewal of strength with the realization that they had survived floods, dust storms, quagmires, marauding Indians, cholera, and the loss of loved ones in trailside graves. They had achieved an identifiable objective on their route. There was also solace in the plentiful wood and water at Scotts Bluff, a sharp contrast to the bleak expanse of the plains that they had just crossed.

It is the psychological impact of the physical setting--its actual resources as well as what it represented--that is to be commemorated at the monument. Accordingly, the monument's management, public use, interpretation, and development must be oriented to imbuing today's visitors with yesterday's pioneer frame of mind.<sup>7</sup>

#### LEGISLATIVE HISTORY OF SCOTTS BLUFF NATIONAL MONUMENT

On December 12, 1919, President Woodrow Wilson signed the proclamation establishing Scotts Bluff National Monument, Nebraska. Wilson signed the proclamation (No. 1547, 41 Statute 1779) with the full support of National Park Service Director Stephen T. Mather and the Department of the Interior. The proclamation, among with the numerous other laws under whose authority the National Park Service functions, provides the original, legal basis for preserving and interpreting the

cultural resources of Scotts Bluff National Monument for the enjoyment of the American people.

The supporting justification for establishing the monument appears in the opening paragraph of the proclamation:

Whereas Scotts Bluff is the highest known point within the State of Nebraska, affording a view for miles over the surrounding country; Whereas Mitchell Pass, lying to the south of said bluff, was traversed by the Old Oregon Trail and said bluff was used as a landmark and rendezvous by thousands of immigrants and frontiersmen travelling said trail enroute for new homes in the Northwest; and

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

Unknown to the legislators of the day, contained within the opening sentence is some misinformation. As is known today, Scotts Bluff is not "the highest known point within the State of Nebraska." A promontory in southwestern Kimball County, 5,424 feet above sea level, is the highest point in the State while the elevation of Scotts Bluff measures only 4,649 feet and South Bluff, 4,692 feet high.

Another stipulation of the proclamation warned any "unauthorized persons not to appropriate or injure any natural

feature of this Monument, or to occupy, exploit, settle or locate upon any of the lands reserved by this proclamation." The "supervision, management and control" of the monument was given to the Director of the National Park Service "under the direction of the Secretary of the Interior."

Less than five years later, the 1919 proclamation was amended by Executive Order 4008. On May 9, 1924, President Calvin Coolidge signed the Executive Order to exclude "NE 1/4, Section 9, Township 21 North, Range 55 West of the 6th Principal Meridian." Coolidge's action reduced the boundaries of Scotts Bluff National Monument from 2,053 acres to 1893.83 acres.

A second boundary revision came on June 1, 1932, when President Herbert C. Hoover signed Proclamation 1999 which incorporated prairie lands along the eastern monument boundary, including Scotts Spring.

President Franklin D. Roosevelt's Proclamation 2391 constituted the third revision. Promulgated on March 29, 1940, it added lands along the north boundary and several islands in the North Platte River.

The fourth and final boundary alteration to date came on

June 30, 1961, when Congress passed Public Law 87-68 which reduced the monument's area. It permitted the exclusion of nonessential peripheral lands (350 acres) while allowing for the acquisition of additional lands (210 acres) deemed necessary for the preservation of the "scenic and historic integrity of Scotts Bluff and adjacent features." A \$15,000 appropriation was included for acquisition of lands added to the monument. The legislation was held up for more than a year, however, as local opponents successfully fought a provision of the bill which would change the designation of Scotts Bluff to a national historic site. When the stipulation was dropped, the bill was approved.

Also applicable to the management and preservation of the monument is the Antiquities Act of 1906, Section 106 of the National Historic Preservation Act of 1966, and Executive Order No. 11593.

#### SUMMARY OF THE 1960 ADMINISTRATIVE HISTORY

In 1960, Park Historian Earl R. Harris compiled the first park administrative history titled A History of Scotts Bluff National Monument, which detailed the administration of the national monument. This work draws upon two previous NPS

works written by Merrill J. Mattes, an interpretive folder printed in 1942 and a 1958 historical handbook which is still sold to visitors. In 1962, the Oregon Trail Museum Association published the administrative history in hard-bound form to sell to the public. Harris' administrative history provides a basic, chronological account of the monument's past and its development by the National Park Service (NPS).

The following is a brief summary of the 1960 administrative history, supplemented by comments from Historian Merrill J. Mattes, to outline the highlights of the NPS involvement at Scotts Bluff National Monument. Anyone desiring in-depth information on pre-1960 developments is encouraged to consult Harris' work and the 1983 Mattes interview.

With the creation of the National Park Service on August 25, 1916, state and local individuals interested in commemorating and preserving the historic integrity of Scotts Bluff were encouraged. Nebraska Senator G.M. Hitchcock and Representative Moses P. Kinkaid were in the forefront of this early effort. A petition signed by the Nebraska congressional delegation to Secretary of the Interior Franklin K. Lane on October 5, 1916, called for Scotts Bluff to be declared a national park. Another petition dated in March 1918 asked NPS Director Stephen T. Mather to do the same. It was signed by

local business and political leaders, including the mayors of Gering and Scottsbluff.

With public interest in Scotts Bluff growing, the NPS began a series of feasibility studies. Some officials within the NPS questioned the importance of the area. Harris cites two memoranda from October 1919 which characterize the controversy:

October 26, 1919

Dear Mr. Mather:--

I don't know what has led you to thinking that Scotts Bluff should be a National Monument. It seems to me to be but a bump of land. Have you given it your personal attention? If you have, won't you let the Secretary have a memorandum as to just why you think it should be withdrawn.

Cordially yours,  
[Sgd] Cotter,  
Administrative Assistant

To this Director Mather replied:

Memo. for Mr. [?] Cotter:

Yes, I have personally considered this matter. It is true Scott's Bluff [sic] is only a bump of land, but it is some bump. It's [sic] historic associations, coupled with the fact that it is possible of development for the tourist and visitor, make it attractive for national monument purposes. The Old Oregon Trail, the pathway of the settlers of the Northwest, passing through Mitchell Pass within its limits, and the fact that the bluffs served as a landmark and rendezvous for the

early pioneers make it... worthy of preservation.... It is time that a few of these historic spots be properly marked and kept in their original state. Without such forethought the march of economic development westwardly will before many years make such reservations impossible. I think the reservation of this monument will be a step ahead, and in the right direction.

(Sgd.) Stephen T. Mather,<sup>8</sup>  
Director

With the support of Mather and the Secretary of the Interior, the proclamation declaring the establishment of Scotts Bluff National Monument was drafted and ready for President Wilson's signature on December 12, 1919. Two thousand fifty-three acres were withdrawn from the public domain to be administered and preserved by the National Park Service.

The first custodian of the new national monument was Will M. Maupin, editor of the Gering Midwest. Maupin began his appointment on April 10, 1920, at a salary of \$12 a year. Allocations for the improvement of monument grounds were negligible. Maupin was, however, successful in obtaining Federal funds and private donations to erect a picnic area near the foot of the original summit trail up the east face of Scotts Bluff. Maupin resigned his position in July 1924, when he sold his business and left Gering. Scotts Bluff was left without a custodian for more than a year.

Albert N. Mathers, President of the Gering National Bank, was appointed the second custodian of Scotts Bluff on September 4, 1925. In early 1927, Mathers raised \$500 from private sources to match \$500 from the NPS to construct a new trail from the picnic area to the wooden stairway leading to the summit. Because the trail zig-zagged up the slope of the bluff, it was dubbed "the Zig-zag Trail," although its official name was the "Scout Trail." Improvements over the next few years included electricity and lighting in the picnic area and the erection of the Hiram Scott Memorial Arch and bronze plaque by the Daughters of the American Revolution at the base of the Scouts Trail.

Critics who felt the Park Service was not doing enough to develop Scotts Bluff found a concurring voice in the 1928 National Conference of State Parks (NCSP). The NCSP called on Director Mather to transfer Scotts Bluff to the State of Nebraska in order for it to be administered as a state park. Mather denied the request. His successor as NPS Director, Horace Albright, soon after took action to guarantee that Scotts Bluff would remain under Federal control.

To give the monument greater public accessibility, local groups in the 1920s promoted a plan to build a road to the summit of the bluff. Director Albright himself arrived on June

16, 1931, with a team of experts to survey the monument. During his three-day visit, Albright toured the monument and was impressed by the historical significance of Scotts Bluff as well as the panoramic view of the North Platte Valley afforded from the summit. Before he left, Albright verbally approved the construction of a road to the summit of Scotts Bluff.

Albright showed a keen interest in the development of the monument and he returned in September 1932 to tell a crowd of 2,000 local citizens that the summit road would soon be built with public works funds. With the inauguration of Franklin D. Roosevelt as the 32nd President in March of 1933, money was allocated to grade the road up to the first of three proposed tunnels as well as the parking area east of Mitchell Pass where a museum was to be built. According to Historian Harris, with the advent of the New Deal, the "Era of Development" at Scotts Bluff was underway.

Two reports by researchers employed under the Civil Works Program of 1933-34 of the NPS Field Division of Education, Berkeley, California, were published in 1934 for Scotts Bluff. They are the first of many professional research studies contracted by the NPS at the monument. The two studies are The History of Scotts Bluff, Nebraska by Dr. Donald D. Brand (University of New Mexico) and Outline of the Geology and

Paleontology of Scotts Bluff National Monument by William L. Effinger (University of California).

Construction was ruled out on the east slope when a 1933 General Land Office Survey revealed that the east slope development was on private property. This was the site of all previous development. Therefore, the west slope became the focus of NPS attention for all future construction.

In late November 1933, the Civil Works Administration (CWA) began construction with a crew of 213 men from the Scotts Bluff County Re-employment Office. Road construction, parking excavation, and seeding and planting programs to combat erosion were undertaken by the CWA. All work ceased, however, between April 1934 and April 1935 because of the exhaustion of funding.

Custodian Mathers resigned on June 15, 1934, to run for the U.S. House of Representatives. Dr. Harold J. Cook, a paleontologist and geologist from Agate Springs, Nebraska, became the third Custodian of Scotts Bluff National Monument in late December 1934. Cook worked with Nebraska Congressman Terry Carpenter to resume construction at the monument. In April 1935, a Civilian Conservation Corps (CCC) camp was erected in the "Badlands" area of the monument and a crew of up to 200 men immediately occupied "CCC Camp 762" and resumed

construction work. Along with the previous projects, new picnic grounds south and west of Mitchell Pass, placing waterlines (a system which is still in use), and boundary fencing were started. In this initial construction, little attention was paid to preserving cultural remains. In placing waterlines to the picnic area, CCC workers trenched through the Oregon Trail ruts.<sup>9</sup>

The first NPS structure at Scotts Bluff was completed in the fall of 1935 and administrative offices were relocated from Gering. The Oregon Trail Museum, a single room facility, served as the NPS headquarters. It was renamed the "Visitor Center" in 1956. The building was dedicated on July 16, 1936, with the principal speaker 93-year-old William Henry Jackson. Jackson, a renowned artist and photographer of the American West, was a bullwacker with a California-bound wagon train in 1866 when he camped near Mitchell Pass. An interpretive marker at "Jackson's Camp" stands to mark the campsite which Jackson identified on the museum dedication day.

Museum exhibits completed on time for the dedication were quite different from those that can be seen today. Since the facility was the only Western museum in the National Park System which was devoted to history, the exhibits represented the broad scope of the history of the American West, not just

the westward migration. The Western Museum Laboratory at Berkeley, California, used artists and historians to develop a sequence of two-dimensional watercolor paintings. The majority of artifacts on display were donated by T.L. Green of Scottsbluff, a retired banker, whose hobby was history and archeology. According to Historian Merrill J. Mattes, Green

donated to the museum his whole collection of artifacts, including those things that had been obtained from the Robidoux Trading Post site and the American Fur Company post site in Helvas Canyon. These are priceless because these represent some very bona fide artifacts from the California Gold Rush period that were found right there in that neighborhood.<sup>10</sup>

Custodian Cook was relieved of his duties by Secretary of the Interior Harold L. Ickes because Cook refused to accept Ickes' appointment of a CCC foreman.<sup>11</sup> Cook's replacement, the first permanent NPS employee at the monument, was Merrill J. Mattes, who reported for duty on October 1, 1935. He served as Junior Historian in 1935 and as Custodian from 1938 to 1946. Officially, Mattes held the title of custodian, although Charles E. Randall, head of the CCC camp, was the "Acting Custodian." Mattes recalled:

...after I had been in Scottsbluff a few weeks and Mr. Randalls realized how green I was as far as running the construction project, I think he got it fixed for him to continue as "Acting Custodian," and then I was given the title as "Junior Historian." So, throughout that period, I held the appointment of custodian, but he became "Acting

Custodian," and I would concentrate on the interpretive and research programs.<sup>12</sup>

Mattes, who later in his career was a historian in the Branch of History Office in Chicago and in 1950 became Midwest Regional Historian, wrote and published numerous articles on the monument and related historic sites. He is the foremost authority on the Oregon Trail in the area of Scotts Bluff. His research on 19th century events in the area constitutes the foundation of contemporary historical accounts of Scotts Bluff. He is also the author of several books on western history, notably The Great Platte River Road (Nebraska State Historical Society, 1969). This book is widely regarded as the definitive work on the Oregon-California Trail from the Missouri River to Fort Laramie.

Mattes recruited an interpretive staff of seasonal rangers from the CCC camp. The first permanent Ranger, Lynn Coffin, arrived in 1940 from Rocky Mountain National Park. Ethel Meinzer, the first clerk, was hired soon after.<sup>13</sup>

The CCC workers accomplished much. After the guniting of the three tunnels and cement paving, the summit road opened on September 9, 1937. Its total cost was more than \$200,000 and six years' labor. The following year, two new wings of native adobe were added to the museum while a three-room

residence and equipment sheds (both of adobe) were also completed. A landscaping program was begun to erase the scars of construction. The road between the Scottsbluff Country Club, the CCC camp, and headquarters was obliterated. The rerouting through the monument of Nebraska State Highway 86 (changed to State Highway 92 in 1961) was completed by the end of the decade. With the near completion of all planned projects, the CCC camp closed on May 31, 1938. It, too, was obliterated by April 1939.

The picnic grounds south of Mitchell Pass were temporarily closed to the public in late 1939 because of overuse and abuse. In 1940, the decision to close the unsightly area permanently was accomplished without substantial opposition. The picnic area was obliterated in 1941.

The summit parking lot was nearly tripled in size in 1940 following years of headaches for seasonal rangers trying to unsnarl large traffic jams. According to former Custodian Mattes:

It was just enlarged once. It became apparent in such a hurry. We had some terrible traffic jams. You'd have cars waiting to get up there and Rangers trying to encourage people to get on out of there. People didn't want to. They'd spend the day.<sup>14</sup>

Administratively, custodians were accountable to the

Director, but with the "regionalizing" of the Park Service on August 1, 1937, Scotts Bluff came under the jurisdiction of the Region Two office in Omaha. In June 1939, both Scotts Bluff and Fort Laramie National Monuments were placed under the Superintendent of Rocky Mountain National Park. Ten years later, Scotts Bluff Custodian Robert R. Budlong's title was changed to that of Superintendent, and the monument regained its administrative autonomy in 1951 with the superintendent responsible to the Midwest Regional Director.

During World War II, visitation at the monument fell from an all-time high of 105,151 in 1940 to a low of 25,982 in 1944. The war emergency saw the opening of many NPS areas to grazing by livestock. Two permits were issued at Scotts Bluff National Monument to allow grazing on monument lands during the war.

Following the war, the New York-based American Pioneer Trails Association (APTA) donated a collection of sketches, paintings, and personal items of the late William Henry Jackson to the Park Service. To display the Jackson collection, New York manufacturer and philanthropist Julius Stone donated \$10,000 for the construction of a "William Henry Jackson Wing" to be added to the east end of the Oregon Trail Museum. The "Jackson Room," as it is popularly called, was dedicated on

August 8, 1949, with nearly 40 original Jackson watercolor paintings, pencil sketches, and charcoal drawings on exhibit.

Since the opening of the summit road in 1937, rock slides have been a constant nemesis to park administrators. A period of particularly heavy rock slides came between 1949 and 1952. A major slide in March 1949 resulted in 309.4 tons of rock crashing down onto the roadbed. Another slide in the summer of 1952 closed the road for two months as the area was cleared and dangerous overhangs were removed. To protect visitors, the Scout Trail was closed for stabilization in 1953. The trail was rerouted away from points subject to rapid erosion and where the bluff walls protruded over the visitor's head.

A proposal in 1954 to build a television station and tower on the summit of Scotts Bluff pitched the NPS in a heated battle against public and congressional opinion. The Frontier Broadcasting Company (FBC) of Cheyenne, Wyoming, petitioned Director Conrad Wirth for permission to locate the facilities within the boundaries of Scotts Bluff National Monument. The FBC claimed that Scotts Bluff was the only feasible location to build the television tower and thereby serve the 54,000 people in the North Platte Valley. Director Wirth rejected the request. He outlined NPS policies and insisted that an

alternate site be chosen.

FBC lobbying effort resulted in the mobilization of the entire Wyoming congressional delegation, the Wyoming Governor, and numerous local civic groups. A public hearing on the controversy was held in Washington, D.C., on January 10, 1955. Scotts Bluff Superintendent Frank H. Anderson attended the hearing and presented the results of field tests which proved that a site 10 miles north of Scottsbluff was more beneficial for providing television service. The test results dampened the flames of controversy and, following an unsuccessful appeal to the Secretary of the Interior, the issue died. The FBC began construction at the alternate site three months later.

The second "era of development" at the monument, according to Historian Harris, was MISSION 66. Designed to improve or beautify parks in anticipation of the 50th anniversary of the National Park Service in 1966, the planning for the MISSION 66 program at Scotts Bluff was accomplished between 1955 and 1957 under Superintendent Anderson. The majority of construction and land acquisition, however, was completed in the late 1950s and early 1960s under the superintendency of John W. Henneberger. The MISSION 66 program will be discussed in Part III of this administrative history.<sup>15</sup>

During the 1940s and 1950s, considerable soil and erosion programs were undertaken. Former Superintendent John Henneberger recalled:

I recall a lot of work being done under [Superintendent] Frank Anderson's tenure. At least there was an unbelievable amount of erosional netting and chicken wire at the monument when I arrived in 1958.<sup>16</sup>

PART IIOPERATING THE NATIONAL MONUMENTTHE PHYSICAL PLANT: VISITORS CENTER, OREGON TRAIL MUSEUM,  
AND TRAILS

The visitor center, formerly called the Administration and Museum Building, is the only interpretive center at Scotts Bluff. Constructed by the NPS and CCC in 1935 to house an "Oregon Trail Museum," the building was designed by NPS architect Howard W. Baker. The brick and adobe structure has been expanded twice. In 1938, a ranger's office, paleontology wing and basement, workroom, and superintendent's office were built onto the "History Room." Funds provided by the American Pioneer Trails Association in 1949 resulted in the construction of the William Henry Jackson Wing. The visitor center today measures 6,677 square feet.

Two employees' residences complete the visitor center complex area, and both architecturally conform to the brick and adobe, Spanish Colonial influence. The first residence was built in 1938 by the CCC. A bedroom and utility room were added in 1949. The second house was a MISSION 66 project built in 1958. It served as the superintendent's residence until the Heilbrun House (Tract 01-102) was acquired in 1973. The two levels of this concrete block and brick veneer structure which

contained five bedrooms and three baths, were built in 1956 and 1965 respectively (this structure was removed in late 1983). A steel 32- by 60-foot Quonset hut built in 1958 stands to the east of the house and contains NPS equipment and material which cannot be stored elsewhere.

A Park Service utility building is behind two houses at the headquarters area. Completed by the CCC in 1936, the building was remodeled in 1958, expanded from 6 to 8 stalls under the MISSION 66 effort, and expanded again to 12 stalls in 1981. It, too, adheres to the Spanish Colonial influence.

The comfort station was built by the CCC in 1938 and is adjacent to the visitor center. It measures 288 square feet. The pump vault which houses the electric water pump is concrete and below grade. It was erected in 1936. The pumphouse, near the North Platte River, houses a power unit and another water pump. This was also a CCC project which was completed in 1938. A new pump was installed in the concrete building in 1957.<sup>1</sup>

A 1976 study of NPS visitor centers titled Visitor Center Design Evaluation was compiled from staff and visitor surveys by the Denver Service Center (DSC). Twelve visitor centers were chosen nationally, and the Scotts Bluff facility was the only design model representing the Midwest Region.

Despite the attractive and practical design, several problems were ascertained by the DSC evaluators. In the area of maintenance and repairs, the team noted that the extensive lawn around the building and parking areas required frequent mowing. Another drawback was that the front, or south, terra cotta facades needed painting annually. Three functional concerns were noted: congestion of visitors in the sales and information desk area, the lack of a marked starting point to view the exhibits, and some degree of visitor difficulty in finding the visitor center from the highway.<sup>2</sup>

A controversy in the mid-1970s centered around the intrusion of the NPS visitor center complex on the historic landscape. For decades the NPS sought the removal of all intrusions at Scotts Bluff, including Nebraska Highway 92 and the overhead power lines and poles. Any such relocation of these facilities outside the monument boundaries would be seen as hypocritical if the NPS was itself unwilling to remove its own resource encumbrances. The argument took shape in 1975 as the DSC was preparing the draft Master Plan for the monument. DSC Manager Glenn O. Hendrix informed Midwest Regional Director Merrill D. Beal:

Such a relocation is, in our opinion, very desirable and, indeed, imperative if we are to abide by our mandate to preserve and restore historic resources of the National Park System. In the case of Scotts Bluff, the present complex sits

squarely in the heart of the historic scene; while it is extremely well done architecturally, it visually blights the once pristine prairie scene.<sup>3</sup>

Beal responded:

Except for the physical presence of the structure on the historic site, we do not believe the visitor center is a serious visual intrusion. However, the housing, maintenance area, and visitor center are poorly located in terms of resources, principally the Oregon Trail.

We agree in principle that as a long-term objective, removal of the visitor center to a less intrusive site is desirable. However, the present structure will, with proper maintenance, serve the needs of the public and the park for a very long period; it is difficult to envision making the expenditures for a new visitor center when funds are short for the preservation of historic and natural resources throughout the System, and when there are several parks with little or no accommodations for visitors.

Accordingly, we suggest that the master plan endorse the concept of relocating the visitor center and other developments in the distant future. But the plan should stress the fact that the present complex is serviceable and that new structures should be built only when the following condition prevails: that the present structures have lived beyond their normal life under appropriate maintenance, to the point where expensive major rehabilitation would be necessary.<sup>4</sup>

Another point of contention over the visitor center and the 1976 Master Plan involved the Harpers Ferry Center (HFC) and its assertion that the interpretive facility needed an auditorium. Because the administrative office space was inadequate, HFC recommended an addition to the building.<sup>5</sup> The recommendation was not incorporated into the plan, indicating

its rejection by the Midwest Regional Director.

Administrative offices occupy a quarter of the main floor of the visitor center and the entirety of the basement level. The Oregon Trail Museum is the only visitor attraction within the NPS facility. Its many exhibits focus on the history of the Oregon Trail. The geology, paleontology, and natural history of the monument are represented in the exhibits as a secondary topic which reinforces the primary theme of the American westward expansion.

The largest artifact collection deposited at Scotts Bluff was loaned in 1963 to the Park Service. Mrs. Margaret Cook, the widow of Dr. Harold J. Cook, the renowned paleontologist-geologist and former Scotts Bluff Custodian, loaned the "Cook Collection" to the NPS. The Cook Collection comprises of an extensive array of well-preserved Indian artifacts, scientific books, documents, fossils, and numerous personal items. Terms of the loan agreement specified that the collection be stored at Scotts Bluff until the future establishment of Agate Fossil Beds National Monument (Agate Springs, Nebraska).<sup>6</sup> When Mrs. Cook died in 1968, the settlement of the Cook estate transferred ownership of the valuable collection along with thousands of other objects to the National Park Service.

Another donation of historical material is the William Henry Jackson Collection, roughly 1200 sketches, photographs, watercolors, and personal memorabilia. The significance of Jackson's work as a pioneer illustrator of the Old West extends far beyond Scotts Bluff. His photographs and sketches give a realistic picture of the westward migration over the Oregon Trail. Jackson's work was instrumental in the establishment of the nation's first national park, Yellowstone. The centerpiece of the collection is 60 watercolors done in the 1930s, three albums of 200 pencil sketches and 500 photographs, and several glass plate negatives representing the first use of dry gelatin (1881). In the early 1980s, the rare items were sent to the Division of Museum Services Laboratory at Harpers Ferry Center for conservation treatment.<sup>7</sup>

The Scotts Bluff Collection is the third major grouping of curatorial material at the monument. Many of the items date to the 1860s. A large segment of the collection is paleontological while many items are artifacts which were found along the Oregon Trail and associated sites such as Robidoux Pass. Many of the valuable items were collected by Custodian Merrill J. Mattes for the original museum exhibits dedicated by William Henry Jackson in 1936. Artifacts from two nearby trading posts of the overland migration period, the Robidoux

site in Robidoux Pass and the American Fur Company site in Helvas Canyon, were donated by T.L. Green of Scottsbluff.

Four hundred prime artifacts are displayed while 8,000 other objects in the collection received very little conservation treatment and, therefore, continued to deteriorate.<sup>8</sup> Improved storage facilities have helped to slow this natural process. In 1979, the vault in the visitor center basement was doubled in size to accommodate the Scotts Bluff and Jackson Collections, and the ethnographic portion of the Cook Collection. In addition, the Quonset curatorial storage facility was altered to include new decking, an environmental control system, and the erection of steel shelving. With these innovations, approximately 5,000 artifacts were placed under proper environmental controls for the first time.<sup>9</sup>

Within the museum itself, the exhibits are carefully checked to maintain a safe range of humidity and light readings to reduce any danger of damage to the objects.<sup>10</sup> Photographic reproduction of the Jackson paintings began in 1980 as a local studio was contracted to photograph the watercolors and prints on location without risking potential damage in shipping and handling the historic materials to HFC.<sup>11</sup> The photographs are so true to nature that it is a rare visitor who is able to detect that the glass-covered Jackson "paintings" are actually

clever photographs. The paintings are kept in the vault or safe for their protection. Exhibit rehabilitation continued in 1981 as photographs in the Scotts Bluff Collection were reproduced and faded exhibit panels were repainted.<sup>12</sup>

A wide selection of research material is available to the visitor or scholar through the Scotts Bluff National Monument Library which is owned by the National Park Service. The cooperating association, the Oregon Trail Museum Association (OTMA), (formed in 1956 and incorporated in 1959 as a nonprofit organization to assist the NPS interpretive program at Scotts Bluff), has donated many items to the library. The library contains approximately 1,000 volumes and features a collection of photographs. The OTMA also sells various publications, postcards, color slides, posters, and other materials in the visitor center lobby.<sup>13</sup>

The major foot trail at the monument is the Saddle Rock Trail. It meanders from the visitor center to the summit of Scotts Bluff. There it joins the Summit Trail System which includes trails to the North and South Overlooks. Another trail stretches from the visitor center to the Jackson, or Pioneer, Campsite. This trail for 200 yards follows the Oregon Trail and visitors are exposed to historic ruts and interpretive signs. A Bicycle Trail, completed in the late

1960s, parallels Highway 92 and joins with a similar trail at the monument boundary constructed by the city of Gering. The last trail is the Badlands Environmental Study Area Trail. It passes through the badlands area on the south bank of the North Platte, but is presently not maintained for visitor use. A total of four miles of trails are featured within the authorized boundaries.

#### INTERPRETATION AND ENVIRONMENTAL EDUCATION

The interpretive effort at Scotts Bluff centers on the historical development of the United States and the effects of natural forces. The role of Scotts Bluff as a landmark along the corridor of America's westward expansion is the primary focus while a secondary theme of geology, paleontology, and natural history is presented only to reinforce the primary theme. The principal objective of the interpretive program, according to the 1976 Master Plan, is

...to allow visitors to come away from the monument with a richer understanding of this segment of our nation's history. They should be able to experience the historic natural environment and at the same time have access to interpretive developments that help to explain the total atmosphere of the monument area during this period. Structured activities and facilities will be kept to the minimum necessary to provide protection for the visitors and the resource without interfering with the visitors' assimilation of the monument's values.<sup>14</sup>

Three Scotts Bluff Interpretive Plans were compiled between 1957 and 1963. Volume one is titled Museum Prospectus for Prehistory [Landmark] Room, Oregon Trail Museum, by Edwin C. Alberts, Regional Naturalist; Merrill J. Mattes, Regional Historian; and Eli D. Potts, Historian (1957). Volume two is the Exhibit Plan, by Coyt H. Hackett (1960). It recommends revisions on History Room exhibits. Sign and Wayside Exhibit Planning Report (1963) by Edwin C. Alberts is the final volume of the Scotts Bluff Interpretive Plans. All three studies establish the basic framework of the monument's interpretive program. An updated Interpretive Prospectus was prepared in 1978.

As with most National Park Service units, interpretation at Scotts Bluff has changed over the past two decades in response to policy shifts, availability of new interpretive media, and economic constraints of park budgets. The basic objectives of the monument's interpretive program remain: to provide visitors with an understanding and appreciation for the historical impact which the bluffs had as a landmark during the period of westward expansion.

The Oregon Trail Museum remains relatively unchanged and interpretive displays are the focus of many visitors' interest. Recent years have seen periodic displays of special exhibits

coordinated through Harpers Ferry Center as well as displays organized with the park's own resources. In 1983, the monument coordinated a special exhibit of seldom seen works by William Henry Jackson in conjunction with a local Great Plains Festival. Also in 1983, a full-size Mormon handcart replica was added to the museum for permanent display. Currently, the park has a 12 and a half minute narrated slide program which orients visitors to the emigrant experience of traveling the Great Platte River Road.

The summit area and Saddle Rock Trail are still popular attractions for park visitors. In the mid-1960s, a self-guiding trail guide was published for the Saddle Rock Trail. Those markers have since been removed and an updated self guiding trail guide was compiled for the Summit Trail System. Wayside exhibits remain in place on the summit area as well as in several other locations throughout the park. A new Wayside Exhibit Plan which will alter several of the parks' exhibits was approved in 1983.

Ranger-led interpretive services continue to present programming challenges for the park staff. Park visitation is transient with the majority of visitors spending approximately one to two hours. Scheduling formal interpretive walks along the Oregon Trail result in sporadic success because of the

difficulties in predicting visitation densities at any one time, even during the busy summer season. In addition, scheduled evening programs have limited success, due in part to the lack of overnight facilities within the park. Another challenge is the large proportion of repeat visitation which occurs, especially in the off-season.

To deal with these challenges, the park initiated and refined various interpretive services designed to maximize the number of personal contacts. One of these involves roving interpretation, particularly in the Summit Trail and Overlook areas. Aside from interpreting basic park themes, rangers use the opportunity to advance safety and resources management themes.

Beginning in the early 1980s, the cooperating association has sponsored an evening summer film series. Presenting a variety of topics relating to the themes of western and natural history, it is a popular attraction for the surrounding community.<sup>15</sup>

An innovative chapter in park interpretation which continues to the present began on June 19, 1971, when the first living history demonstration was held at Scotts Bluff. Conducted by costumed Volunteers In Parks (VIPs) and rangers,

the demonstrators recreate a pioneer campsite where a typical evening meal is made, a wagon wheel is repaired, and other daily chores are performed. The OTMA purchased the costumes and props. During the first summer of the program, the living history demonstrations were held on Saturdays and Sundays between five and eight in the evenings.<sup>16</sup> The living history program is now the mainstay of the summer interpretive programs as well as in special events during holiday seasons.

Coincident with the accelerating environmental movement in the United States during the late 1960s, an Environmental Study Program was established at the monument in March 1969. The program conformed to the National Environmental Education Development (NEED) program which focuses the curriculum of environmental studies to encompass kindergarten through grade 12. The Environmental Study Area (ESA) at Scotts Bluff is called "River-Badlands Environmental Study Area" and totals 231 acres on the south bank of the North Platte. A trail with numbered interpretive markers (no longer maintained) snakes through the riverbottom flood plain where students can view the ecological intricacies of the badlands and the myriad silt deposits sliced by intermittent streams. The ESA is in an undeveloped area and is naturally marred only by an occasional deer trail.

The purpose of the ESA is to study nature, man's relationship to it, and how he can preserve, coexist with, and influence it. A teacher's manual compiled by the monument's staff discusses such concerns as the physical control of erosion through the use of water bars, identifying the native flora and fauna, and how a normally intrusive pit toilet was cleverly concealed in the trees with a marked trail. A critique area was built with a semicircle of log seats behind the elevated planks designed for holding writing materials. A log podium for the lecturer faced the outdoor classroom.<sup>17</sup>

The success of the River-Badlands ESA depended solely on the response of local school districts. The initial response was termed "excellent" by Superintendent Homer L. Rouse who reported that 772 students visited the ESA during the 1969-70 school year. Rouse observed:

The greatest problem arises with the teachers themselves. Most of them are grossly lacking in knowledge concerning interrelationships between man and his total environment. We do find the younger teachers responsive and eager to learn. Hopefully, our colleges and universities will require future educators to have some basic knowledge of these concepts.

Rouse added that the aim of the Environmental Study Program was for NPS employees to take the teacher and class through the ESA on the first trip and then the teacher would be capable of conducting the interpretive tour on the second trip.

It soon became evident, however, that instructors other than natural science teachers needed more guidance. The students seemed genuinely receptive and, as long as the schools maintained an active interest in the program, the NPS would continue to assist "as long as we have the personnel and resources to do so."<sup>18</sup>

In a memorandum to the Regional Director, Rouse explained the drain on manpower and time required to guide a class or school through the area, and added:

We also noted that our trail is too long and contains too many stops. This keeps the class on the move, is tiring to older teachers, and does not leave enough time for group discussions. We plan to shorten the one trail and reduce the number of stops in it. This will afford more time at each stop. An additional new trail will provide diversity for classes visiting the area for the second time.<sup>19</sup>

Environmental awareness waned in the area during the early 1970s. In his annual report, Superintendent Don Harper stated that "use of the environmental study area was almost nonexistent. The cost of maintenance greatly exceeds the use benefit factor of this area."<sup>20</sup> On November 22, 1976, it was reported that the ESA at Scotts Bluff "has been discontinued due to non-participation by the local school systems."<sup>21</sup> The initial enthusiasm for the program was spent and the NPS had no other choice but to close the ESA Trail after eight years of use. Subsequent proposals for use of the ESA include

incorporating it into the living history and evening programs and for special tours.<sup>22</sup>

#### LAND ACQUISITION, PROBLEMS, AND THREATS

The boundaries of Scotts Bluff National Monument have changed three times since the 1919 proclamation establishing the area. Currently, total acreage is 2,987.97. The last boundary revision designed for the more effective management of the monument was approved by Congress in 1962. A Master Plan brief approved in 1965 stated that the "903.21 acres of land not federally owned within the authorized boundary should be acquired or its development regulated by local zoning or scenic easement acquisition."<sup>23</sup>

A lack of Federal funds for the land acquisition program has made it erratic. A vital segment of property within the authorized boundaries was not acquired for more than seven years because of a shortage of funds. The OTMA purchased the east half of Dome Rock in 1959 from private owners and held it pending the availability of NPS funds. On January 18, 1966, Superintendent Richard L. Holder presented a check for \$2,123 to the cooperative association for the 20-acre tract and thus brought the entire historic feature under Federal ownership.<sup>24</sup>

In 1973, legislation was requested for raising the funding ceiling for land acquisition,<sup>25</sup> but nothing materialized from the effort.

In 1981, the east boundary of the monument was largely completed when the 50-acre Heppe property was acquired.<sup>26</sup> The same year hopes for completing the remainder of the land acquisition program were dashed when the Office of Management and Budget (OMB) announced that each operating unit of the Federal Government in Fiscal Year 1982 would operate with a budget established at a "minimum acceptable level." The initiative within the Park Service was first called "Core Mission" or "Basic Operations." In a November 20, 1981, proposal, Superintendent Alford J. Banta declared the monument would "postpone indefinitely additional land acquisition."<sup>27</sup> The "freeze" on this management objective is still in effect with two private inholdings of 13.7 and 2.7 acres as yet unacquired.

Park administrators often encounter attempts by private groups to gain access and use of monument lands for purposes other than established NPS policies. An incident similar to the 1954-55 FBC television controversy arose in the late 1960s. In 1968, the Scottsbluff Chamber of Commerce, in an effort to promote the growth of the tourist industry in the region, re-

tained Mark Sumner of the School of Outdoor Drama at the University of North Carolina to draft plans for an amphitheater. The tentative area for the facility was 10 miles south of Gering in the Wildcat Hills State Recreation Area, but the possibility of performing historical dramas within the national monument and other nearby historic sites was also raised.<sup>28</sup>

By mid-1970, the idea gained considerable interest and the "Amphitheater Development Committee" (ADC) was actively pursuing two principal sites--the Wildcat Hills area and Scotts Bluff National Monument. The ADC was assisted by the energetic North Platte Valley Historical Association (NPVHA) which was eager to have its own museum facility incorporated into the amphitheater complex.

The Park Service gave little encouragement to the proposal. Superintendent Rouse explained that the 1962 boundary revision was justified on the grounds of the rapid growth of the city of Gering toward the monument. NPS approval for any commercial development within the park, no matter how desirable, would not only be against stated management objectives, but might open a floodgate of other requests to use monument lands or prompt commercial developers to purchase property near the monument in hopes of potential profits.

The ADC acknowledged NPS concerns and began concentrating on the Wildcat Hills site. The ADC differed with the NPVHA not only on the location issue, but also on including a museum facility in the complex. The growing differences tore the two groups apart. Superintendent Rouse informed the Midwest Regional Director on September 10, 1970:

I am relieved to report that the immediate threat of such a development at our doorstep has diminished. The officers of the NPVHA do not consider the Wildcat Hills area as a good location for development. Therefore, they have withdrawn their interest from the amphitheater group.<sup>29</sup>

With the split of the two interest groups, pressure on the NPS to include an amphitheater on monument grounds ended. The amphitheater was built at Wildcat Hills, but proved to be a financial failure. It has been abandoned and is in a state of disrepair.

Several man-made intrusions are within the authorized boundaries, including State Highway 92, Union Pacific Railroad track, and portions of three canals. The Mitchell-Gering Canal crosses the park just north of the bluffs and the ditch, its adjacent road, and ditchriders house (no longer used) are visible from the principal overlooks on the Summit. The Gering-Fort Laramie Lateral crosses the boundary in several places on the east edge of the park. The Central Canal in the

northwest corner of the monument also impacts the area with an adjacent roadway and gate.<sup>30</sup> In September 1980, this gate was left open without NPS authorization for more than a month to allow large dump trucks filled with rock to enter the area. Scotts Bluff Superintendent Robert L. Burns notified the lawyers for the Central Irrigation District that the NPS was "disturbed" that it was not notified of the landfill activity going on within the monument boundaries and questioned the ownership of the right-of-way of the canal across NPS land. He requested that any future proposed construction activity be reported to the NPS with sufficient time to consult with the Midwest Regional Office. He made clear that the Park Service did not look favorably upon any change in the profile of monument lands.<sup>31</sup>

Portions of the NPS water and sewage system are also a visual intrusion on monument property. The water system, constructed during the Depression, includes a pumphouse and well which feeds into 5,000- and 25,000-gallon underground reservoirs. Distribution from the reservoirs to headquarters is via a four-inch water main. The concrete pumphouse contains a 10-horsepower, three-phase electric motor capable of pumping 25 gallons per minute. The water is chlorinated at this station. Headquarters is served by a septic tank and disposal field a quarter-mile away. Sludge from the tank is drained

annually into a gully. It has been determined that this spill causes no environmental problems "since it is a dry gully and is far distant from any wells, water supply, or stream which would be contaminated by this discharge."<sup>32</sup>

The deteriorating water system at the monument will be scrapped. A draft water service agreement between the city of Gering and Scotts Bluff National Monument was approved by the City Council on October 11, 1982. The agreement will lead to the connection of a new water system at the monument to that of the city of Gering. The hook-up will cost no more than \$400. The NPS will construct 9,300 feet of water line and a 15-square-foot pump station along the Highway 92 right-of-way. Planning for the project began in August 1981, and construction began in the fall of 1983 and is scheduled to be completed in the spring of 1984. The contractor is the A. C. Smith Company of Scottsbluff whose bid was \$181,988.21<sup>33</sup>

A statement summarizing threats to the national monument was prepared in the early 1980s. It reads:

Significant threats to the area emanate from outside the park boundary. Residential development is presently taking place near the eastern boundary of the Monument. Air quality is affected by several agricultural processing plants and one oil refinery [since closed in 1982].

The Chicago-Northwestern Railroad proposes to haul coal from Montana fields to eastern markets

and has an agreement with Union Pacific Railroad to operate over some of its track. If the proposal is approved, 16 to 24 coal trains could cross the monument daily on existing Union Pacific track, resulting in increased air and noise pollution. This would also result in a visual intrusion in the area.<sup>34</sup>

This increased railroad activity will begin upon completion of the construction of a connector line now underway.

#### MASTER PLAN AND STATEMENT FOR MANAGEMENT

In 1956, a master plan was approved to begin a transition beyond the MISSION 66 development program. Approval was withheld by the Regional Director, however, until a recommendation for the construction of an additional residence in the headquarters area was deleted from the plan.<sup>35</sup> Eleven years later, another master plan was approved but was soon after reclassified to a "resource document." An insert in the 1976 document explained:

...it became apparent to the National Park Service that many of the proposals being discussed were neither logical nor feasible in the foreseeable future. This determination is based on the usability [sic] of existing facilities for a number of years, fiscal restraints, and present and anticipated visitation.<sup>36</sup>

The principal impetus for the reclassification of the document entailed the long-range considerations which are the "removal

of the existing railroad tracks and irrigation canals, possible relocation of the visitor center from the foreground of the prime historic setting, and a study of alternatives for reducing or eliminating the intrusion of Nebraska 92 through the monument."<sup>37</sup>

The railroad tracks and irrigation canals are intrusions on the natural and historic scene, especially in the northern section of the monument where the largely untouched badlands are. If either the railroad or irrigation facilities are abandoned, the recommendation is that the NPS acquire the land involved.

When viewed from the summit, Nebraska 92 and the visitor center complex are definite intrusions on the historic scene. The highway not only bisects the monument, but it "crosses, and overlaps the historic Oregon Trail route from the east entrance to a location several hundred feet west of the visitor center. The highway effectively diminishes the integrity of the historic trail through Mitchell Pass."<sup>38</sup> Relocation of the visitor center complex was discussed earlier, but the Master Plan/resource document states:

Relocation of the visitor center complex, possibly closer to the east entrance, could be considered if removal of Nebraska 92 (or a portion of it) becomes feasible, or when the present structures have outlived their usefulness and

maintainability. These alternatives would deemphasize development within the prime historic zone.

The realignment of Nebraska 71 westward is another possibility.... Such a relocation could offer a viable rerouting of Nebraska 92. If it is determined that Nebraska 92 cannot be removed, then other alternatives should be formulated for reducing the intrusion of the highway.<sup>39</sup>

The document goes into greater detail on the monument's short-range needs which are designed to restore the natural and historic setting, provide the proper services to visitors, and protect the environment. In the area of Cooperative Planning and Management, three topics are discussed: zoning buffer, water system, and land classification. The recommendations follow:

- 1). With the continuing growth and development of the nearby Scottsbluff-Gering communities, the natural and historic setting of the monument will be threatened if incompatible developments are introduced near the authorized boundaries. Continued cooperation with the neighboring communities is necessary to obtain and enforce protective zoning around the area.

- 2). Connecting the monument to the city of Gering's water system has already been discussed. The existing system is deteriorating and inadequate. Its ability to provide proper

fire protection is substandard. Anticipated water demand during peak periods is estimated at 15,000 gallons per day.

3). Scotts Bluff National Monument was included on the National Register of Historic Places on October 15, 1966, in compliance with the National Historic Preservation Act of 1966. Actual boundary documentation and significance statement were accepted on October 3, 1978. The area is classified and operated as a historical zone of the National Park System.

In the area of Development, the 1976 Master Plan/resource document addresses seven topics: utility lines, visitor center parking, the Country Club, summit parking, visitor center/office space/residences, shuttle system, and trail system. The recommendations follow:

1). One of the major visual intrusions on the historic setting is the unsightly overhead transmission lines paralleling Nebraska 92. The utility lines which serve the visitor center from the east are owned by the Bureau of Reclamation, but the Roosevelt Public Power District has lines on the same poles. When a new substation is built, Bureau of Reclamation facilities will be removed and service lines will be placed underground. (The lines were removed in 1983).

2). Parking at the visitor center in 1976 was hampered by an unstriped, potholed lot in need of repair due to the lack of an adequate subbase. It has since been repaired. Although parking sometimes overflows onto the turf during popular evening programs, the expansion of the lot was not recommended.

3). The purchase of the Country Club on the eastern side of the monument created an opportunity to restore the area to a natural setting. The 86-acre site included a golf course, pro shop, and storage building. After a three-year special use permit expired, the entire development would be eradicated. (Note: Now the date is 1987).

4). Parking at the summit has always been a problem. Vehicular circulation at the summit needs to be improved to provide additional space for parking. There are only 30 spaces which are often filled during peak hours, and thus limits the number of visitors who can enjoy the summit trails and view.

5). The visitor center contains both interpretive and administrative office functions. This combination does not allow sufficient space for visitor use, according to the 1976 plan. Two options are discussed for resolving this conflict:

- A. Convert the visitor center for interpretive use only; remove administrative offices to one of

the existing residences, and then build a new residence within the complex.

- B. Construct an addition to the visitor center for the needed office space along the northwest side adjacent to the Summit Road and convert the existing building for exclusive visitor use.

One of the most common of visitor complaints does not involve the visitor center, but the summit road and parking. The narrow road does not easily accommodate large recreational vehicles and the unhooking of trailers in the visitor center parking lot is mandatory because they are not permitted to use the summit road. As visitation increases, the problem of congestion becomes more critical each season. An NPS shuttle system from the base to the summit of Scotts Bluff may be the best solution to this problem. If this solution is chosen, it would alleviate the congestion and provide an opportunity for interpretation during the visitors' ride to the summit. The parking capacity at the visitor center would then have to be increased, but would probably create too great a physical and visual intrusion. The relocation of the entire visitor center complex would then have to be considered.

The trail system on the summit is the most widely-used area in the monument. Adverse conditions exist when visitors leave the defined trail, trampling vegetation and damaging potential geological and archeological resources. Expansion of

the trail system in other parts of the monument was recommended to lessen the impacts at the summit. The plan suggests a trail to the badlands connecting the lower part of the Summit Trail. It would lead through the Country Club area and connect to the canal road which cuts through the badlands. Riverside Park, which is owned by the city of Scottsbluff across the North Platte from the monument, could be linked to this trail system. The feasibility of this move needed to be studied, and was not approved or rejected by the 1976 plan.

In the area of interpretation, the purpose of the monument is described, and among the recommendations is upgrading the wayside exhibits and protection of the Jackson Collection, including the portion stored in the visitor center basement.<sup>40</sup>

Visitation patterns are also discussed at length in the plan. One-third of the visitors are from the local area, coming mainly on weekends. Another third come from other areas in the State of Nebraska, and the remaining third from other states. Most of this out-of-state visitation represents those who are traveling to major destination points like the Black Hills of South Dakota, or Yellowstone and Grand Teton National Parks. (Recent park surveys, however, show the following statistics: 22% regional, i.e. within 3-hours driving

distance; 56% national; and 1% international<sup>41</sup>). In 1976, the monument hosted around 175,000 visitors, most of whom arrived during the summer months. Daily peak visitor loads can reach as high as 1,500, but average 1,100 people. Summer evening amphitheater programs are the most popular attractions drawing as many as 750 people.

Such heavy use of the monument's fragile resources, especially in the summit area, results in the acceleration of erosion which creates ugly scars on the natural landscape: "However, most parts of the monument are greatly under-utilized. A substantial visitation increase, both in terms of number and length of stay, could be accommodated while maintaining a high-quality experience, particularly if interpretive programs are expanded."<sup>42</sup>

The average visitor at the monument arrives with his family and spends between one and two hours. They usually park at the visitor center and tour the museum first. After touring the interpretive center, most visitors drive to the summit to see the view and walk over some of the foot trails. Some use the summit trail and walk to and from the summit.<sup>43</sup>

An Interpretive Prospectus, approved in April 1978, was compiled by a team from the monument and Harpers Ferry Center.

The purpose of the prospectus is to "achieve [the] most effective utilization of existing facilities, with minor alterations"<sup>44</sup> to enhance interpretation. It recommends various alterations in the exhibits and an increased emphasis on the audio-visual program. Rehabilitation of the Jackson Wing's lighting and security systems was seen as the most serious problem.<sup>45</sup>

On June 5, 1978, a new Statement for Management was approved by Midwest Regional Director Merrill D. Beal replacing an earlier plan approved in 1971. Within the document, the current management objectives are stated:

- A. To preserve and maintain the historic visual integrity of the bluff and Mitchell Pass, and provide for their protection and use.
- B. To restore the vegetative and wildlife communities of the Monument to a condition as near the historic state as practical and feasible.
- C. To identify, inventory, and monitor the condition of the geological, paleontological, and cultural resources and to manage and interpret them in a manner consistent with the requirements of historic preservation law and policy.
- D. To interpret the historical significance of the Monument as it relates to the overland migration and westward expansion.
- E. To provide access and facilities for the appropriate use of the Monument in a manner consistent with the protection and management of the scenic, scientific, and cultural resources.

- F. To assist visitors in their use of the Monument and surrounding area through the provision of adequate information.
- G. To provide for the safety and protection of the visitors, residents, and employees of the Monument.<sup>46</sup>

On November 3, 1981, Jimmie L. Dunning, Midwest Regional Director, approved the Statement for Management and Resources Management Plan (RMP) for Scotts Bluff National Monument.

MAINTENANCE: THE SUMMIT ROAD AND ROCK SLIDES

Rock slides along the summit road have occurred since the road was first built during the Depression. The fear that a major slide might someday injure or kill people is a constant concern for Scotts Bluff administrators. There have been many solutions proposed, the most radical being to abandon the road and construct a sky tram or lift up to the summit.

In late 1965 and early 1966, a major step was taken to stabilize the cut rock slopes above the summit road. Concentration was placed on the area of the bluff between the second the third tunnels. A bid of \$29,831.50 by a local contractor was accepted in the fall of 1965 to scale loose overhang material from the bluff walls. The project was supervised by

the Bureau of Public Roads and the final phase was completed by May 1966. A tinted gunite, or shotcrete, layer was applied to a portion of the wall in hopes that the hard covering would eliminate dangerous rockfalls.<sup>47</sup>

A review of the work was conducted in October 1966. The tinted gunite, upon thoroughly drying, failed to assume either a consistent, uniform color, or blend in naturally with the sand- and siltstone. The reviewer commented, "Although the shot-crete [sic] treatment is holding well, its appearance is much less than satisfactory since the coloring agent left an effect similar to a pinto horse."<sup>48</sup>

Two separate rockslides occurred on August 12, 1967, and both times visitors' cars were trapped above the slides for two hours while one lane of the road was cleared by hand shovels to allow the visitors to drive away. These slides blocked the road between the second and third tunnels, beyond the previous stabilization work. Contractor's equipment was used and by noon, the next day, the road was cleared of debris. Superintendent Holder reported:

These occasional slides will continue to occur, and it appears to be impossible to pin-point the potential trouble spots. Nothing short of back sloping and guniting the entire wall will solve the problem, and this would no doubt be prohibitively expensive. An engineering study, however, would be welcome.<sup>49</sup>

Architect Vance L. Kaminski from the Midwest Regional Office was dispatched to survey the problem. He noted that the poor color match of the gunite patch "still appears as a scar on the hillside," and added:

Attempts to stabilize the slopes have apparently been only partly successful. A potentially hazardous condition still exists. We have been fortunate that a car was not driving by at the moment one of these major slides occurred.

I suggest that we open the subject to further study, and include the possibility of abandoning the road entirely, and using an aerial tramway to transport visitors to the summit.<sup>50</sup>

Two years later, on June 27 and 28, 1969, the A. C. Smith Company of Scottsbluff scaled a dangerous overhang from the summit road above the 1966 gunite blanket for \$885.75.<sup>51</sup> On April 1, 1970, D.C. Harrington, Chief of the Federal Highway Projects Division of the Federal Highway Administration, informed the Park Service that the four-year old gunite patch was deteriorating and should be removed. He recommended taking the failing shotcrete off, sealing the surface walls with a waterproofing substance, and then applying a thin membrane solution. For added safety, Harrington suggested that "cable drapes" of chain link fencing suspended on cables over the bluff above the road to control any future rockfalls.<sup>52</sup>

The Midwest Regional Director concurred that the 1966

patch had failed, but only authorized the removal of the gunite, to clean or scale any loose material, and to leave the bluff exposed.<sup>53</sup>

The gunite patch, which continued to break, bulge, and shift, did not wait for the contract for its removal to be awarded. Without warning, the center quarter section of the gunite broke loose and crashed onto the roadbed below. As with past rockslides, no cars were traveling on the road beneath and no one was injured. With one lane blocked and another portion of the gunite loose and threatening to fall, the entire road was closed. The A. C. Smith Company was paid \$768.62 over the next two days to remove the debris. The cost for removing the remaining gunite was set as high as \$30,000.<sup>54</sup>

The next major scaling project was a \$2,000 contract in 1975. An operations evaluation team reported on the problem:

It would seem to us that any legitimate effort to increase the safety of visitors along the bluffs road by scaling these rocks would require a much more concentrated and expensive effort than this. In addition, we would doubt that even the most massive effort to clean the cliffs of falling rock hazards would be absolute. Consequently, we wonder if minimum efforts such as the proposal for the \$2,000 scaling job aren't just "window dressing" or just a show of good faith to protect us from tort claims.<sup>55</sup>

A major rockslide occurred in late August 1980. An estimated 5,000 tons of debris in depths up to 30 feet blocked 150 feet of roadway. One family from Seattle was trapped at the summit for several hours until a narrow path could be cleared. Emergency funds of \$5,000 were appropriated from the NPS Washington Office to clean up the slide. The road, constructed from cement, was not badly damaged, but 20 feet of curb and sidewalk were crushed and needed to be replaced. The summit road was closed to visitors for eight days.<sup>56</sup>

The most recent rockslides of significant size occurred in the summer of 1982 when approximately 500 cubic yards of material became displaced over a period of 10 days, once again trapping visitors for a short time. The park subsequently adopted a policy of temporary road closures following extremely heavy rains.<sup>57</sup>

No permanent management decision has been made to resolve the rockslide problem on the summit road. While many alternative actions have been suggested, the status quo remains the modus operandi, and park administrators continue hoping that no tragedy will occur. Another in a long line of stopgap measures, a 1983 cyclic maintenance project included some minor scaling and initiated an engineering study directed toward resolving the problem.<sup>58</sup>

GENERAL PARK MAINTENANCE: A CHRONOLOGICAL ACCOUNT

The NPS physical plant at the monument was largely complete by the beginning of World War II, and many additions and improvements have been made in the ensuing decades. What follows is a chronological account of maintenance projects worthy of note (excluding summit road stabilization) since the compilation of Harris' administrative history.

1959: Construction of interpretive signs was completed. The signs included five located in the ruts of the Oregon Trail; the "High Point" sign on the summit; signs marking the Summit-Museum Trail and Jackson Campsite; routed aluminum signs at Mitchell Pass and the South Summit Overlook; the Hiram Scott bronze plaque on the summit; and an interpretive sign at Scotts Spring.<sup>59</sup>

1964: A precision chemical solution feed pump for water chlorination was installed in April. Contamination of the monument's water supply, which occurred each July since the beginning of the decade, was eliminated.<sup>60</sup> A move to standardize the "bewildering variety" of interpretive signs and markers was also initiated. Murray George of the Midwest Regional Office was dispatched to formulate a Sign and Wayside Exhibit Plan intended to formalize and standardize the

monument's sign program. The effort marked the first attempt to accomplish this goal since the 1919 establishment.<sup>61</sup>

1965: A new trail to the amphitheater ("campfire circle") behind the visitor center was built. Two floodlights and four trailside lamps were also erected.<sup>62</sup>

Other trail construction involved the Summit Trail. The lower reach of the trail (Route 1) from Scotts Spring to the summit became "so deeply eroded by water, wind and pedestrian traffic" that it was a hazard to visitors. Not only this unpaved portion of the trail, but the section from the concrete stairway (Station 72) to the Saddle Rock turn (Station 65) was condemned as unsafe. Chief of Area Services Charles J. Novak reported to the Regional Office:

Overhead rock spalls, a high cliff with vertical and overhanging walls paralleling the trail's edge and unstable material along the cliff edge are the factors constituting the safety hazard.... Possibilities are not remote that trail users may be struck by rocks falling from the cliffs above them, they may step or fall over the edge of the cliff or the cliff edge may slide out beneath their feet.<sup>63</sup>

Novak recommended a bypass be constructed between Stations 78 and 63 to obviate the hazard. The bypass, completed by 1966, reduced the length of the Summit Trail by 1,000 feet.<sup>64</sup>

1966: Modernization of the public comfort stations, paving 600 feet of the Saddle Rock Self-Guiding Nature Trail, and rehabilitation of the William Henry Jackson Room were major maintenance projects in 1966.<sup>65</sup>

1967: The obliteration of the Mitchell Pass concrete pull-off on Nebraska 92 was completed. It marked the eradication of another visual intrusion on the historic setting of Mitchell Pass.<sup>66</sup>

1969: The Bicycle Trail paralleling Nebraska 92 linking up to a similar trail to be built by the city of Gering was paved with black asphalt.<sup>67</sup>

1972: The maintenance shop space was insulated and heated, and a new florescent lighting system was installed in the administrative offices. Emergency work was done on the Summit Trail. Neighborhood Youth Corps workers helped clean and patch 1.6 miles of the trail which was blocked and damaged by a rockslide. Repair work was also done on the summit road with 75 percent of it receiving crack and joint sealing. Another revamp of the sign program was done as the monument changed to a new Servicewide sign system. One-half of the interpretive signs were refinished.<sup>68</sup>

1974: The maintenance division facilities were augmented with the construction of a maintenance shop in the utility area.<sup>69</sup>

1975: The visitor center fire alarm system was improved and the symbolic (International) sign program was finished.<sup>70</sup>

1977: With the acquisition of the Country Club property, the clubhouse, pool, and outbuildings were obliterated and the reclamation of the area to native grassland was begun.<sup>71</sup> Fee collection was interrupted during September and October with the construction of a new fee collection station.

1980: Minor patching of a six-inch-thick concrete roof on the Superintendent's Residence (Quarters #11) was done.<sup>72</sup>

1981: With budgetary constraints, the maintenance staff was the smallest it had been for decades as most seasonal and contracted help was eliminated. Painting all of the structures in the headquarters area was done under the cyclic maintenance program. An addition to the maintenance shop, several new bays and a curatorial storage area, was constructed by NPS employees.<sup>73</sup>

MANAGEMENT APPRAISAL AND OPERATIONS EVALUATION REPORTS

A series of management/operations reports were written in the late 1960s and 1970s for Scotts Bluff. A management appraisal report in 1969 recommended that a permanent historian position be reestablished for the historic area and that the position of maintenance foreman I be established. It also recommended that a "bus or alternate type of transportation" be adopted to transport visitors to the summit, and that burning in the incinerator at headquarters be discontinued. From this point on, all solid waste was taken to the sanitary dump in Gering.<sup>74</sup>

An operations evaluation report (OER) in 1970 also endorsed the question of reestablishing a permanent historian position at the monument. The historian's talent would be devoted to both natural and historical concerns within the interpretive program, resource management, visitor activities, and maintenance. The OER also called for the removal of the maintenance workshop from the visitor center basement. The room more appropriately could then be used for a meeting place for staff and students, the ESA program, and the monument library, thereby alleviating congestion in other areas of the building.<sup>75</sup>

Recommendations in a 1972 OER included cataloguing and accessioning the Cook Collection, increased utilization of special employment programs like the Neighborhood Youth Corps (NYC), revision of the publications display and information service in the visitor center lobby, and the separation of cooperating association funds (OTMA) from Government accounts.<sup>76</sup>

A 1975 OER commented on an aborted architectural and engineering (A&E) planning effort at the monument. The A&E team ignored the requested minor revisions for the master plan and "ran amuck" producing a "grandiose set of redevelopments." The A&E planning report was written off as a total loss. The recommendation in the 1975 OER called for the Midwest Regional Office to provide the required A&E expertise to make the minor revisions in the master plan.

Another area the 1975 OER discussed was the visitor entrance to the summit road between the visitor center and the park residence. It termed the area "poorly designed, congested and narrow," and advised that the entrance station or kiosk be replaced.

The 1975 OER praised the interpretive exhibits at the monument stating that the visitor center "is pleasing and a

credit to the National Park Service." Praise was also given to the living history/cultural demonstration program. It noted that the program centered around the replica Conestoga wagon where demonstrators are involved in fire making, preparation of sourdough, cooking hotcakes, preparing a salt pork and coffee meal, repairing a wagon wheel and other maintenance tasks, and general homemaking chores. The OER recognized the popularity of the living history program by the large numbers of visitors in attendance and their involvement in the program. Especially appreciated was the distribution of samples of the prepared foodstuffs to the visitors. This popular practice was adopted, however, only after an official sanction was received from the Scotts Bluff County Sanitarian and the U. S. Public Health Service.<sup>77</sup>

The same Operations Evaluation Team returned three years later and commented that "a great amount of progress has been made" at the monument since the 1975 OER was written. Much of the progress came in the field of administration:

The management climate is generally open, communicative and is utilizing delegations effectively. The gains in this regard are most dramatic in terms of how the operating budgets are formulated and executed. We were pleased to note that the park, as seen by the visitor, is very presentable and is obviously receiving adequate care by the maintenance division.<sup>78</sup>

The 1978 OER determined that the major management deficiency was in the lack of long-range planning and priorities: "There is not a unity of understanding regarding managements' goals and priorities by personnel."<sup>79</sup>

#### CORE MISSION/BASIC OPERATIONS

In 1981, the Office of Management and Budget requested that all Federal agencies formulating their F.Y. 1982 budgets operate each organizational unit at the "minimum acceptable level" to assist the Reagan administration to combat escalating Federal budget deficits and spur economic recovery. Secretary of the Interior James G. Watt and NPS Director Russell E. Dickenson concurred, and stated that their respective agencies should "get back to the basics" and exercise fiscal restraint. In response to a letter from Director Dickenson dated October 16, 1981, the mandate of the NPS was for each park to formulate its own Core Mission Declaration. The initiative within the Midwest Region, as in the other nine regions, was termed "Basic Operations." The Basic Operations objectives at Scotts Bluff National Monument determined in November 1981 are:

To preserve and protect the natural resources of the park from deterioration caused by all but natural processes.

To preserve and protect the primary cultural resources within the park, here defined as the remnant Oregon Trail and the museum collection, from all deterioration as much as possible and feasible. And to provide secondary (archeological) resources protection or salvage as management of other resources dictates.

To provide most park visitors the opportunity to both view and experience those features of historic significance for which the area was established, and to acquire knowledge of the life of the pioneers as they crossed the Oregon Trail and the meaning of the park resources to them.

To interpret, primarily through exhibits, the geological story of the bluffs.

To protect park visitors, employees, and resources in compliance with acceptable health and safety codes and standard law enforcement practice.

To prevent deterioration of those structures and works which comprise the physical plant of the park.

To maintain the visual integrity of Mitchell Pass, and its approaches.<sup>80</sup>

Under the Basic Operations program, Superintendent Alford J. Banta pledged that Scotts Bluff would:

Postpone or not undertake the restoration of prairie to six parcels of land acquired through recent land acquisition.

End off-site interpretive programs (already limited) and discontinue work with the environmental study area.

Reduce evening programs and special events to those funded largely by donation and requiring little preparation.

Postpone indefinitely additional land acquisition.<sup>81</sup>

Inflation and extremely severe budgetary constraints in early 1980 saw Scotts Bluff already tightening its belt a year before the NPS Core Mission initiative was announced. Summer operating hours were reduced one hour from 8 a.m.-8 p.m. to 8 a.m.-7 p.m. Living history demonstrations, which previously were four times a week, were limited to weekends only. Seasonals on the Interpretation and Resource Management (I&RM) staff were reduced by three, and the janitorial staff was cut to only one.<sup>82</sup>

Currently Scotts Bluff continues to operate under its Basic Operations program. Land acquisition of two private inholdings remains on the table, but work on prairie restoration has progressed.<sup>83</sup>

#### SOIL AND MOISTURE CONSERVATION AND WILDLIFE MANAGEMENT

The climate of the central prairie is characterized by hot, dry summers and cold winters. Scotts Bluff receives an average of 15 inches of precipitation annually, with most of the precipitation falling in spring or early summer. With the semi-arid climate, revegetation of disturbed areas is slow. Even with normal amounts of precipitation, ground cover requires two to three years to reestablish itself. Combined

with the erosion-producing aspect of the indigenous high winds and intensive visitor use, the potential for substantial damage to vegetation and soil is great. The picnic area was obliterated in the 1940s when abuse and overuse of the area reduced it to dust-bowl conditions.

Beginning in the early 1960s, a revegetation program was adopted to ensure that similar damage was not done to the summit area where heavy foot traffic had destroyed the grass cover and exposed sizeable portions of the delicate bluffs to the eroding winds. This is the principal reason why monument trails are paved.<sup>84</sup>

Trail short cutting is a problem, particularly on the summit. Visitors trample vegetation adjacent to the trails and along paths they create at unauthorized locations. By the mid-1960s, experiments with revegetation in these areas under the soil and moisture conservation program began to show encouraging results. By transplanting the omnipresent yucca plants in the problem areas, visitors are discouraged from diverting from the established trails.<sup>85</sup>

Weed infestation is another problem. Canada thistle (Cirsium arvense), an Old World herb with small purple or white flower heads, can cause havoc on prairie lands. In 1965, the

infestation of Canada thistle, a troublesome weed in North America, was rampant along the North Platte and monument boundaries. A community weed control district was organized and in a cooperative effort, an ongoing program of vigorous control of Canada thistle and other noxious weeds was carried out on adjoining lands.<sup>86</sup>

A severe drought struck the monument in 1964 and 1965. Normal precipitation from the period of July 1 through April 30 is 8.66 inches, but actual precipitation was 3.52 inches during this period. Dry conditions killed hundreds of junipers and posed a potential fire hazard. The lack of precipitation contributed to the weakening of the ponderosa pines and the introduction of a needle blight infestation. A spraying program was undertaken by the NPS and the U.S. Forest Service. Two separate spraying sessions were conducted to control the pine aphid infestation. Special attention was devoted to nearly 1,000 such trees on the summit and approach areas which are highly susceptible to blight and other types of disease and insect attack.<sup>87</sup>

A large reseeding program was undertaken in the early 1970s along the western boundary. The Morrison tract, totaling nearly 72 acres of farmland, was reseeded with western wheatgrass, blue grama, little bluestem, and side oats grama, a

native grass seed mixture recommended by the Soil and Conservation Service. A grass mower was purchased for the first 40 acres of the newly-seeded tract to reduce competition from annual weeds.<sup>88</sup> The next year the remaining 32 acres were plowed and seeded into millet, but dry conditions prevented them from reseeding.<sup>89</sup> In 1974, they were plowed and seeded with cane in the spring, then disked and seeded with native grasses in the late fall.<sup>90</sup>

A fire management plan, instituted in 1983, initiated prescribed burn operations in the park. Approximately 800 acres were involved in the controlled burn program.<sup>91</sup>

Erosion problems along the remnant of the Oregon Trail in Mitchell Pass in the early 1980s resulted in a planning effort to combat the destruction of the precious cultural resource. Water run-off in the wagon trough through Mitchell Pass accelerated the natural erosional process "damaging the trace" and "creating tripping hazards for park visitors."<sup>92</sup> A Fiscal Year 1983 cyclic maintenance project provided for preliminary planning for erosion control and drainage along the historic trail.<sup>93</sup>

Erosion, however, is precisely how the natural environment of the badlands formed. Former Custodian Merrill

J. Mattes recalled one day when the monument received seven inches of rain all at once and he witnessed a vivid demonstration of badlands erosion:

One day we had 7 inches coming down all at once--a real cloudburst. We were safely inside. Afterward, I stepped out and heard a roaring sound. What it was was water from the bluffs rushing down and into the badlands with tremendous velocity just like it was going through a steam turbine into a reservoir. I walked over there and here this water was just roaring through there in the badlands which are normally dry.... That was a very dramatic demonstration of erosion you get which is only occasional, but when it happens, it's violent.<sup>94</sup>

In the area of wildlife management, the birds and other animals on monument property are protected by Federal law. During the annual hunting season, NPS Rangers patrol the monument to discourage poachers from killing any of the deer or other creatures which inhabit monument grounds. Inevitably, deer are killed unintentionally by passing motorists on Nebraska 92. Three deer were killed in this manner in 1979, for example.<sup>95</sup>

An old wildlife management concern reappeared after 40 years in late 1981. Prairie dogs, vanished from Scotts Bluff since 1943 when they were poisoned and driven out by farmers, established a colony in the northwest section of the monument. It remains a mystery from where the prairie dogs came, but a monitoring plan to document the number and movement patterns of

the animals is required for administrators to manage the new colony effectively.<sup>96</sup>

COOPERATIVE ASSOCIATION: OREGON TRAIL MUSEUM ASSOCIATION (OTMA)

The Oregon Trail Museum Association (OTMA) was formed on June 20, 1956, and incorporated in 1959 as a nonprofit organization to assist the NPS interpretive effort at Scotts Bluff. Before the OTMA was formed, the Rocky Mountain Nature Association operated a sales counter in the visitor center lobby beginning in June 1943. The nonprofit cooperative association uses funds from the sale of postcards, pamphlets, and other souvenirs to help the NPS enhance its library and interpretation programs and pursue land acquisition and visitor education programs.<sup>97</sup> Since the establishment of Agate Fossil Beds National Monument in 1965 and its administration by the Superintendent of Scotts Bluff, the OTMA serves both parks.

Around 1960, the OTMA and local contributors acquired an original Conestoga wagon which, for unknown reasons, was not kept at the monument following the superintendency of John Henneberger who left in January of 1962. Henneberger recalled:

In 1959 or 1960, we (the town of Gering and the OTMA) obtained an original Conestoga Wagon (circa

1825) from Pennsylvania. It was displayed at the monument through my tenure and driven in the Gering Oregon Trail Days Parade. It's a shame (really criminal) it was not kept at the monument.<sup>98</sup>

The decade of the 1970s was a period of phenomenal growth for the OTMA. Sales exceeded \$10,000 for the first time in 1972, the year a new sales desk and publication display shelves were built for the visitor center lobby. The new display "greatly improved the appearance and efficiency of sales" and thus spurred an increase in sales.

Because most Scotts Bluff Volunteers in Parks (VIPs) are usually OTMA members, a ready reserve of cooperative association members are available for the VIP program.<sup>99</sup>

In 1973, the loss of the original Conestoga wagon was ameliorated. The OTMA purchased and donated to the museum a replica Conestoga wagon from Ozark craftsmen at Silver Dollar City, Missouri, for \$2,500. The Conestoga has since become the focal point of the living history demonstrations along with a Murphy wagon purchased in 1979. Indian crafts made by Nebraska panhandle Sioux Indians and purchased through the Platte Valley Lakota Association of Gering were added to the OTMA sales items in 1973,<sup>100</sup> but were later discontinued.

An operation evaluation report (OER) in 1975 noted that

Chief of Interpretation and Resource Management Al Haeker, the Executive Secretary of OTMA, spent nearly 35 percent of his NPS work time dealing with OTMA-related business. With an annual budget of more than \$11,000, the OER recommended that, in the absence of a business manager, the OTMA hire a part-time bookkeeper to reduce the non-NPS workload on the I&RM chief.<sup>101</sup> In 1977, the OTMA did hire a business manager in addition to a summer sales clerk.

Gross sales in 1978 totaled \$20,334. Thirteen hundred dollars were donated to the park for its interpretive program. The living history program's daily operating needs and the rental on films shown at the weekly evening programs were funded by the organization. OTMA operations were rearranged and redesigned in 1978 to present a "more businesslike format of operations."<sup>102</sup>

In 1981, a new exhibit was added to the Oregon Trail Museum, a replica Mormon handcart. It was purchased and donated by the OTMA in conjunction with other local individuals and local businesses. The production of the handcart was assisted by members of the Church of Jesus Christ of Latter Day Saints.<sup>103</sup>

A 1981 meeting of the board of directors revealed that

sales exceeded \$31,000 during the year and that the OTMA was launching a program to achieve two principal objectives over a five-year period. The first goal required \$10,000 to assist the NPS in historic object protection and preservation at the Oregon Trail Museum. The funds would be used to install adequate fire and theft alarms, nondestructive lighting, and an advanced climate control system. The second goal called for \$5,000 to fund historical research concerning all Agate Fossil Beds-related paleontological studies. The research grant would be jointly funded with the NPS.

The board meeting also saw some important by-law amendments approved. Two NPS employees were awarded seats on the board as non-voting, ex-officio members. The park coordinator of the association, usually the chief ranger, and the Superintendent of Scotts Bluff, respectively became the eighth and ninth members of the OTMA Board of Directors.<sup>104</sup>

#### COOPERATIVE AND MUTUAL AID AGREEMENTS

A meeting in Denver between NPS officials and representatives of the Bureau of Reclamation in January 1969, resulted in both parties agreeing that the transmission power lines through the monument should be removed and buried. NPS

officials insisted that the cable, which would be buried along the shoulder of Nebraska 92, not be allowed to cross or disturb the Oregon Trail. The Bureau of Reclamation estimated that the cost of the project would be \$100,000. The meeting marked the first serious attempt to resolve the 40-year-old problem, but both sides agreed that there was "not much hope for funding" the project.<sup>105</sup>

Undaunted by the bleak funding outlook, Superintendent Rouse pledged to continue negotiations with the Roosevelt Public Power District (RPPD) and the local chambers of commerce to obtain the above-ground removal of the "obtrusive 34.5 kv overhead power lines."<sup>106</sup> Success came in 1977 when a letter of agreement was signed with RPPD to remove and bury the transmission lines, and for the NPS to build the "Emigrant Substation." The lines, which supply the park with electricity, were buried leaving only one set remaining on the power poles.<sup>107</sup>

Success on the removal of the remaining power lines began on September 12, 1979, with the signing of a letter of agreement between the NPS, the Wyrulec Company, and the Department of Energy/Western Area Power Administration (WAPA). The three-party agreement called for the removal of WAPA's 34.5 kv Lyman to Gering Transmission Line in and near the boundaries

of Scotts Bluff National Monument. The NPS agreed to pay \$100,000 to move the WAPA line and transformer, and to build a new line. The removal of the lines was scheduled for the spring and summer of 1980.<sup>108</sup> Midwest Regional Director Dunning, commenting on the cooperative agreement, stated:

Speaking strictly from the standpoint of economics, this proposal is by far the best for all parties concerned, especially the National Park Service, as it appears that we can achieve the goal of removing the transmission line from the monument, eliminate the necessity of an underground transmission line through the historic area, and most importantly, save the government over \$200,000.<sup>109</sup>

Because of contract troubles, the project was delayed three years. Details concerning transmission lines outside the monument were renegotiated and price estimates readjusted.<sup>110</sup> (The lines were removed in the spring of 1983).

During the 1960s and 1970s, no cooperative agreements existed between the monument and the Gering and Scottsbluff Volunteer Fire Departments. Only informal, verbal agreements existed with the fire departments despite the efforts of past superintendents to negotiate agreements based on NPS-20 guidelines. Superintendent Bob Burns wrote in 1978 that "We know from past experience that none of these departments will enter into a formal written agreement as outlined in NPS-20."<sup>111</sup>

The impasse was overcome, however, in 1980 when a Mutual Fire Assistance Agreement was signed between the Park Service and the Gering Volunteer Fire Department on September 23, 1980. The agreement is for five years with the option to renew, and provides for "mutual assistance in preventing, detecting, and suppressing fires" as well as "search and rescue assistance."<sup>112</sup>

A Mutual Aid Agreement signed in March 1980 between the park and the Scotts Bluff County Sheriff's Office enhanced the law enforcement program at the monument. Two NPS employees, Chief Ranger Chris M. White and Park Ranger Lawrence A. Blake, were both deputized as county law enforcement officers.<sup>113</sup> This important step symbolizes the close cooperation that exists between the local community and the National Park Service.

#### SPECIAL USE PERMITS

Very few special use permits are issued at Scotts Bluff. In 1969, a five-year agreement was signed with the Union Pacific Railroad for use of the pedestrian trail across the right-of-way and through culvert number 148.65. The agreement

contained a one-year extension clause and was negotiated in connection with the newly-opened Environmental Study Area.<sup>114</sup>

In 1975, a special use permit was reissued to the Gering Industrial District (GID) for the continued use of a ditch riders residence. The permit allowed for the use of one acre of land along the Gering Irrigation Canal upon which a two-bedroom house and storage shed is located. Problems with the house--neglect, late-night drinking parties, broken windows, and trash and weeds in the vicinity--were duly noted a few years later by the superintendent in a protest letter to the GID.<sup>115</sup>

On August 1, 1975, a ten-year special use permit was issued to the State of Nebraska, Department of Roads, for an 80-foot right-of-way within the monument to operate Nebraska 92. This permit followed a previous one issued on February 20, 1956, for a period of 20 years. Nebraska 92, originally Highway 86, was built from 1937 to 1940, and was realigned in 1953. In all of the issued permits, the NPS has never surrendered any legal authority over the 80-foot right-of-way, and the Director retains the right to rescind the permit at any time.<sup>116</sup>

A long succession of "temporary" special use permits

concerns the former Scottsbluff Country Club golf course. In the mid-1970s, a local industrial development corporation asked the NPS for a lease on the three holes and two fairways totalling 5.5 acres in the "beehive" area of the monument. The initial response was negative, but upon an appeal to the Secretary of the Interior, the NPS relented and issued a one-year permit.<sup>117</sup>

Ownership of the business soon changed hands. The private Scottsbluff Country Club was divided and sold. The National Park Service purchased most of the facilities located within the authorized boundaries. The city of Gering purchased most of the golf course to operate as a city facility called the Gering Country Club.<sup>118</sup>

The Mayor of Gering appealed to the NPS to grant the city an interim special use permit to develop the golf course. The permit was granted on April 15, 1976, for a three-year period, but only on an "interim basis with no renewable clause...." On October 30, 1978, the mayor requested yet another extension, and an additional year was granted. In late 1979, course holes one and nine were relocated outside the boundaries, but tee number two, green number eight, and the access road remained within the monument. The course holes were reorganized and holes one and nine became holes three and

four respectively.

In April 1980, the final special use permit was awarded to the city of Gering for use of 92 yards of fairway and green for number three, 73 yards of fairway and tee box for number four, and the access road to the clubhouse. The agreement was for seven years, or April 14, 1987. The Secretary of the Interior noted:

We believe the National Park Service has given the City of Gering more than ample opportunity to accomplish the terms of the Special Use Permits, especially with the current one extending through April 14, 1987. In summary we have issued Permits covering the period April 15, 1976, through April 14, 1987, a total of eleven years.<sup>119</sup>

The 1980 permit allowed for use of the "beehive" area for seven years and a grassy area adjacent to the clubhouse for two years. No golf carts are allowed to damage the terrain, thus golfers are required to retrieve their balls on foot. Gering officials pressed for a long-term agreement, but the NPS was adamant that management goals of restoring the area to natural conditions would prevail. To refuse the seven-year extension, Superintendent Burns reasoned, the enterprise might fail and then be sold to private developers whose interests could diametrically oppose those of the NPS. To deny the extension might also impair traditionally good relations with the city of Gering.<sup>120</sup>

A petition to allow hang gliding at Scotts Bluff in 1977 was rejected for two reasons. First, NPS management policies for historic areas and the protection of the historic scene forbids it unless otherwise posted in designated areas. Second, safety considerations preclude such activity. Winds can exceed 50 m.p.h. eight months of the year, and reach 80 m.p.h. during two other months. The turbulence of the 10.6 m.p.h. average winds over the sheer cliff walls makes hang gliding at the monument extremely dangerous.<sup>121</sup>

#### CONCESSIONS

Before a cooperative association began serving the needs of the monument, the only concession permit, then called a Miscellaneous Service Permit, was awarded each year from 1940 to 1944 to Downey's Midwest Studio of Scottsbluff. The firm was allowed to "sell picture post-cards, colored photographs, Kodachrome transparencies and moving picture prints of views pertaining to Scotts Bluff National Monument, and neighboring Oregon Trail sites...."<sup>122</sup>

Since 1944, there have been no concessions awarded at Scotts Bluff, nor is there a need for any such operation

because of the proximity of the monument to a full-service community.<sup>123</sup>

#### FEE COLLECTION

An entrance fee to the summit road was first collected in the early 1940s at a temporary toll booth. According to former Custodian Merrill J. Mattes:

It was required by the Bureau of the Budget that some of the parks produce a little revenue.... A little place like Scotts Bluff, they said to collect a fee from people going up this road. We started out charging two bits a car, and they've collected it ever since even though it was uneconomical. It costs far more for personnel to do the collecting than the revenue, but it is still required by the Bureau of the Budget [Office of Management and Budget].<sup>124</sup>

(Presently, the fee returns more revenue than it costs to collect by a ratio of about 1.5 to 1).

Today, a special use fee of one dollar per visitor vehicle is collected at a permanent booth at the entrance to the summit road. The fee is collected every day during regular operating hours, but is not collected during the winter months when visitation drops dramatically. A decision pending in 1983, however, may result in the fee collection being instituted on a year-round basis.

Visitors on buses are charged a special use fee of 50 cents a piece. Buses present a special problem for the monument staff. Demands on NPS manpower become critical especially during peak operating times because park personnel must first close-off the summit road to all on-coming traffic to allow room for the mobile leviathans to negotiate the narrow curves. Vehicles pulling trailers are required to unhitch and leave their trailers in the visitor center parking lot.<sup>126</sup>

COOPERATION WITH THE NEBRASKA STATE HISTORICAL SOCIETY AND THE NORTH PLATTE VALLEY HISTORICAL ASSOCIATION

A Memorandum of Agreement signed June 21, 1956, between the Department of the Interior, the Nebraska State Historical Society (NSHS), and the city of Bayard, Nebraska, resulted in the joint administration of Chimney Rock National Historic Site. Chimney Rock, an important landmark on the Oregon Trail, was not officially designated a national historic site until August 9, 1956. The three-party agreement provides a direct working relationship between the Park Service and the NSHS at the historic site which is 23 miles east of Scotts Bluff National Monument.

The State of Nebraska owns the 83-acre site, but the NPS pledged in the 1956 agreement to erect a historical marker,

publish informational literature, give technical advice and assistance, and provide funding "within limits of available appropriations." The agreement also designates the Superintendent of Scotts Bluff National Monument the official local NPS representative to cooperate with the NSHS and the city of Bayard "in all matters related to the protection of Chimney Rock." Inquiries from the public are directed either to the Superintendent of Scotts Bluff or to the Director of the NSHS.<sup>127</sup>

The Nebraska State Historical Society held its annual spring meeting at the Scottsbluff Town Park Hotel in May 1964. The "Gering-Scottsbluff Rendezvous" marked the first time that the NSHS held a portion of its seasonal meeting at Scotts Bluff National Monument, a co-host of the event. The highlight of the meeting was the dedication of Rebecca (Burdick) Winters' grave marker. Winters was one of the many pioneers who died en route along the Oregon Trail and whose gravesite has been protected. At the monument, NSHS members were addressed by Park Historian Earl R. Harris on the centennial of Fort Mitchell. Park rangers, stationed atop Scotts Bluff, pointed out such historic sites as Laramie Peak, Fort Mitchell, Ficklin Springs Pony Express Station, Mitchell Pass, the Oregon Trail, Dome Rock, Courthouse and Jailhouse, Rocks, Chimney Rock, the Wildcat State Route, and Scotts Spring.<sup>128</sup>

Initial contact was made with the NSHS in late 1979 to have the Society microfilm all correspondence dealing with the administrative history of the monument, an estimated 10,000 pages.<sup>129</sup> Former Custodian and Midwest Regional Historian Merrill J. Mattes requested that records from 1934 to 1946 be declared surplus and added to the "Merrill J. Mattes Collection" deposited at the NSHS in Lincoln, Nebraska. The Mattes Collection began in 1976 when the Midwest and Rocky Mountain Regional Directors agreed that the papers of the Regional Historian in Omaha from 1946 to 1966 be declared surplus and given to the NSHS. The NPS donation amounted to 60 boxes of documents. The NSHS archives provide a permanent repository for the Mattes papers, which document the first active decade of development at one of the "major historical areas of the State of Nebraska."<sup>130</sup>

The documents to be microfilmed covered the period from 1932 to 1976. The correspondence, which totaled more than 10,000 items, was inventoried and shipped to the NSHS in April 1980. By mid-1981, the microfilming process was completed. The NSHS archivist organized the Scotts Bluff papers into four series:

Custodian's Correspondence, 1932-1936  
Special Subjects Correspondence, 1934-1967  
Reports and Research Data, 1933-1967

News Clippings and Printed Material, 1932-1976

Seven reels of microfilm were produced and the original papers were retained by the Society. The monument maintains two copies of the microfilm,<sup>131</sup> but curiously does not have a microfilm viewer.

An archeological survey of the monument, conducted for the NPS under contract with the NSHS in 1966, is discussed in the next section titled "Archeology."

Cooperation with North Platte Valley Historical Association (NPVHA) has largely involved its museum. Until the early 1970s, the NPVHA Museum was housed in an old store building in downtown Gering. The structure was inadequate and the exhibits were cluttered and disorganized. Plans for a new building were drawn up in mid-1971, and construction soon followed. NPVHA officials solicited and received NPS advice on design plans.

The NPVHA Museum exhibits depict the settlement of the North Platte Valley from 1885, a historical period which the monument's Oregon Trail Museum does not portray. The facility does not, therefore, duplicate the monument's museum. NPS contact is on an unofficial basis and has largely been characterized by "neighborly" visits by the Scotts Bluff

Superintendent or other monument personnel.<sup>132</sup>

### ARCHEOLOGY

Archeological investigations first began in the Scotts Bluff vicinity in 1932 and were followed by a succession of light excavations. The first archeological study done for the NPS came in 1966 when Wendell Frantz of the Nebraska State Historical Society compiled An Archeological Survey of Scotts Bluff National Monument. Survey procedures included surface collections and shovel tests. Frantz remarked that few conclusions could be drawn from the survey because of the limited cultural remains recovered. He continued:

It can be said that Scotts Bluff was occupied one or more times in the prehistoric past. The pottery and point types found suggest that some or all of these occupants were probably culturally affiliated to those of central Nebraska whose remains have been labeled [sic] the Upper Republican Aspect.

In view of the small amount of material found, further research work can not [sic] be recommended. While it is possible that more material could be found on the summit or that some shelters existed under rock ledges, Scotts Bluff probably did not play a major role as a living area in the prehistoric occupation of western Nebraska.<sup>133</sup>

Fortunately, the NSHS recommendation was not followed, and in April 1975, the Department of Anthropology at the

University of Nebraska-Lincoln conducted archeological reconnaissances at both Scotts Bluff and Agate Fossil Beds National Monuments. The surveys were conducted by Dr. Marvin Kay under a cooperative agreement with the NPS Midwest Archeological Center (MWAC). The primary objective of the surveys was to "locate, identify, and evaluate archaeological sites eligible for nomination to the National Register of Historic Places."<sup>134</sup>

Three previously unrecorded archeological sites were located at Scotts Bluff. The site that Frantz discussed in the 1966 report, 25SF11, was found to be "considerably larger" than he had described. The data gathered at one of the four sites led Kay to state that the "assignment of an Upper Republican cultural affiliation... is very tenuous."<sup>135</sup>

Kay proposed that both Scotts Bluff and Agate Fossil Beds are archeologically similar to Signal Butte and Ash Hollow Cave, two intensively-studied sites which "provide a comparative base, or datum, for western Nebraska archeology." The sites span the past 4,000 years and include the McKean, Plains Woodland, Upper Republican, and Dismal River cultural complexes. Short term or, most likely, seasonal encampments of small hunting parties made over a long period of time are represented at the two monuments.

As for potential eligibility to the National Register of Historic Places, Kay recommended more studies of the sites be conducted. He wrote:

Studies of subsistence, settlement, regional exchange and environmental reconstruction would provide a necessary theoretical framework for evaluating and nominating these Scotts Bluff and Agate Fossil Beds national monument sites to the National Register. Prior to completion of some or all of the above-listed studies, I believe that it would be premature to single out any of these sites as suitable for nomination. It should not be construed that these sites either in part or in their entirety are of insufficient quality or theoretical importance for National Register consideration. ...it should be clear that these sites are significant cultural resources requiring careful management, if not nomination at this time to the National Register.<sup>136</sup>

#### SAFETY

Visitors are urged to exercise caution when traversing the monument trails, and warned for their safety and for the preservation of the resource not to leave the designated trails. Rattlesnakes, while indigenous to the area, have not caused much alarm for Scotts Bluff administrators or visitors. Venturing too close to the edge of the bluffs can also be dangerous. The loose soil can easily give way and strong gusts of wind can cause the most sure-footed to lose his sense of balance. Common visitor injuries are principally restricted to

minor scrapes and sprains, but tragedy has struck three separate times since the 1919 Proclamation of Establishment.

The first of three men to die at the monument was a Civilian Conservation Corps (CCC) youth in 1935. Lawrence Campbell, 17, fell to his death on June 30, 1935, while working on the summit road near the first tunnel. He apparently lost his balance and fell 25 feet over the bluff's edge onto the rocks below.

The second fatality came on February 22, 1970, when Joseph Arnold Kinnersley, 12, of Scottsbluff fell to his death. The victim and his six companions hiked to the monument to explore the badlands when four of the boys, led by Kinnersley, decided to ascend to the summit. At the North Overlook, Kinnersley went beyond the trail and retaining wall to see if he could see his two friends in the badlands below. He lost his footing on the crumbling sandstone, landed on a ledge 30 feet below, and plummeted out over the cliff. The boy fell another 120 feet before striking the rocks and sliding 75 feet down the side of the bluff. He sustained massive head and body injuries. A community rescue squad, summoned by monument personnel, arrived, but the boy was pronounced dead at the scene.<sup>137</sup>

Four years later, three boys hiking below the North

Overlook reported seeing a body in a ravine. NPS personnel investigated an area 125 yards below and north of the North Overlook cliff and discovered the decomposing body of a young male. The body was removed the next morning, February 4, 1974, and the county pathologist determined that while the man suffered a broken leg and other minor injuries, his death was the result of exposure. The man was identified as Leonardo J. Hernandez-Chavez, 23, of Scottsbluff. Chavez was reported missing by his family on January 8, the most likely date of Chavez's death. Officials speculated that Chavez, who oddly did not drive his vehicle to the monument, was alone on the summit and lost his footing. Climatic conditions at the time included subzero temperatures and several inches of snow.<sup>138</sup>

#### ENERGY CONSERVATION

Conservation of energy became a priority in 1973 as NPS personnel devised plans to make the daily operation of Scotts Bluff National Monument more energy-efficient. The conservation program included insulating the two residence buildings, installing a day/night thermostat in the visitor center, weatherstripping windows and doors, and mowing the trail and road sides when needed and not on a regular schedule. Monument personnel elected to take shorter lunch periods and

close the visitor center one-half hour earlier. The effort to reduce energy consumption and thereby cut operating costs is a continuing program.<sup>139</sup>

#### YOUTH PROGRAMS

A proposal to establish facilities in various parks for a Youth Conservation Corps (YCC) program in 1962 met with little enthusiasm at Scotts Bluff. Since the old CCC camp was demolished before World War II, no such resident employment program has been instituted. To establish any new facility within monument boundaries would result in an intrusion on the historic scene, an unacceptable action. To build a Scotts Bluff YCC camp, Superintendent Harold R. Jones noted, would be unwise because it would be difficult to utilize the manpower. He suggested that considerable work for YCC personnel could be done at Lake Minatare in the Wildcat Hills State Recreation Area, and at the Bridgeport State Recreation Area.<sup>140</sup>

A Neighborhood Youth Corps (NYC) program began at Scotts Bluff in the mid-1960s as the result of an agreement with the Northwest Nebraska Community Action Council (formerly the Nebraska Panhandle Community Action Agency). Established under the Economic Opportunity Act of 1964, the NYC enrollees work

for a period of three months doing a wide variety of tasks. In June 1968, for example, construction began on the monument's Bicycle Trail link to Gering as a result of a cooperative effort with the NYC.<sup>141</sup> NYC labor was also utilized in 1973 to cleanup a dumping area on recently acquired land.<sup>142</sup>

The Boy Scouts of America have also helped with monument projects. In April 1971, local Boy Scouts cleaned up a junk-strewn flood plain on recently acquired land. The beautification effort was part of the Park Service's SOAR (Save Our American Resources) and the Boy Scouts' Conservation Good Turn programs.<sup>143</sup> (In the summer of 1983, an erosional control project on the Oregon Trail was accomplished).<sup>144</sup>

Comprehensive Employment and Training Act (CETA) workers are hired at the monument on a limited, as needed basis. Collectively, most CETA employees at Scotts Bluff have been American Indians and members of other minority groups.<sup>145</sup>

#### LAW ENFORCEMENT AND MONUMENT SECURITY

In 1977, monument personnel participated in an area drill which simulated a crash of a large commercial airliner. Superintendent Don Harper was the drill coordinator and Chief

Ranger Charles B. Cooper was the American Red Cross' First Aid and Food Chairman. All local, State, and Federal agencies participated in the first disaster drill ever staged in the Nebraska panhandle.<sup>146</sup>

Also in 1977, the superintendent and the chief ranger were invited to join the area law enforcement council made up of various law enforcement groups.<sup>147</sup> This recognition by community law enforcement agencies led to the 1979 mutual aid agreement with the Scotts Bluff County Sheriff's Office which resulted in the deputization of monument rangers. The rangers were subsequently certified by the State of Nebraska to use radar in their traffic control duties. Superintendent Burns characterized as "excellent" the relationship and cooperation with local police departments.<sup>148</sup>

The premier security breach (or an error in administrative judgement) in the monument's history occurred in the summer of 1957 when the entire collection of William Henry Jackson's original pencil sketches was taken from Scotts Bluff to Denver by the late artist's son. Historian Earl Harris, who was the acting superintendent in the absence of Frank Anderson, allowed Clarence Jackson to take the priceless collection to Denver where Jackson said he was going to copy the sketches for use in a book about his father. Harris' trust in Clarence

Jackson was soon questioned by officials in the Midwest Regional Office. This skepticism was well-founded as it soon became evident that Jackson had no intention of returning the sketches. The collection was out of Park Service possession for two years. All the sketches were finally recovered, but, according to former Midwest Regional Historian Merrill J.

Mattes:

I don't know how many trips Frank Anderson and Earl Harris made down to Denver. Clarence Jackson was holed up in an apartment there and apparently he was being very difficult. He'd tell them, "That collection really belongs to me." He gave them that sort of story. Then they'd be able to come back with two or three pictures. Then they'd make another trip to Denver.... I guess that Earl must've felt terrible about it, and Frank Anderson, too. There's an instance where tragically the collection could have been absconded with, or this crummy rooming house he lived in could have burned down.<sup>149</sup>

The worst breach of security in recent years came on September 5, 1980, when a revolver owned by the late William Henry Jackson was stolen from the Oregon Trail Museum. The 1851 Colt percussion revolver disappeared from a flat-topped glass display case in the rear of the Jackson Room. The historic revolver was never recovered. After the theft, tamper-resistant screws were installed in the museum display cases and the staff was reminded to increase security checks in the building.<sup>150</sup>

As a direct result of the theft, a draft security plan for Scotts Bluff National Monument was compiled in March 1981 "to assure the physical security and protection of the historical artifacts displayed and stored in the Visitor Center/Museum complex and the Quonset hut behind the Superintendent's house." The plan calls for the acquisition of additional locks, safes, lighting, and alarms to secure the buildings and deter potential intruders. In the planning stage, a fire and intrusion alarm for the visitor center and Quonset hut will be directly linked to a dispatcher and both ranger residences. When the present superintendent's house is removed (late 1983), the Quonset hut will be left without adequate protection despite the alarm systems. It is the present storage facility for a large segment of the priceless Cook Collection. The report recommended, therefore, that funding be found for the relocation of the structure whenever the house is removed. Another recommendation called for installing silent alarms in the areas where money is handled, at the OTMA sales desk and the entrance fee collection station.<sup>151</sup>

PART IIIMISSION 66 AND SPECIAL EVENTSSCOPE OF THE SCOTTS BLUFF INITIATIVE

The second era of development at Scotts Bluff National Monument came with implementation of the "MISSION 66" program in the mid-1950s. This program was conceived to improve and upgrade each NPS unit in anticipation of the 50th anniversary of the Service in 1966. Planning for the monument's MISSION 66 program was accomplished between 1955 and 1956 under Superintendent Frank H. Anderson. The majority of construction and land acquisition was completed in the late 1950s under the guidance of Superintendent John W. Henneberger. Because the first era of development during the Depression resulted in the establishment of the basic infrastructure, the monument did not require a major, prolonged building effort. Thus, Scotts Bluff was one of the few NPS units to complete its MISSION 66 improvement program during the first half of the decade-long effort.

According to former Superintendent John Henneberger, Midwest Regional Director Howard Baker was also instrumental in the success of the MISSION 66 developments at the monument:

Howard Baker [deserves] some... credit for the MISSION 66 developments. He had a long history with Scotts Bluff from at least 1937 to 1964. He probably had more influence on Scotts Bluff planning and development than anyone else; including Horace Albright, who I guess pretty much set the development where it is today.<sup>1</sup>

The most significant impact of MISSION 66 involved the monument's trail system. The only surfaced trail was constructed in 1953 from the summit parking area to High and Observation Points, a distance of 0.6 mile. Under MISSION 66, the trail system more than doubled with the construction of a 600-foot spur trail south from the summit parking area to the South Overlook. The trail from the summit to Scotts Spring was blacktopped and a new trail was constructed from Scotts Spring to the museum.

Another trail project (which was obliterated within 10 years) was a trail leading from the Mitchell Pass parking area, paralleling the Oregon Trail to Jackson's Campsite. With the expanded trail system, new wayside exhibits and interpretive signs and markers were required. These signs were concentrated along the Oregon Trail, Mitchell Pass, and summit.

Other interpretive improvements involved the construction of the "campfire circle," a 250-seat amphitheater for summer historical demonstrations, and the addition of a permanent park ranger to provide information, conduct guided

tours, and act as caretaker of collections. With the organization of the cooperating association, an important boost to the interpretive effort came in 1958 with the publication and sale of an official handbook of Scotts Bluff written by Merrill J. Mattes.

Other MISSION 66-funded improvements involved soil and moisture conservation, erosion control of the Oregon Trail ruts, an air-conditioning system; a fireproof, concrete vault; an addition to the utility area, and a second residence "thus assuring the presence of Park Service personnel in the area during the absence of the Superintendent."

MISSION 66 construction began in 1958, and by 1959, a sizeable percentage of the program was complete. Cost of the Scotts Bluff MISSION 66 initiative was set as follows (this figure does not include the revision of exhibits in the Oregon Trail Museum which began in 1960):<sup>2</sup>

Development of necessary roads and trails	\$35,100
Utility developments, wayside exhibits campfire circle, etc.	46,300
Employee housing, utility building, and minor building activities	38,500
Seeding and planting	1,200
Total Cost of MISSION 66 Development	<u>\$121,100</u>

With the swift completion of the MISSION 66 development by 1960, Scotts Bluff was able to begin the "transition from

the MISSION 66 prospectus to the Master Plan"<sup>3</sup> without any difficulty.

#### OTHER SPECIAL EVENTS

As a historical area, Scotts Bluff National Monument has provided the perfect setting for numerous special events. Some of the more important events are listed in chronological order:

1959: An "Oregon Trail Wagon Train" reenactment from Missouri to Oregon camped at Chimney Rock where 7,000 people came to view it. The train was "attacked" by actual Sioux after which a buffalo dinner was served. The wagon train passed through Scotts Bluff with several thousand visitors on hand.<sup>4</sup>

1960: The Pony Express Centennial Celebration, an NPS-sponsored event held at Fort Laramie and Scotts Bluff, extended from July 22 through 25. NPS Director Conrad Wirth and Chief Postal Inspector David H. Stephens made speeches as an eastbound Pony Express rider arrived and changed horses at a special, temporary Pony Express station at Scotts Bluff. Also present were the Governor of Nebraska, Representative Donald McGinley (4th Congressional District), and Waddell Smith,

President of the Pony Express Centennial Association.<sup>5</sup>

1962: August 22 was the target date that statisticians claimed the billionth visitor would enter a National Park Service area. Each park unit (192) chose an unsuspecting visitor(s) to honor at the appropriate time, 12:40 p.m. The NPS Billionth Visitor honored at Scotts Bluff was the James R. Taylor family of Omaha.<sup>6</sup>

1964: In May, the Nebraska State Historical Society held its spring meeting at the monument.

Three plaques commemorating the Pony Express centennial were embedded on a stone base near the visitor center. Dedication of the memorial by the NPS and Pony Express Centennial Association was held on August 16.<sup>7</sup>

1966: A reunion of the William Henry Jackson clan was sponsored at the monument by the OTMA.<sup>8</sup>

To commemorate the 50th anniversary of the NPS (August 25), 189 students in the surrounding communities submitted essays on the subject "What the National Parks Mean to Me."<sup>9</sup>

1972: During the National Park Centennial, a special display in the Jackson Room explained the influence of the

photographs of William Henry Jackson on the establishment of Yellowstone National Park.<sup>10</sup>

1976: The Bicentennial Wagon Train with entries representing each State in the Union, stopped at Scotts Bluff for two days in late March. Activities planned for the historic wagon train which crossed the continent from west to east attracted a crowd of more than 12,000. Additional NPS personnel from parks in the Midwest Region were dispatched to the monument to help with crowd control. The Survival of American Indians Association, a protest group following the Bicentennial Wagon Train, arrived at Scotts Bluff in early April. No major law enforcement incidents were reported.

The NPS-sponsored play, "We've Come Back for a Little Look Around," returned for the second year on July 24 and drew a crowd of 700 visitors.<sup>11</sup>

1979: A total of 450 people representing five local churches attended Easter sunrise services atop the bluffs. Three church groups met on the summit, one on the North Overlook, one on the South Overlook, and one on High Point. To alleviate traffic problems, the worshippers car-pooled to the summit parking lot.<sup>12</sup> (The Easter services occur at the park every year). Similarly, operating hours are altered annually at other holiday times like Christmas and Fourth of July for

local citizens to enjoy the view in the valley below.

PART IVNEARBY HISTORICAL AREASESTABLISHMENT OF AGATE FOSSIL BEDS NATIONAL MONUMENT, NEBRASKA

On June 5, 1965, the 89th Congress approved a bill to "provide for the establishment of Agate Fossil Beds National Monument in the State of Nebraska." Public Law 89-33 was first submitted to the First Session of the 88th Congress by sponsors Senator Roman L. Hruska and Representative Dave Martin of Nebraska. The Act of June 5, 1965, stipulates that no more than 3,150 acres may be acquired with an acquisition ceiling of \$301,150. According to the legislation, the purpose of the monument is

...to preserve for the benefit and enjoyment of present and future generations the outstanding and paleontological sites known as Agate Springs Fossil Quarries and nearby related geological phenomena, to provide a center of continuing paleontological research and for the display and interpretation of the scientific specimens uncovered at such sites, and to facilitate the protection and exhibition of a valuable collection of Indian artifacts and relics....

The monument is a 30-minute drive via Nebraska 29 from U.S. 20 at Harrison (20 miles north) or from U.S. 26 at Mitchell (34 miles south). The communities of Gering-

Scottsbluff, Alliance, and Chadron, Nebraska, are all within a two-hour drive of the monument. Large Miocene fossil deposits are presented in three prominent buttes south of the Niobrara River: Carnegie Hill, University Hill, and Amherst Point. The mammalian remains, which date more than 20 million years old, have been described as "the most significant discovery (of its kind) ever to be found anywhere on the face of the earth."<sup>1</sup> While excavations began 80 years ago, scientists estimate that more than three-quarters of the fossil-bearing layer remains within the two principal hills.

The secondary significance of the monument involves the late owner of the Agate Springs Ranch, Captain James H. Cook, who was the first Euro-American to discover fossil bones there in 1878. Cook was respected by the Sioux Indians and was a friend of the famous Chief Red Cloud. Cook and his son, Harold, made Agate Springs Ranch not only a friendly outpost for the Indians, but a headquarters for paleontologists. The famous Cook Collection of native American artifacts and prehistoric fossils will eventually be on display at Agate Fossil Beds National Monument. Currently, the collection remains in protective storage at Scotts Bluff National Monument until permanent onsite facilities are constructed. The Superintendent of Scotts Bluff National Monument has direct responsibility for the collection.<sup>2</sup>

Because the new national monument is only 40 miles north of another NPS area, the administrative authority over Agate Fossil Beds was assigned to the Superintendent of Scotts Bluff National Monument. The first superintendent to administer the two parks jointly was Richard L. Holder. This administrative dichotomy presents special demands on the superintendent's time and attention, but each Scotts Bluff-Agate Fossil Beds Superintendent has administered the two monuments' staffs very well. A ranger-in-charge is onsite to administer the daily operation of Agate Fossil Beds. In addition, a maintenance worker, park ranger, seasonal park ranger, and seasonal laborer complete the onsite staff, while the clerk-stenographer remains with the superintendent at Scotts Bluff. (The clerk-stenographer was formally transferred to Scotts Bluff in 1983).

For in-depth information regarding the history, establishment, and development of Agate Fossil Beds National Monument, the reader is urged to consult the administrative history which will be prepared on Agate Fossil Beds in 1984.

#### CHIMNEY ROCK AND FORT LARAMIE NATIONAL HISTORIC SITES

The Secretary of the Interior designated Chimney Rock,

Nebraska, a National Historic Site on August 9, 1956. While the State of Nebraska owns the 83-acre grounds, the Nebraska State Historical Society, National Park Service, and the City of Bayard, Nebraska, have joint administrative control according to a June 5, 1956, Memorandum of Agreement. Chimney Rock is under the administration of the Nebraska State Historical Society, while the Scotts Bluff Superintendent serves as the local NPS representative stationed 23 miles west of the national historic site. The agreement also provides that the NPS erect historical markers, publish informational literature, give technical assistance and advice, and provide funding "within limits of available appropriations." Markers have been erected and interpretive leaflets published by the NPS. Park Service interpretation is nonexistent at the site, but the NSHS maintains a mobile trailer containing exhibits at the roadside stop on Nebraska 92 from Memorial Day through Labor Day. The Oregon Trail Museum at Scotts Bluff includes the story of Chimney Rock in its exhibits.<sup>3</sup>

A Professional Service Proposal in the early 1970s called for the incorporation of nearby Robidoux Pass and Chimney Rock into Scotts Bluff National Monument. The proposal suggested that since all three areas possessed the same historical significance and were interdependent, they should be combined and administered as one unit. In February 1971,

Midwest Regional Director Merrill Beal, reporting on the results of a feasibility study, revealed that the Professional Services Proposal was cancelled and the two peripheral sites would not be incorporated into Scotts Bluff National Monument "at this time." No specific reason was given,<sup>4</sup> but the proposal was vetoed at the Washington level.

In 1978, Congress designated the route of the Oregon Trail a "National Historic Trail," and since then the NPS has worked with government agencies and private landowners to preserve the remnants of the trail and open these areas to public access.<sup>5</sup>

For many years the possibility of establishing a "Trails West National Park" has garnered intense interest. In a September 1978 meeting between Superintendent Burns, Congressman Keith G. Sebelius (member of the Interior and Insular Affairs Committee's Subcommittee on National Parks and Insular Affairs), and Congresswoman Virginia Smith, the proposed national park was discussed. Representative Sebelius stated that the concept of a Trails West National Park "is a very good proposal," while Representative Smith believed that if Fort Laramie National Historic Site was eliminated from the proposal, the new NPS entity stood "a good chance of passage." Removing Fort Laramie from the proposal was considered crucial

for passage because the Wyoming Congressional Delegation was convinced that a change in the status of Fort Laramie would result in a loss of State control. In fact, the NPS designation of Fort Laramie was changed from a national monument in the early 1960s to a national historic site to allow for increased involvement by the State of Wyoming.<sup>6</sup>

Public comparison of Fort Laramie and Chimney Rock, particularly the latter, with Scotts Bluff in 1960 resulted in near-unanimous opposition to legislation to change the designation of Scotts Bluff National Monument. The bill, which primarily was designed to revise the boundaries to follow logical, geographic features, also included a provision to designate Scotts Bluff a "national historic site." The public feared that any such change would "downgrade" the importance of Scotts Bluff and result in it being transformed into "another Chimney Rock" where the NPS presence and involvement was minimal. In a May 2, 1960, memorandum from Midwest Regional Director Baker, the Service's long-range goal of classifying "only outstanding historic sites, buildings, or objects as National Historic Sites" was explained. Baker added:

The classification of National Monument would be used for nationally significant landmarks, structures, objects, or areas of scientific or prehistoric interest designated by the Government for preservation and public use.

The main purpose for the change in

classification is to eliminate the confusion that has developed on the part of the public through the classification of outstanding historic sites as National Monuments. The change does not imply downgrading. In fact, it should go a long way towards giving proper recognition to the true values of a historic site.

It is, of course, understandable why the local people might interpret the change as downgrading with Chimney Rock National Historic Site nearby. However, it seems to us that you should explain it on the basis of the above justification without comparing it to the Chimney Rock situation.<sup>7</sup>

Attempts to quell public opposition to the name change, which threatened the legislation and its provisions to alter the boundaries, failed. Two weeks later Regional Director Baker informed the Director:

We believe this opposition to the name change stems from the fact that, to most of the people living within the sight of Scotts Bluff, its significance as a physiographic landmark of considerable scenic beauty far outweighs its officially recognized significance as an historic landmark associated with the Overland Migrations. In view of this situation, we do not believe that the favorably received boundary change should be jeopardized by insisting on the name change.

Baker recommended that the name change clause be removed.<sup>8</sup> His recommendation was followed, and on June 30, 1961, Congress approved Public Law 87-68 which altered the boundaries of Scotts Bluff National Monument by adding 210 new acres and deleting 350 Government-owned acres.

The administrative relationship between Scotts Bluff and

Fort Laramie has always been close. Former Scotts Bluff Custodian Merrill J. Mattes was instrumental in laying the groundwork for the establishment of Fort Laramie National Monument. After its incorporation into the National Park Service in 1938, Mattes served as "Acting Custodian" and supervised the first CCC camp there under the direction of G. Hubert Smith. In 1941, Mattes was also appointed the Fort Laramie historian to begin research on the important military post. Until 1946, both areas, plus Devil's Tower and Dinosaur National Monuments, were under the superintendency of David Canfield of Rocky Mountain National Park.<sup>9</sup>

PART VSUMMARY: SCOTTS BLUFF NATIONAL MONUMENT

The following is an interpretive statement printed in a two-fold leaflet distributed to visitors. It succinctly and forcefully epitomizes the essence of Scotts Bluff National Monument:

To the thousands of emigrants who followed the Oregon Trail to Utah and the Pacific Coast, Scotts Bluff was a prominent landmark and a favorite camp site. Named for the mysterious fur trader, Hiram Scott, who according to tradition died here in 1828, its prominence is more distinctly associated with the mass migration across the treeless plains between 1843 and 1869. The covered wagons of the pioneers, the handcarts of the Mormons, and the pack trains of the fur traders, all passed this natural promontory. Frenchmen, Scotchmen [sic], Germans, and others of European nationality joined the native-born American in the arduous journey to a "promised land." Some carried with them more material possessions than others, but all carried with them the necessary determination, resolute courage, and confidence in the American way of life.

This way of life, an integral part of American democracy, was nurtured, tempered, and revitalized by the rigors of the trail. Freedom of action and equality of opportunity made possible the wagon trains that followed the trail, and it was their occupants who extended these principles of Americanism beyond the Rocky Mountains. Today, as a national monument, Scotts Bluff is a reminder of that spirit and memorial to those emigrants who disseminated it over a vast territory.<sup>1</sup>

ENDNOTESPART ITHE ESTABLISHMENT OF SCOTTS BLUFF NATIONAL MONUMENTLOCATION AND DESCRIPTION

<sup>1</sup>Scotts Bluff National Monument, Resource Management Plan (Omaha: NPS, Midwest Regional Office, 1981), p. 2.

SIGNIFICANCE OF THE RESOURCE

<sup>2</sup>Ron Cockrell, An Interview with Historian Merrill J. Mattes on Scotts Bluff, Agate Fossil Beds, Grand Portage National Monuments and Other Areas (Omaha: NPS, Midwest Regional Office, 1983), p. 12. [Hereinafter cited as Cockrell, An Interview with Historian Merrill J. Mattes.]

<sup>3</sup>Ibid.

<sup>4</sup>Ibid., p. 2.

<sup>5</sup>Ibid.

<sup>6</sup>National Register of Historic Places Inventory-Nomination Form, Scotts Bluff National Monument; and, Earl R. Harris, A History of Scotts Bluff National Monument, Nebraska (NPS, 1960), pp. 1-14; 86. (Hereinafter cited as Harris, A History of Scotts Bluff). The reader should note that the administrative history being cited was approved by the Midwest Regional Office in 1960, and is not the OTMA-published edition of 1962.

<sup>7</sup>Master Plan, Scotts Bluff National Monument, Nebraska (NPS, 1976), pp. 1-2. In the late 1970s, this master plan was reclassified to a "resource document."

SUMMARY OF THE 1960 ADMINISTRATIVE HISTORY

<sup>8</sup>Harris, A History of Scotts Bluff, p. 17.

<sup>9</sup>Cockrell, An Interview with Historian Merrill J. Mattes, p. 9.

<sup>10</sup>Ibid., p. 5.

<sup>11</sup>Ibid., p. 2

<sup>12</sup>Ibid., p. 3.

<sup>13</sup>Ibid., p. 4.

<sup>14</sup>Ibid., p. 17.

<sup>15</sup>The information for this section, while supplemented by the Mattes interview, can be found in passim from Harris' administrative history.

<sup>16</sup>John Henneberger to Ron Cockrell, letter, December 4, 1983, South Suburban, Illinois.

## PART II

### OPERATING THE NATIONAL MONUMENT

#### THE PHYSICAL PLANT: VISITORS CENTER, OREGON TRAIL MUSEUM, AND TRAILS

<sup>1</sup>Building Inventory, File-Development and Maintenance, Folder-D3423 Individual Building Data File, Superintendent's Office, Scotts Bluff National Monument. (Hereinafter cited as SCBL Superintendent).

<sup>2</sup>Ervin H. Zube, Joseph H. Crystal, and James F. Palmer, Visitor Center Design Evaluation (DSC: NPS, 1976), p. 102.

<sup>3</sup>Hendrix to Beal, memo, January 15, 1975, File-Development and Maintenance, Folder-D18 Planning Program and Master Plans through 1975-Closed, SCBL Superintendent.

<sup>4</sup>Ibid., Beal to Hendrix, memo, February 21, 1975. (See also Superintendent Don Harper to Beal, memo, January 28, 1975).

<sup>5</sup>Marc Sagan, HFC Manager, to Beal, memo, May 27, 1976, File-Development and Maintenance, Folder-D18 Statement for Management, Planning Program and Master Plan, SCBL Superintendent.

<sup>6</sup>Regional Museum Curator Newell F. Joyner to Regional Director, Midwest Region, Trip Report, May 20, 1963, File-

Administration, Folder-A5427 Inspections--Field Offices, SCBL Superintendent.

<sup>7</sup>Superintendent Burns to Beaumont Newhall, memo, April 14, 1980, File-Administration, Folder-Chronological File, Interpretation and Resource Management Division Starting 11-29-79, SCBL Superintendent.

<sup>8</sup>Ibid., Detail of Annual Operating Requirements Form, March 10, 1980.

<sup>9</sup>Chief, I&RM to files, March 3, 1980, I&RM Division 1979 report to Superintendent for Annual Report, File-Administration, Folder-Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>10</sup>Museums Coordinator Nan V. Carson to Regional Director, Midwest Region, Trip Report, October 6, 1965, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent.

<sup>11</sup>Superintendent Robert L. Burns to Regional Director, Midwest Region, memo, August 11, 1980, File-Administration, Folder-Chronological File, I&RM Division Starting 11-29-79- , SCBL Superintendent.

<sup>12</sup>Ibid., Superintendent Burns to Mary Herber, HFC, memo, January 6, 1981. Photographs and paintings total 800 and 700 respectively. (See Park Curatorial Program Data Questionnaire and Scope of Collection Statement, August 1974, File-Development and Maintenance, Folder-D2623 Reports, Other, SCBL Superintendent.

<sup>13</sup>Ibid., and Harris, A History of Scotts Bluff, p. 68.

#### INTERPRETATION AND ENVIRONMENTAL EDUCATION

<sup>14</sup>Master Plan, 1976, p. 28.

<sup>15</sup>Superintendent, Scotts Bluff National Monument and Agate Fossil Beds National Monument, to Midwest Regional Director, Memorandum, December 16, 1983.

<sup>16</sup>Superintendent Homer L. Rouse to Regional Director, Midwest Region, memo, June 14, 1971, File-Administration, Folder-A8227 Special Events, SCBL Superintendent. The next year, the living history program was held only on Sunday afternoons. Thirteen VIPs performed before 1,753 visitors.

<sup>17</sup>Environmental Awareness Key-man Benjamin F. Ladd to

Regional Director, Midwest Region, memo, October 2, 1969, File-Administration, Folder-A98 Environmental Study Area, SCBL Superintendent.

<sup>18</sup>Ibid., Rouse to James G. Keller, Emporia High School, letter, September 9, 1970.

<sup>19</sup>Ibid., Rouse to Regional Director, memo, September 8, 1970.

<sup>20</sup>Superintendent Donald Harper to Regional Director, Midwest Region, Annual Report 1975, January 26, 1976, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>21</sup>Harper to Chief, Division of Interpretation and Visitor Services, memo, November 22, 1976, File-Administration, Folder-A98 Environmental Awareness III (Conservation), SCBL Superintendent.

<sup>22</sup>Harper to Regional Director, Midwest Region, Annual Report 1977, March 6, 1978, File-Administration, Folder- A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

#### LAND ACQUISITION, PROBLEMS AND THREATS

<sup>23</sup>Master Plan Brief for Scotts Bluff National Monument, approved July 28, 1965, by Acting Director Al Stratton, p. 11.

<sup>24</sup>Superintendent Richard L. Holder to Regional Director, Midwest Region, Annual Report F.Y. 1966, May 25, 1966, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>25</sup>Ibid., Harper to Regional Director, Midwest Region, Annual Report, 1973, January 17, 1974.

<sup>26</sup>Ibid., Superintendent Jerry Banta to Regional Director, Midwest Region, Annual Report 1981, March 11, 1982.

<sup>27</sup>Banta to Regional Director, Midwest Region, memo, November 20, 1981, File-Administration, Folder-A5631 Informational Memoranda, SCBL Superintendent.

<sup>28</sup>Rouse to Regional Director, Midwest Region, memo, May 8, 1968, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent.

<sup>29</sup>Rouse to Regional Director, Midwest Region, memo,

September 10, 1970, File-Administration, Folder-A22 North Platte Valley Historical Association, SCBL Superintendent.

<sup>30</sup>Superintendent, Scotts Bluff National Monument and Agate Fossil Beds National Monument, to Midwest Regional Director, Memorandum, December 16, 1983.

<sup>31</sup>Burns to Central Irrigation District: Holtorf, Hansen, Kovarik, and Nuttleman, Attorneys at Law, Gering, Nebraska, memo, September 8, 1980, File-Administration, Folder-"Chronological File--I&RM Division" Starting 11-29-79- , SCBL Superintendent.

<sup>32</sup>Regional Chief of Maintenance Robert G. Cooper and Maintenance Engineer James L. Ayers, Jr., to Regional Director, Midwest Region, Trip Report, April 26, 1965, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent. The report stated that normal, combustible refuse was burned in a small portable steel incinerator near the utility buildings, while wet garbage was collected in cans and hauled once a week to the Gering City Dump.

<sup>33</sup>Michael E. Solomon, City Administrator, City of Gering, to Superintendent Alford J. Banta, letter, October 21, 1982, File-Development and Maintenance, Folder-D2215 Development/Study Package Proposals; Water Line and Pump Station, SCBL Superintendent.

<sup>34</sup>"Summary of Threats to Scotts Bluff National Monument," typewritten statement, circa 1981, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent.

#### MASTER PLAN AND STATEMENT FOR MANAGEMENT

<sup>35</sup>Chief, Branch of Master Plan Drawings, Edward S. Peetz, to Regional Director, Midwest Region, and Chief, WODC, memo, July 29, 1965; and attached Master Plan, July 28, 1965; File-Development and Maintenance, Folder-D18 Planning Program and Master Plans through 1975, Closed, SCBL Superintendent.

<sup>36</sup>Master Plan, Scotts Bluff National Monument, Nebraska (Denver Service Center: NPS, 1976), quoted from inside cover.

<sup>37</sup>Ibid., p. 20.

<sup>38</sup>Ibid., p. 21.

<sup>39</sup>Ibid., p. 23.

<sup>40</sup>Ibid., pp. 23-9.

<sup>41</sup>Superintendent, Scotts Bluff National Monument and Agate Fossil Beds National Monument, to Midwest Regional Director, Memorandum, December 16, 1983.

<sup>42</sup>Master Plan, Scotts Bluff National Monument, Nebraska (Denver Service Center: NPS, 1976), p. 18.

<sup>43</sup>Ibid.

<sup>44</sup>L. Clifford Soubier, Interpretive Prospectus, Scotts Bluff National Monument (NPS, approved April 4, 1978), p. 3.

<sup>45</sup>Ibid., p. 5.

<sup>46</sup>Statement for Management, Scotts Bluff National Monument (NPS, 1978), pp. 6-7, with approval memo, Beal to Superintendent, June 5, 1978, File-Development and Maintenance, Folder-D18 Statement for Management, Planning Program, and Master Plan, SCBL Superintendent.

#### MAINTENANCE: THE SUMMIT ROAD AND ROCK SLIDES

<sup>47</sup>Richard L. Holder to Regional Director, Midwest Region, memo, May 25, 1966, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>48</sup>Assistant Regional Director, Development, to Regional Director, Midwest Region, Trip Report, October 16, 1966, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent.

<sup>49</sup>Ibid., Holder to Regional Director, Midwest Region, memo, August 16, 1967.

<sup>50</sup>Ibid., Vance L. Kaminski to Assistant Regional Director, Midwest Region, Trip Report, September 21, 1967.

<sup>51</sup>Ibid., Superintendent Rouse to Regional Director, Midwest Region, memo, July 2, 1969.

<sup>52</sup>D.C. Harrington, Chief, Federal Highway Projects Division, Federal Highway Administration, to Regional Director, Midwest Region, letter, April 1, 1971, File-Development and Maintenance, Folder-D3015 Roads and Trails Maintenance 1954-1970, SCBL Superintendent.

<sup>53</sup>Ibid., Phillip R. Iversen, Assistant Director, Park

Support Services, Midwest Region, to Superintendent, memo, (undated) Spring 1970.

<sup>54</sup>Ibid., Superintendent Rouse to Regional Director, Midwest Region, memo, May 13, 1970.

<sup>55</sup>Hugh Beattie and Tom Weeks, Operations Evaluation Team, Midwest Region, to Regional Director, Midwest Region, Operations Evaluation Report 1975, File-Administration, Folder-A5427 Inspections--Field Offices, SCBL Superintendent.

<sup>56</sup>Superintendent Burns to Regional Director, Midwest Region, Annual Report 1980, March 31, 1981, File-Administration, Folder-Annual Report (Superintendent's) 1936- ; and Civil Engineer Wayne Vander Tuin, Division of Maintenance and Energy, to Superintendent, memo of telephone call, September 3, 1980, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent.

<sup>57</sup>Superintendent, Scotts Bluff National Monument and Agate Fossil Beds National Monument, to Midwest Regional Director, Memorandum, December 16, 1983.

<sup>58</sup>John Kawamoto, Associate Regional Director, Planning and Resource Preservation, Midwest Region, to Superintendents, memo, November 12, 1982, File-Development and Maintenance, Folder-D18 Planning Program and Master Plans, SCBL Superintendent.

#### GENERAL PARK MAINTENANCE: A CHRONOLOGICAL ACCOUNT

<sup>59</sup>Project Completion Report, Construction Interpretive Signs, 1959, File-Development and Maintenance, Folder-D2623 Situation Reports, SCBL Superintendent.

<sup>60</sup>Superintendent Keith E. Miller to Regional Director, Midwest Region, Annual Report F.Y. 1964, May 28, 1964, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>61</sup>Edwin C. Alberts, Regional Chief, Interpretation and Visitor Services, to Associate Regional Director, Midwest Region, Trip Report, July 30, 1964, File-Administration, Folder-A5427 Inspections--Field Offices, SCBL Superintendent.

<sup>62</sup>Chief of Area Services, Charles J. Novak, to Regional Director, Midwest Region, Trip Report, June 10, 1965, File-Administration, Folder-A2623 Situation Report, SCBL Superintendent.

<sup>63</sup>Ibid.

<sup>64</sup>Ibid.

<sup>65</sup>Ibid., Highlight Briefing Statement, 1966 Calendar Year.

<sup>66</sup>Ibid., Donald S. Nutt, Regional Chief of Maintenance, to Assistant Regional Director, Midwest Region, Trip Report, June 2, 1967. Nutt also commented that the "general appearance of the area is very good," but with no maintenance foreman to direct maintenance operations, "an inordinate amount of time to this goes to the Superintendent and Management Assistant."

<sup>67</sup>J.L. Dunning, Fred Dickison, and LeRoy Brown, Management Appraisal Report, September 3, 1969, File-Administration, Folder-A5427 Inspections--Field Offices, SCBL Superintendent.

<sup>68</sup>Superintendent Harper to Regional Director, Midwest Region, Annual Report 1972, January 10, 1973, File-Administration, Folder-Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>69</sup>Ibid., Harper to Regional Director, Midwest Region, Annual Report 1974, January 23, 1975.

<sup>70</sup>Ibid., Harper to Regional Director, Midwest Region, Annual Report 1975, January 26, 1976.

<sup>71</sup>Ibid., Harper to Regional Director, Midwest Region, Annual Report 1977, March 6, 1978.

<sup>72</sup>Robert L. Hamann, Chief of Maintenance, Job Order Request Form, undated (ca. 1980), File-Administration, Folder-"Chronological File, I&RM Division" Starting 11-29-79- , SCBL Superintendent.

<sup>73</sup>Superintendent Banta to Regional Director, Midwest Region, Annual Report 1981, March 11, 1982, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

#### MANAGEMENT APPRAISAL AND OPERATIONS EVALUATION REPORTS

<sup>74</sup>J.L. Dunning, Fred Dickison, LeRoy Brown, Management Appraisal Report, September 3, 1969, File-Administration, Folder-A5427 Inspections--Field Offices, SCBL Superintendent.

<sup>75</sup>Ibid., H. Gordon Bender, Operations Evaluation Report, November 20, 1970.

<sup>76</sup>Ibid., Operations Evaluation Report, (no author), January-February 1972.

<sup>77</sup>Ibid., Hugh Beattie and Tom Weeks, Operations Evaluation Report, 1975.

<sup>78</sup>Ibid., May 1978.

<sup>79</sup>Ibid.

#### CORE MISSION/BASIC OPERATIONS

<sup>80</sup>Draft, Basic Operations Declaration, Scotts Bluff National Monument, November 1981, p. 7, File-Administration, Folder-A5631 Informational Memoranda, SCBL Superintendent.

<sup>81</sup>Ibid., Superintendent Banta to Regional Director, Midwest Region, memo, November 20, 1981.

<sup>82</sup>Superintendent Burns to Regional Director, Midwest Region, memo, April 1, 1980, File-Administration, Folder-"Chronological File, I&RM Division" Starting 11-29-79- , SCBL Superintendent.

<sup>83</sup>Superintendent Banta, interview, March 9, 1983, Midwest Regional Office, Omaha, Nebraska.

#### SOIL AND MOISTURE CONSERVATION AND WILDLIFE MANAGEMENT

<sup>84</sup>Master Plan, 1976, pp. 14-5.

<sup>85</sup>Charles J. Novak, Chief of Area Services, to Regional Director, Midwest Region, Trip Report, June 10, 1965, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent.

<sup>86</sup>Ibid., Fred Dickison, Forester, to Regional Director, Midwest Region, Trip Report, September 22, 1965.

<sup>87</sup>Ibid.; and Miller to Regional Director, Midwest Region, Annual Report F.Y. 1965, May 28, 1965, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>88</sup>Ibid., Harper to Regional Director, Annual Report 1972, January 10, 1973.

<sup>89</sup>Ibid., Annual Report 1973, January 17, 1974.

<sup>90</sup>Ibid., Annual Report 1974, January 23, 1975. The current RMP for Scotts Bluff identifies prairie management concerns and proposes special studies to allow more active management of grasslands.

<sup>91</sup>Superintendent, Scotts Bluff National Monument and Agate Fossil Beds National Monument, to Midwest Regional Director, Memorandum, December 16, 1983.

<sup>92</sup>Banta to Regional Director, Midwest Region, Annual Report 1981, March 11, 1982, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>93</sup>John Kawamoto, Associate Regional Director, Planning and Resource Preservation, to Superintendents, Midwest Region, memo, November 12, 1982, File-Development and Maintenance, Folder-D18 Planning Program and Master Plans, SCBL Superintendent.

<sup>94</sup>Cockrell, An Interview with Historian Merrill J. Mattes, p. 8.

<sup>95</sup>Chief, I&RM, to files, Annual Report, I&RM Division, 1979, March 3, 1980, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>96</sup>Ibid., Banta to Regional Director, Midwest Region, Annual Report 1981, March 11, 1982.

COOPERATIVE ASSOCIATION: OREGON TRAIL MUSEUM ASSOCIATION (OTMA)

<sup>97</sup>Harris, A History of Scotts Bluff, p. 68.

<sup>98</sup>John Henneberger to Ron Cockrell, letter, December 4, 1983, South Suburban, Illinois.

<sup>99</sup>Harper to Regional Director, Midwest Region, Annual Report 1972, January 10, 1973, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent. In 1972, the OTMA assisted in the National Park Movement Centennial through various exhibits and assisting a foreign exchange delegate to attend the Second Annual World

Conference on National Parks.

100Ibid., Annual Report 1973, January 17, 1974.

101Hugh Beattie and Tom Weeks, Operations Evaluation Report 1975, File-Administration, Folder-A5427 Inspections--Field Offices, SCBL Superintendent.

102Burns to Regional Director, Midwest Region, Annual Report 1978, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

103Banta to Regional Director, Midwest Region, Annual Report 1981, March 11, 1982.

104Oregon Trail Museum Association Annual Meeting of the Board of Directors, Minutes, December 3, 1981, File-Administration, Folder-A42 1974--Cooperating Associations, SCBL Superintendent.

#### COOPERATIVE AND MUTUAL AID AGREEMENTS

105LeRoy R. Brown, Assistant Regional Director, Operations, to Regional Director, Midwest Region, Trip Report, January 30, 1969, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent.

106J. L. Dunning, Fred F. Dickison, LeRoy R. Brown, Management Appraisal Report, September 3, 1969, File-Administration, Folder-A5427 Inspections--Field Offices, SCBL Superintendent.

107Superintendent Jerry Banta, telephone conversation, March 18, 1983.

108Letter of Agreement, Three-Party Agreement: National Park Service, Wyrulec Company, Department of Energy/Western Area Power Administration, September 12, 1979, Contract No. 9-07-70-P0240, File-Administration, Folder-A44, Cooperative Agreements, SCBL Superintendent. While it is true that previous negotiations were with the Bureau of Reclamation, a reorganization in the mid-1970s resulted in WAPA no longer under Bureau of Reclamation authority. WAPA is represented in this agreement by the Department of Energy, formed in 1977.

109Ibid., J.L. Dunning, Regional Director, Midwest Region, to Regional Solicitor, Denver, memo, February 16, 1979.

110Superintendent Banta, telephone conversation, March

18, 1983.

111Acting Superintendent to Regional Director, Midwest Region, memo, May 4, 1978, File-Administration, Folder-A44 Cooperative Agreements, SCBL Superintendent.

112Ibid., Mutual Fire Assistance Agreement Between Scotts Bluff National Monument and Gering Volunteer Fire Department, Signed September 23, 1980, Robert L. Burns, Superintendent. A similar agreement drawn up for the Scottsbluff VFD went unsigned.

113Superintendent Burns to David R. Schleve, Sheriff, Scotts Bluff County, letter, March 4, 1980, File-Administration, Folder-"Chronological File, I&RM Division" Starting 11-29-79- , SCBL Superintendent.

#### SPECIAL USE PERMITS

114Special Use Permit, NPS and Union Pacific Railroad, July 22, 1969, File-Administration, Folder-A44 Cooperative Agreements, SCBL Superintendent. Since this agreement was signed, the NPS has questioned the legality of the Union Pacific right-of-way, and no other permit was negotiated.

115Superintendent Harper to Regional Director, Midwest Region, Annual Report 1975, January 26, 1976, File-A2621 Annual Report (Superintendent's) 1936- ; and Burns to Gering Irrigation District, undated letter concerning Special Use Permit #6700-77-1, File-Administration, Folder-"Chronological File, I&RM Division" Starting 11-29-79- , SCBL Superintendent.

116Statement for Management, Scotts Bluff National Monument, 1978, File-Development and Maintenance, Folder-D18 Statement for Management, Planning Program, and Master Plan, SCBL Superintendent; and, Harris, A History of Scotts Bluff, pp. 63-4.

117Hugh Beattie and Tom Weeks, Operations Evaluation Report 1975, File-Administration, Folder-A5427 Inspections--Field Offices, SCBL Superintendent. The report recommended that the permit contain "an ironclad clause restricting the permit to be non-renewable."

118Superintendent, Scotts Bluff National Monument and Agate Fossil Beds National Monument, to Midwest Regional Director, Memorandum, December 16, 1983.

119Secretary of the Interior to Honorable Virginia Smith

(House of Representatives; Nebraska), draft of letter, August 20, 1980, File-Administration, Folder-A3615 Complaints, Service and Personnel, SCBL Superintendent.

<sup>120</sup>Burns to Regional Director, Midwest Region, memo, March 31, 1980, File-Administration, Folder-"Chronological File, I&RM Division" Starting 11-29-79- , SCBL Superintendent.

<sup>121</sup>Merrill D. Beal, Regional Director, to Hon. Virginia Smith, House of Representatives, letter, February 8, 1977, File-Administration, Folder-A3615 Complaints, Service and Personnel, SCBL Superintendent.

#### CONCESSIONS

<sup>122</sup>Harris, A History of Scotts Bluff, pp. 56-7.

<sup>123</sup>Superintendent Richard L. Holder to Regional Director, Midwest Region, memo, October 12, 1966, File-Concessions, Folder-C58 Buildings and Other Facilities, SCBL Superintendent.

#### FEE COLLECTION

<sup>124</sup>Cockrell, An Interview with Historian Merrill J. Mattes, p. 7.

<sup>125</sup>Superintendent, Scotts Bluff National Monument and Agate Fossil Beds National Monument, to Midwest Regional Director, Memorandum, December 16, 1983.

<sup>126</sup>Superintendent Banta, telephone conversation, March 18, 1983.

#### COOPERATION WITH THE NEBRASKA STATE HISTORICAL SOCIETY AND THE NORTH PLATTE VALLEY HISTORICAL ASSOCIATION

<sup>127</sup>Memorandum of Agreement, Department of the Interior, Nebraska State Historical Society, and the City of Bayard, Nebraska, June 21, 1956, File-Administration, Folder-A44 Cooperative Agreements; and, Chimney Rock National Historic Site, Nebraska," NPS pamphlet March 1964 NHS-CH-17000, reprinted 1978, Government Printing Office.

<sup>128</sup>"Gering-Scottsbluff Rendezvous, Nebraska State Historical Society, Spring Meeting, Town Park Hotel, Scottsbluff, May 24, 1964," promotional bulletin of the NSHS,

File-Administration, Folder-A22 North Platte Valley Historical Association, SCBL Superintendent.

129Superintendent Burns to Jim Potter, State Archivist, NSHS, memo, December 3, 1979, File-Administration, Folder-"Chronological File, I&RM Division" Starting 11-29-79- , SCBL Superintendent.

130Merrill J. Mattes to Robert Burns, letter, December 28, 1979, File-Administration, Folder-A7221 Files Management, SCBL Superintendent.

131Jim Potter to Superintendent Burns, letter, June 4, 1981, File-Administration, Folder-A7221 Files Management, SCBL Superintendent.

132Superintendent Alford J. Banta, interview, January 1983, Gering, Nebraska.

#### ARCHEOLOGY

133Wendell Frantz, An Archeological Survey of Scotts Bluff National Monument, A Report Prepared by the Nebraska State Historical Society (Lincoln: May 3, 1966), p. 12.

134Marvin Kay, Archeological Surveys in Scotts Bluff and Agate Fossil Beds National Monuments, Nebraska (Lincoln: Department of Anthropology, University of Nebraska, 1975), p. 1.

135Ibid., p. 24.

136Ibid., pp. 45; 47-8.

#### SAFETY

137"Second Fatality in 50-Year History of Monument Recorded," Gering Courier (26 February 1970), p. 1; Rouse to Regional Director, Midwest Region, memo, March 13, 1970, File-Administration, Folder-A7623 Joseph Arnold Kinnersley (Death), SCBL Superintendent.

138Superintendent Harper to Regional Director, Midwest Region, memo, February 11, 1974, File-Administration, Folder-A7623 Leonardo J. Hernandez-Chavez (Death), SCBL Superintendent.

ENERGY CONSERVATION

139Harper to Regional Director, Midwest Region, Annual Report 1973, January 17, 1974, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

YOUTH PROGRAMS

140Superintendent Jones to Regional Director, Midwest Region, memo, August 29, 1962, File-A9819, Folder-Youth Conservation Corps, SCBL Superintendent. Jones recommended that if a YCC camp was established, that it be both State and Federally-funded and located at Lake Minatare, "A small spike camp would be sufficient for our projects at Scotts Bluff National Monument."

141Superintendent Holder to Regional Director, Midwest Region, memo, June 12, 1968, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent.

142Superintendent Harper to Regional Director, Midwest Region, Annual Report 1973, January 17, 1974, SCBL Superintendent.

143Superintendent Homer L. Rouse, "Scouts and NPS Soar," National Park Courier (June 1974), p. 5, File-Administration, Folder-A22 Boy Scouts of America, SCBL Superintendent.

144Superintendent, Scotts Bluff National Monument and Agate Fossil Beds National Monument, to Midwest Regional Director, Memorandum, December 16, 1983.

145The information was found in various letters in administration folder A9819 Youth Opportunity Campaign, Neighborhood Youth Corps, SCBL Superintendent.

LAW ENFORCEMENT AND MONUMENT SECURITY

146Superintendent Harper to Regional Director, Midwest Region, Annual Report 1977, March 6, 1978, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

147Ibid., Harper to Regional Director, Midwest Region, Annual Report 1977, March 6, 1978.

148Ibid., Burns to Regional Director, Midwest Region,

Annual Report 1979.

<sup>149</sup>Cockrell, An Interview with Historian Merrill J. Mattes, p. 22.

<sup>150</sup>Burns to Regional Director, Midwest Region, memo, September 5, 1980, File-Administration, Folder-"Chronological File, I&RM Division" Starting 11-29-79- , SCBL Superintendent.

<sup>151</sup>Draft Security Plan, March 1981, File-Administration, Folder-A7633 Protection, Vandalism, SCBL Superintendent.

### PART III

#### MISSION 66 AND SPECIAL EVENTS

##### SCOPE OF THE SCOTTS BLUFF INITIATIVE

<sup>1</sup>John Henneberger to Ron Cockrell, letter, December 4, 1983, South Suburban, Illinois.

<sup>2</sup>See MISSION 66 For Scotts Bluff National Monument, National Park Service: n.d. [circa 1956]; and Superintendent Henneberger to Director, National Park Service, fiscal 1959 Annual Report, May 28, 1959, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent

New cases and exhibits were installed in the Landmark Room by a team of specialists from the Western Museum Laboratory in early 1963. See, *Ibid.*, Louise Ridge, Acting Superintendent, to Regional Director, Midwest Region, 1963 Annual Report, May 27, 1963.

<sup>3</sup>Regional Chief of Operations to Superintendents, Region II Field Areas, memo, March 9, 1960, File-Administration, Folder-A98 MISSION 66, SCBL Superintendent.

##### OTHER SPECIAL EVENTS

<sup>4</sup>John Henneberger to Ron Cockrell, letter, December 4, 1983, South Suburban, Illinois.

<sup>5</sup>Superintendent Henneberger to Director, Superintendent's Annual Report F.Y. 1961, May 26, 1961, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>6</sup>"Scotts Bluff National Monument Honors James R. Taylor Family in Billioneth [sic] Visitor Day Observance," news release, August 22, 1962, File-Administration, Folder-A8227 Special Events, SCBL Superintendent.

<sup>7</sup>Superintendent Miller to Regional Director, Midwest Region, Project Completion Report, July 30, 1964, File-Development and Maintenance, Folder-D2623 Situation Reports, Completion Reports through 1964, SCBL Superintendent.

<sup>8</sup>Highlight Briefing Statement, 1966 Calendar Year, File-Administration, Folder-A2623 Situation Reports, SCBL Superintendent.

<sup>9</sup>Superintendent Holder to Regional Director, Midwest Region, Annual Report F.Y. 1966, May 25, 1966, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>10</sup>Superintendent Harper to Regional Director, Midwest Region, memo, November 8, 1972, File-Administration, Folder-A8215 Anniversaries, Dedications, etc. 1971- (Book 2), SCBL Superintendent.

<sup>11</sup>Harper to Regional Director, Midwest Region, Annual Report 1976, February 17, 1977, File-Administration, Folder-A2621 Annual Report (Superintendent's) 1936- , SCBL Superintendent.

<sup>12</sup>Chief, I&RM, memo to the files, April 18, 1979, File-Administration, Folder-A3815 Local Public Relations, Federal Agencies, SCBL Superintendent.

#### PART IV

#### NEARBY HISTORICAL AREAS

#### ESTABLISHMENT OF AGATE FOSSIL BEDS NATIONAL MONUMENT, NEBRASKA

<sup>1</sup>Superintendent Holder to Paul Henderson, letter, September 10, 1968, (AGATE) File-Administration, Folder-A3815 Public Relations, SCBL Superintendent.

<sup>2</sup>Ibid.; "Agate Fossil Beds National Monument, Nebraska," National Park Service pamphlet, 1975.

CHIMNEY ROCK AND FORT LARAMIE NATIONAL HISTORIC SITES

<sup>3</sup>Memorandum of Agreement, Department of the Interior, Nebraska State Historical Society, and the City of Bayard, Nebraska, June 21, 1956, File-Administration, Folder-A44 Cooperative Agreements; and, "Chimney Rock National Historic Site, Nebraska," National Park Service pamphlet March 1964 NHS-CH-17000, reprinted 1978, Government Printing Office.

<sup>4</sup>Regional Director, Midwest Region, to Superintendent Rouse, February 3, 1971, memo, File-Development and Maintenance, Folder-D18 Planning Program and Master Plans through 1975, Closed, SCBL Superintendent. For the views of an adamant boundary revisionist, see the Merrill J. Mattes interview by Ron Cockrell.

<sup>5</sup>Jim Schachter, "Preservation of Fading Landmarks on the Western Trails Gets Rolling," The Kansas City Star (20 January 1983), p. 8A. A new organization, the Oregon-California Trail Association, has been formed to assist the NPS and lobby for Congressional support. The first meeting of the organization took place in Independence, Missouri, in August, 1983. For more information, see the Merrill J. Mattes interview by Ron Cockrell.

<sup>6</sup>Keith G. Sebelius to Superintendent Burns, letter, September 14, 1978, File-Administration, Folder-A3815 Local Public Relations, Federal Agencies, SCBL Superintendent.

<sup>7</sup>Regional Director Baker to Superintendent Henneberger, memo, May 2, 1960, File-General, Folder-L1417 Boundary Adjustments 1959- , SCBL Superintendent. At this same time, legislation changing the status of Fort Laramie, Bent's Old Fort, and Fort Larned were pending. No complaints from the public were received regarding these proposals.

<sup>8</sup>Ibid., Baker to Director, National Park Service, memo, May 17, 1960.

<sup>9</sup>Cockrell, An Interview with Historian Merrill J. Mattes, pp. 27-8.

PART V

SUMMARY: SCOTTS BLUFF NATIONAL MONUMENT

<sup>1</sup>Interpretive Statement, excerpt from a two-fold leaflet, File-Administration, Folder-A98 Environmental Awareness III (Conservation), SCBL Superintendent.

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Monument and Regional Historian, Midwest Region.  
Interview. May 24-25, 1983. Littleton, Colorado.

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1983. Littleton, Colorado.

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Sedro Woolley, Washington.

Superintendent, Scotts Bluff National Monument and Agate Fossil  
Beds National Monument (Jerry Banta), to Midwest  
Regional Director. Memorandum. December 16, 1983.  
Gering, Nebraska.

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A22, North Platte Valley Historical Association

A2623, Situation Reports

A2621, Annual Report (Superintendent's) 1936-

A3615, Complaints, Service and Personnel

A3815, Local Public Relations, Federal Agencies

A42, Cooperating Associations

A44, Cooperative Agreements

A5427, Inspections--Field Offices

A5631, Informational Memoranda

A7221, Files Management

A7623, Leonardo J. Hernandez-Chavez (Death)  
 A7623, Joseph Arnold Kinnersley (Death)  
 A7633, Protection, Vandalism  
 A8215, Anniversaries, Dedications, etc. 1971- (Book 2)  
 A8227, Special Events  
 A98, Environmental Study Area  
 A98, Environmental Awareness III (Conservation)  
 A98, MISSION 66  
 A9819, Youth Conservation Corps

CONCESSIONS

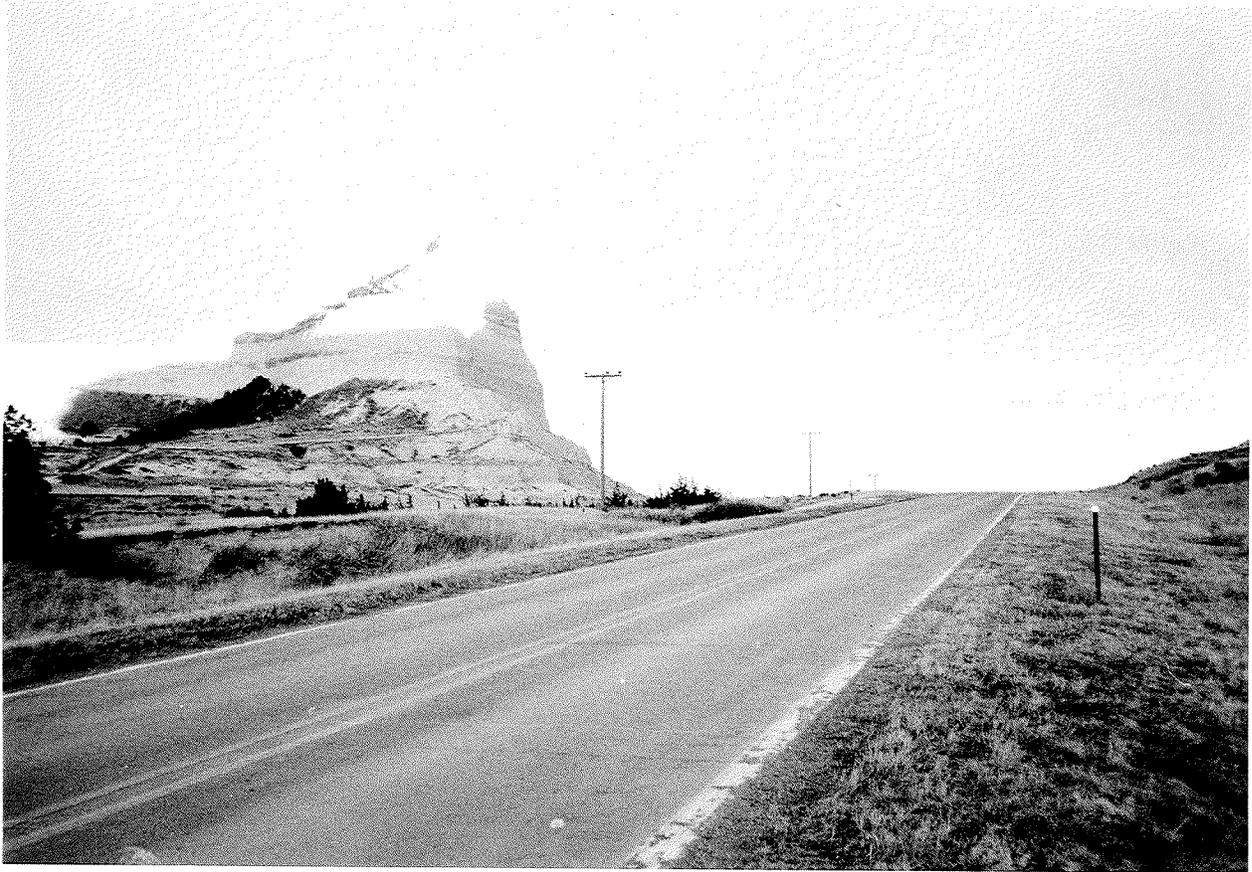
C58, Buildings and Other Facilities

DEVELOPMENT AND MAINTENANCE

D18, Planning Program and Master Plans  
 D18, Statement for Management, Planning Program, and Master Plan  
 D18, Natural Resources Management Plan, Planning Process and Master Plan  
 D18, Planning Program and Master Plans through 1975- Closed  
 D2215, Development/Study Package Proposals: Water Line and Pump Station  
 D2623, Reports, Other  
 D2623, Situation Reports, Completion Reports through 1964  
 D3015, Roads and Trails Maintenance, 1954-1970  
 D3423, Individual Building Data File

APPENDIX A

PHOTOGRAPHS OF SCOTTS BLUFF NATIONAL MONUMENT



NEBRASKA HIGHWAY 92 AS IT STRETCHES EAST THROUGH MITCHELL  
PASS. THE HISTORIC OREGON TRAIL IS TO THE LEFT.

(PHOTOGRAPH BY RON COCKRELL)



WITH THE HUGE BLUFF IN THE BACKGROUND, THE BUILDINGS FROM LEFT TO RIGHT ARE: RANGER'S RESIDENCE; SUMMIT ROAD TOLL STATION; VISITOR CENTER/OREGON TRAIL MUSEUM; AND PUBLIC RESTROOM FACILITY. IN THE FOREGROUND IS THE PAVED VISITOR PARKING AREA.

(PHOTOGRAPH COURTESY OF SUPERINTENDENT, SCOTTS BLUFF NM)



NPS INFORMATION AND OTMA SALES DESK IN THE LOBBY OF THE VISITOR CENTER. BEYOND THE SWINGING DOORS IS AN ADMINISTRATIVE OFFICE.

(PHOTOGRAPH BY RON COCKRELL)



EXHIBITS ON THE HISTORY OF SCOTTS BLUFF IN THE OREGON TRAIL MUSEUM. THE OTMA BOOK SALES DISPLAY IS IN THE FOREGROUND.

(PHOTOGRAPH BY RON COCKRELL)



REPLICA OF A MORMON HANDCART EXHIBIT IN THE OREGON TRAIL  
MUSEUM.

(PHOTOGRAPH BY RON COCKRELL)



PENCIL SKETCHES, PAINTINGS, AND PHOTOGRAPHS OF WILLIAM HENRY JACKSON IN THE JACKSON ROOM OF THE OREGON TRAIL MUSEUM.

(PHOTOGRAPH BY RON COCKRELL)



ONE OF THE SEVERAL PALEONTOLOGICAL EXHIBITS IN THE OREGON TRAIL MUSEUM.

(PHOTOGRAPH BY RON COCKRELL)



INTERPRETIVE SIGN AND TRAIL FROM THE VISITOR CENTER TO MITCHELL PASS AND THE PIONEER CAMPSITE. NOTE THE UNSIGHTLY UTILITY POLES WHICH WILL SOON BE REMOVED.

(PHOTOGRAPH COURTESY OF SUPERINTENDENT, SCOTTS BLUFF NM)



INTERPRETIVE SIGN MARKING THE PIONEER CAMPSITE IN MITCHELL  
PASS. THE SIGN READS:

Early west-bound travelers often camped in this area. Emigrant wagon trains averaged 15 to 20 miles per day. Horse Creek was the next campsite west of here.

William H. Jackson, pioneer photographer and artist, camped here on the night of August 2, 1866. He was then employed as a "bullwacker" for a freighting outfit. The next morning he drew a sketch of Mitchell Pass.

Early travelers did not tarry long at Scotts Bluff. Further west they passed such famous places as Fort Laramie, Register Cliff, Laramie Peak, Independence Rock, Devils Gate, and South Pass.

(PHOTOGRAPH BY RON COCKRELL)



VISITORS AT THE BEGINNING OF THE SADDLE ROCK TRAIL.

(PHOTOGRAPH COURTESY OF SUPERINTENDENT, SCOTTS BLUFF NM)



THE BICYCLE TRAIL COMPLETED IN THE LATE 1960s, ROUGHLY PARALLELS NEBRASKA HIGHWAY 92. THE MONUMENT'S BICYCLE TRAIL CONNECTS TO A SIMILAR TRAIL AT THE BOUNDARY BUILT BY THE CITY OF GERING, NEBRASKA.

(PHOTOGRAPH COURTESY OF SUPERINTENDENT, SCOTTS BLUFF NM)



NPS FEE COLLECTION STATION AT THE ENTRANCE TO THE SUMMIT ROAD.

(PHOTOGRAPH COURTESY OF SUPERINTENDENT, SCOTTS BLUFF NM)



THE SUMMIT ROAD IN THE AREA OF THE MOST FREQUENT INSTANCES OF ROCKSLIDES. NOTE THE LOOSE DEBRIS ON THE SMALL LEDGE IMMEDIATELY ABOVE THE ROADBED.

(PHOTOGRAPH BY RON COCKRELL)



THE SUMMIT ROAD ASCENDING TO THE SECOND OF THREE CCC-BUILT TUNNELS.

(PHOTOGRAPH BY RON COCKRELL)



THE SUMMIT PARKING LOT.

(PHOTOGRAPH BY RON COCKRELL)



VISITOR FOOTPATH ON THE SUMMIT. NUMBERED MARKERS ALONG THE TRAIL ARE INTERPRETED TO VISITORS BY A NPS LEAFLET. NOTE THE YUCCA PLANTS ALONGSIDE THE PAVED TRAIL TO DISCOURAGE ANY DEVIATION FROM THE PATH.

(PHOTOGRAPH BY RON COCKRELL)



VIEW FROM THE SUMMIT OF SCOTTS BLUFF NATIONAL MONUMENT  
LOOKING NORTH INTO THE BADLANDS BELOW. IN THE DISTANCE  
IS THE NORTH PLATTE RIVER AND THE COMMUNITIES OF SCOTTSBLUFF  
AND GERING, NEBRASKA.

(PHOTOGRAPH BY RON COCKRELL)



VIEW OF THE LONG EXTENSION OF SCOTTS BLUFF FROM ATOP THE NATIONAL MONUMENT. NOTE THE SUMMIT TRAIL ASCENDING TO A SMALL TUNNEL ALONG THE ROUTE TO THE SUMMIT.

(PHOTOGRAPH BY RON COCKRELL)



NPS BRONZE MARKER INTERPRETING THE ROUTE OF THE OREGON TRAIL ACROSS THE NORTH PLATTE VALLEY FLOOR BELOW. THE VIEW IS FROM THE SUMMIT IN THE AREA CALLED THE "SOUTH OVERLOOK."

(PHOTOGRAPH BY RON COCKRELL)

By the President of the United States of America

## A Proclamation

WHEREAS Scotts Bluff is the highest known point within the State of Nebraska, affording a view for miles over the surrounding country; Whereas Mitchell Pass, lying to the south of said bluff, was traversed by the old Oregon Trail and said bluff was used as a landmark and rendezvous by thousands of immigrants and frontiersmen travelling said trail en route for new homes in the Northwest; and

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

NOW, THEREFORE, I, Woodrow Wilson, President of the United States of America, by virtue of the power and authority in me vested by section two of the Act of Congress entitled "An Act for the preservation of American antiquities," approved June 8, 1906 (34 Stat., 225), do proclaim that there are hereby reserved from all forms of appropriation under the public-land laws, and set apart as the Scotts Bluff National Monument, the following described lands, to-wit: the northwest quarter, north half of the southwest quarter, southeast quarter of the southwest quarter, southwest quarter of the northeast quarter and the west half of the southeast quarter of section four, township twenty-one north, range fifty-five west; lots one, two and three, south half of the northeast quarter, north half of the southeast quarter, southeast quarter of the northwest quarter and the northeast quarter of the southwest quarter of section five, township twenty-one north, range fifty-five west; the northeast quarter of section nine, township twenty-one north, range fifty-five west; lots six and seven, section twenty-seven, township twenty-two north, range fifty-five west; lot four, southeast quarter, and south half of the southwest quarter of section twenty-eight, said township and range; the southeast quarter of the southeast quarter of section twenty-nine, said township and range; the east half of the east half of section thirty-two, said township and range; and the north half, southwest quarter, north half of the southeast quarter and the southwest quarter of the southeast quarter of section thirty-three, township twenty-two north, range fifty-five, all west of the Sixth Principal Meridian in the State of Nebraska, and that the boundaries of the said Scotts Bluff National Monument are as shown on the diagram hereto attached and made a part hereof.

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

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

In Witness Whereof I have hereunto set my hand and caused the seal of the United States to be affixed.

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

[SEAL.]

WOODROW WILSON

(APPENDIX C)

## Executive Order

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Scotts Bluff National Monument

Nebraska

The Proclamation of December 12, 1919 (No. 1547-41 Stat., 1779) reserving 1,893.83 acres in Scotts Bluff County, Nebraska, as the Scotts Bluff National Monument, is hereby modified by eliminating from said reservation the NE $\frac{1}{4}$ , Section 9, Township 21 North, Range 55 West of the 6th Principal Meridian, thus reducing the area of the said National Monument to 1893.83 acres.

CALVIN COOLIDGE

THE WHITE HOUSE,

May 9, 1924.

[No. 4008.]

## NOTICES

(APPENDIX D)

## FEDERAL REGISTER

DECEMBER 15, 1962

PAGE 12454

## SCOTTS BLUFF NATIONAL MONUMENT, NEBR.

## Notice of Designation of Revised Boundaries

Notice is hereby given, in accordance with section 1 of the Act of June 30, 1961 (75 Stat. 148), that the boundaries of Scotts Bluff National Monument have been revised pursuant to section 1 of the Act, that such revised boundaries are designated on drawing numbered NM-SB-7101, dated December 11, 1961, on file in the Office of the National Park Service; and that such boundaries of the monument are more particularly described as follows:

## SIXTH PRINCIPAL MERIDIAN, NEBRASKA

Beginning at the intersection of the south right-of-way line of State Highway 92 with the west section line of section 3, T. 21 N., R. 55 W.;

Thence south along the west section line of section 3 to the northwest corner of the southwest quarter southwest quarter southwest quarter section 2;

Thence east along the north line of the south half southwest quarter southwest quarter section 3 to the northeast corner of the south half southwest quarter southwest quarter section 3;

Thence south along the east line of the south half southwest quarter southwest quarter section 3 and the east line of the northwest quarter northwest quarter section 10, said township and range, to the north

right-of-way line of an improved county road;

Thence westerly along the north right-of-way line of said road to a point due south of a point on the south line of section 4, said township and range, which is 800 feet west of the southeast corner of said section 4;

Thence north to said point on the south line of said section 4;

Thence west along said south line to the southwest corner of the southeast quarter southwest quarter section 4;

Thence north along the west line of said southeast quarter southwest quarter section 4 to the northeast corner of the southeast quarter southwest quarter southwest quarter section 4;

Thence northwesterly in a straight line to the northwest corner of the northeast quarter southwest quarter southwest quarter section 4;

Thence west along the north line of the north half south half section 4 and the south line of the south half south half section 5, said township and range, to the southwest corner of the northeast quarter southwest quarter section 5;

Thence north along the west line of the east half west half section 5 to a point 25 feet south of the center line of the Scotts Bluff irrigation lateral;

Thence northeasterly along a line 25 feet from, and parallel to, said lateral to the south line of section 32, T. 22 N., R. 55 W.;

Thence east along said south line of section 32 to the west rim of the major gully running northwesterly through said section 32;

Thence northerly and westerly along the west rim of said gully to the south right-of-way line of State Highway 92 and continuing across said highway to the north right-of-way line;

Thence northwesterly along said north right-of-way line to the west rim of the west fork of the major gully;

Thence northeasterly along the west rim of said gully to a point on the north line of the south half south half section 29, said township and range, being the northwest corner of the northeast quarter southeast quarter southwest quarter section 29;

Thence east approximately 1,600 feet along the north line of the south half south half section 29, across said gully, to the old fence line on the west rim of another major gully running northerly and easterly through the west half southeast quarter section 29;

Thence northerly and easterly along the west rim of the second major gully to the south right-of-way line of the Gering Canal;

Thence northerly, easterly, and southerly along the south right-of-way line of the Gering Canal to the correction line between sections 28 and 29;

Thence easterly and southerly along the said south right-of-way line approximately 800 feet to a point;

Thence northeasterly in a straight line 800 feet easterly from and parallel to the correction line between sections 28 and 29 across the Union Pacific Railroad to the main channel of the North Platte River;

Thence generally easterly following the main channel of the North Platte River along the north line of lots 7 and 6 in section 28 and lot 9 in section 27 to the east line of the southwest quarter section 27;

Thence south along the east line of the southwest quarter section 27 across the Union Pacific Railroad to the southeast corner of the northeast quarter southeast quarter southwest quarter section 27, being a point at the top of a cliff;

Thence southwesterly along the top of the said cliff to the north right-of-way line of the Gering Canal;

Thence westerly along said north right-of-way to the east line of the west half west half section 27;

Thence south along the east line of the west half west half section 27 and the east line of the west half west half section 34 across the Gering lateral to the west right-of-way line of the Gering lateral;

Thence southerly along the west right-of-way line of the Gering lateral through section 34, T. 22 N., R. 55 W., and section 3, T. 21 N., R. 55 W., to the east line of the west half west half said section 3;

Thence south along the east line of the west half west half section 3 across a major gully running southeasterly through the said west half west half section 3 to the south rim of said gully;

Thence westerly and southerly along the south rim of the south fork of the said gully to the west section line of section 3;

Thence south to the point of beginning.

Lands within the aforesaid boundary shall constitute the Scotts Bluff National Monument, and be administered in accordance with the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916 (39 Stat. 555), as amended and supplemented.

STEWART L. UHALL,  
Secretary of the Interior.

DECEMBER 10, 1962.

[F.R. Doc. 62-12403; Filed, Dec. 14, 1962;  
8:48 a.m.]

APPENDIX E

NATIONAL REGISTER OF HISTORIC PLACES

INVENTORY/NOMINATION FORM

FOR

SCOTTS BLUFF NATIONAL MONUMENT

Placed on the National Register on  
October 15, 1966; documentation and  
acceptance, October 3, 1978.

UNITED STATES DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES  
INVENTORY -- NOMINATION FORM

FOR FEDERAL PROPERTIES

FOR NPS USE ONLY

RECEIVED

DATE ENTERED

10-3-78

SEE INSTRUCTIONS IN HOW TO COMPLETE NATIONAL REGISTER FORMS  
TYPE ALL ENTRIES -- COMPLETE APPLICABLE SECTIONS

**1** NAME

HISTORIC  
Scotts Bluff National Monument  
AND/OR COMMON

**2** LOCATION

STREET & NUMBER  
Three miles west of Gering on Nebraska 92  
CITY, TOWN  
Gering  
STATE  
Nebraska  
VICINITY OF  
Third  
COUNTY  
Scotts Bluff  
CODE  
31  
CODE  
157  
NOT FOR PUBLICATION  
CONGRESSIONAL DISTRICT

**3** CLASSIFICATION

CATEGORY	OWNERSHIP	STATUS	PRESENT USE
<input type="checkbox"/> DISTRICT	<input checked="" type="checkbox"/> PUBLIC	<input checked="" type="checkbox"/> OCCUPIED	<input type="checkbox"/> AGRICULTURE
<input type="checkbox"/> BUILDING(S)	<input type="checkbox"/> PRIVATE	<input type="checkbox"/> UNOCCUPIED	<input checked="" type="checkbox"/> MUSEUM
<input type="checkbox"/> STRUCTURE	<input type="checkbox"/> BOTH	<input type="checkbox"/> WORK IN PROGRESS	<input type="checkbox"/> COMMERCIAL
<input checked="" type="checkbox"/> SITE	<input type="checkbox"/> PUBLIC ACQUISITION	<input type="checkbox"/> ACCESSIBLE	<input type="checkbox"/> EDUCATIONAL
<input type="checkbox"/> OBJECT	<input type="checkbox"/> IN PROCESS	<input checked="" type="checkbox"/> YES RESTRICTED	<input type="checkbox"/> ENTERTAINMENT
	<input type="checkbox"/> BEING CONSIDERED	<input type="checkbox"/> YES UNRESTRICTED	<input type="checkbox"/> GOVERNMENT
		<input type="checkbox"/> NO	<input type="checkbox"/> INDUSTRIAL
			<input type="checkbox"/> MILITARY
			<input type="checkbox"/> PRIVATE RES. DWELL.
			<input type="checkbox"/> RELIGIOUS
			<input type="checkbox"/> SCIENTIFIC
			<input type="checkbox"/> TRANSPORTATION
			<input type="checkbox"/> OTHER

**4** AGENCY

REGIONAL HEADQUARTERS (If applicable)  
Midwest Regional Office, National Park Service  
STREET & NUMBER  
1709 Jackson Street  
CITY, TOWN  
Omaha  
STATE  
Nebraska  
VICINITY OF

**5** LOCATION OF LEGAL DESCRIPTION

COURTHOUSE  
REGISTRY OF DEEDS, ETC  
Midwest Regional Office, National Park Service  
STREET & NUMBER  
1709 Jackson Street  
CITY, TOWN  
Omaha  
STATE  
Nebraska

**6** REPRESENTATION IN EXISTING SURVEYS

TITLE  
National Survey of Historic Sites and Buildings  
DATE  
1957-61  
DEPOSITORY FOR SURVEY RECORDS  
Office of Archeology and Historic Preservation, National Park Service  
CITY, TOWN  
Washington  
STATE  
D.C.

UNITED STATES DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE

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NATIONAL REGISTER OF HISTORIC PLACES  
INVENTORY -- NOMINATION FORM

CONTINUATION SHEET

ITEM NUMBER 6

PAGE 1

TITLE: List of Classified Structures

DATE: August 1, 1975

FEDERAL

DEPOSITORY FOR SURVEY RECORDS: Midwest Regional Office, National Park  
Service

CITY: Omaha

STATE: Nebraska

CONDITION		CHECK ONE	CHECK ONE
<input type="checkbox"/> EXCELLENT	<input type="checkbox"/> DETERIORATED	<input type="checkbox"/> UNALTERED	<input checked="" type="checkbox"/> ORIGINAL SITE
<input checked="" type="checkbox"/> GOOD	<input type="checkbox"/> RUINS	<input checked="" type="checkbox"/> ALTERED	<input type="checkbox"/> MOVED      DATE _____
<input type="checkbox"/> FAIR	<input checked="" type="checkbox"/> UNEXPOSED		

DESCRIBE THE PRESENT AND ORIGINAL (IF KNOWN) PHYSICAL APPEARANCE

Scotts Bluff National Monument is located in Scotts Bluff County, Nebraska, about 20 miles east of the Wyoming state line, in what is commonly called the "Panhandle of Nebraska." The three nearest towns are: Gering, three miles east of the headquarters area; the city of Scottsbluff, five miles northeast from the Monument; and Mitchell, Nebraska, some 10 miles to the northwest. State Highway 92 intersects the Monument and connects with U.S. 26, 20 miles to the east; with State Highway 29 in Gering; and again at an intersection some three miles north of headquarters.

The North Platte River flows in a southeasterly direction through western Nebraska to a junction with the South Platte at North Platte, Nebraska, (175 miles east of the Monument). The Monument borders this river on the south bank and encompasses the famous bluff, which bears the name of one of the more unfortunate "mountain men," Hiram Scott.

Along the south bank of the North Platte River for 100 miles in western Nebraska, is a long ridge of bluffs. These bluffs, with some lesser hills to the north, form the North Platte Valley. Scotts Bluff, a massive promontory rising 800 feet above the valley floor, stands apart from these bluffs to form one of the dominant features of this valley. To the north of Scotts Bluff, extending to the North Platte River is a rugged area of badlands. South of Scotts Bluff, at the southern edge of the Monument is South Bluff. Between Scotts Bluff and South Bluff is Mitchell Pass through which the famous Oregon Trail ran, three-and-a-half miles of which can be seen in the form of wagon ruts. Flanking Mitchell Pass to the north is Eagle Rock and to the south is Sentinel Rock. Numerous rock inscriptions remain from the pioneer emigrants. To the south of Sentinel Rock is Coyote Pass. Other prominent geologic features of South Bluff include Crown Rock and Lome Rock to its east. Water resources within the Monument include several intermittent streams, Scotts Spring, and the Mitchell and Gering Canal.

Prehistoric structures, all of which are unexposed, include four campsites of various Indian tribes, located near the bluff-top parking lot, at the base of the north side of Scotts Bluff, on the east side of Scotts Bluff, and on the south side of South Bluff.

Non-historic structures within the Monument include the following:

- Scottsbluff Country Club and road (1920's)
- Visitor Center and Museum (1935, 1938, 1948)
- Residence #1 (1938, 1949)
- Residence #2 (1958)
- Utility Building (1936, 1958)
- Comfort Station (1938)
- Pump Vault (1936)
- Pump House (1938)
- Campfire Circle (1958)
- Flagpole
- State Highway 92 (1934-1938)
- Summit Road, Three Tunnels, and parking area (1934-1939)

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PAGE 2

Numerous trails, including "Scout Trail" and "Scotts Spring Trail" which features a tunnel cut through Saddle Rock

Union Pacific Railroad tracks to the south of the North Platte River

Power transmission lines across the southeast corner of the Monument

Numerous markers and signs including those commemorating the following:

Hiram Scott

Mitchell Pass

Oregon Trail

Observation Point

Jackson Camp

PERIOD	AREAS OF SIGNIFICANCE - CHECK AND JUSTIFY BELOW			
<input type="checkbox"/> PREHISTORIC	<input type="checkbox"/> ARCHEOLOGY PREHISTORIC	<input type="checkbox"/> COMMUNITY PLANNING	<input type="checkbox"/> LANDSCAPE ARCHITECTURE	<input type="checkbox"/> RELIGION
<input type="checkbox"/> 1400-1499	<input type="checkbox"/> ARCHEOLOGY HISTORIC	<input type="checkbox"/> CONSERVATION	<input type="checkbox"/> LAW	<input type="checkbox"/> SCIENCE
<input type="checkbox"/> 1500-1599	<input type="checkbox"/> AGRICULTURE	<input type="checkbox"/> ECONOMICS	<input type="checkbox"/> LITERATURE	<input type="checkbox"/> SCULPTURE
<input type="checkbox"/> 1600-1699	<input type="checkbox"/> ARCHITECTURE	<input type="checkbox"/> EDUCATION	<input type="checkbox"/> MILITARY	<input type="checkbox"/> SOCIAL/HUMANITARIAN
<input type="checkbox"/> 1700-1799	<input type="checkbox"/> ART	<input type="checkbox"/> ENGINEERING	<input type="checkbox"/> MUSIC	<input type="checkbox"/> THEATER
<input checked="" type="checkbox"/> 1800-1899	<input type="checkbox"/> COMMERCE	<input checked="" type="checkbox"/> EXPLORATION/SETTLEMENT	<input type="checkbox"/> PHILOSOPHY	<input type="checkbox"/> TRANSPORTATION
<input type="checkbox"/> 1900-	<input type="checkbox"/> COMMUNICATIONS	<input type="checkbox"/> INDUSTRY	<input type="checkbox"/> POLITICS/GOVERNMENT	<input type="checkbox"/> OTHER (SPECIFY)
		<input type="checkbox"/> INVENTION		

SPECIFIC DATES

BUILDER/ARCHITECT

## STATEMENT OF SIGNIFICANCE

Named for Hiram Scott, a fur trapper who died in the vicinity about 1828, Scotts Bluff is an ancient landmark and was noted by the earliest tribes whose records have been preserved. To the Indians of the Plains, Scotts Bluff was Me-a-pa-te, or "the-hill-that-is-hard-to-go-around." It became a principal landmark of the great overland migrations of the nineteenth century.

The bluff was once part of the ancient High Plains. Erosion over long periods has cut down the surrounding valleys to their present level, leaving Scotts Bluff and the adjoining hills as remnants of the unbroken plains which now lie farther to the west.

The North Platte Valley, of which Scotts Bluff is the dominant natural feature, has been a human migration corridor for centuries. Some stone artifacts found here indicate that man has been here for more than 10,000 years. When white men first arrived, they found that this area was a favorite hunting ground of Sioux, Cheyenne, and Arapaho Indians, for here vast herds of buffalo came to water.

The first white men to see Scotts Bluff were Robert Stuart and his companions, who in 1812-13 passed by carrying dispatches to John Jacob Astor from his new fur post in Oregon. In the years that followed, trappers and traders saw it when they brought their beaver pelts down the Platte River to settlements farther east; and explorers and missionaries passed the bluff on their way from advance posts of civilization into the western wilderness.

In 1843 the vanguard of a great pioneer army passed Scotts Bluff in the first large migration to Oregon. Four years later Brigham Young led the first group of his followers past the bluff on the north side of the Platte, a route later famous as the Mormon Trail. The two years following the discovery of gold in California in 1848 saw more than 150,000 men, women, and children traveling through the area.

In 1860-61 Pony Express riders galloped through Mitchell Pass, which skirts the southern base of the bluff. They were followed shortly by the first transcontinental telegraph. The Overland Mail, Pony Express, Pacific Telegraph, and Overland Stage built stations near Scotts Bluff. In 1864 Fort Mitchell was established two-and-a-half miles to the northwest to protect stagecoaches and wagon trains on the Oregon Trail. The following year the North Platte Valley was considered as a possible route for the Union Pacific, then building westward to link up with the Central Pacific to form the first transcontinental railroad, but a line through Cheyenne was chosen instead. The completion of the railroad in 1869 marked the decline of the Oregon Trail, although it continued in use locally for many years.

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In the late 1870's and early 1880's, Scotts Bluff was the geographical center of the open-range cattle industry, the last great romantic episode of the frontier. With the arrival of the first homesteaders in the North Platte Valley in 1885, the local frontier disappeared and Scotts Bluff became a symbol of the Nation's past.

It was the development of Scotts Bluff as a symbol of the Nation's past that local and state interests devoted themselves following the turn of the century. Following a period of strong activity, Scotts Bluff was proclaimed a National Monument on December 12, 1919. The following decade saw little development, save for foot trails and picnic areas, despite widespread interest. With the advent of the depression the Monument underwent a period of active development under the aegis of such employment programs as the C.W.A., W.P.A., and C.C.C. Constructed during this period were the Summit Road with its three tunnels and parking lot, State Highway 92, the Museum (later called the Visitors Center) in which is housed a notable collection of paintings and memorabilia of the famed Western artist, William Henry Jackson, landscape preservation work, a temporary camp (Civilian Conservation Corps Camp 762) near the Scottsbluff Country Club which was later removed and had housed up to 200 men, picnic grounds west and south of Mitchell Pass, a water supply system, a residence, and a utility building. By 1939 the extreme popularity of the picnic grounds led to a degenerate state and to their permanent closing, despite strong local protest.

During the decade encompassing the World War II and decade following it, some minor changes were made to the Monument, including additions to the Museum and the residence in 1948. Numerous major rock slides occurred along the Summit Road which required lengthy clearance work. In 1949 use of the Gering Golf Course and a rifle range, both within the boundaries, was discontinued.

During the early 1960's a number of construction projects were undertaken as part of the "Mission 66" program of the National Park Service. Besides considerable upgrading of facilities, roads, and trails, a new residence, an addition to the utility building, and an amphitheater were constructed. At this time 47.63 acres were added to the Monument.

Thus, a consistent and thorough program has been undertaken for the preservation of this unique historic and geologic area.

**MAJOR BIBLIOGRAPHICAL REFERENCES**

- Brand, Donald D., The History of Scotts Bluff, Nebraska, United States Department of the Interior, National Park Service, Berkeley, California, 1934
- Green, Thomas L., "Scottsbluff and the North Platte Valley," 1949
- Harris, Earl R., "History of Scotts Bluff National Monument," Oregon Trail Museum Association, Gering, Nebraska, 1962
- Mattes, Merrill J., "Scotts Bluff National Monument," Washington, D.C., 1958

**GEOGRAPHICAL DATA**

ACREAGE OF NOMINATED PROPERTY 2987.97

UTM REFERENCES

A	1,3	610,710,0,0	4,613,415,0,0	B	1,3	610,912,0,0	4,613,310,0,0
	ZONE	EASTING	NORTHING		ZONE	EASTING	NORTHING
C	1,3	610,912,0,0	4,613,314,0,0	D	1,3	610,819,0,0	4,612,914,0,0

VERBAL BOUNDARY DESCRIPTION

E	1,3	610,516,0,0	4,613,011,0,0	F	1,3	610,515,0,0	4,613,212,0,0
G	1,3	610,516,0,0	4,613,314,0,0				

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE	CODE	COUNTY	CODE
STATE	CODE	COUNTY	CODE

**FORM PREPARED BY**

NAME TITLE

David Antogast, Historical Architect

ORGANIZATION

National Park Service

DATE

March 29, 1976

STREET & NUMBER

1709 Jackson Street

TELEPHONE

402-221-3423

CITY OR TOWN

Omaha

STATE

Nebraska

**CERTIFICATION OF NOMINATION**

STATE HISTORIC PRESERVATION OFFICER RECOMMENDATION

YES \_\_\_ NO \_\_\_ NONE \_\_\_

STATE HISTORIC PRESERVATION OFFICER SIGNATURE

In compliance with Executive Order 11593, I hereby nominate this property to the National Register, certifying that the State Historic Preservation Officer has been allowed 90 days in which to present the nomination to the State Review Board and to evaluate its significance. The evaluated level of significance is X National \_\_\_ State \_\_\_ Local.

FEDERAL REPRESENTATIVE SIGNATURE

TITLE

DATE

FOR NPS USE ONLY

I HEREBY CERTIFY THAT THIS PROPERTY IS INCLUDED IN THE NATIONAL REGISTER

DATE

DIRECTOR, OFFICE OF ARCHEOLOGY AND HISTORIC PRESERVATION  
ATTEST:

DATE

KEEPER OF THE NATIONAL REGISTER

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Beginning at a point on Nebraska State Highway 92 about 1100 feet southeast of its intersection with a county road in Section 32 of Township 22 of Scotts Bluff County, Nebraska, the boundary of Scotts Bluff National Monument meanders northward about 1200 feet to its intersection with the north border of Section 32 where it then proceeds due north about 1300 feet to a point (G) where it turns due east about 1500 feet to a point slightly west of an intermittent stream which it follows northward about 1500 feet to the stream's intersection with the Mitchell and Gering Canal. The boundary then follows the Canal eastward about 2700 feet to a point (A) where it turns due north-northeast about 1700 feet to its intersection with the North Platte River which it follows eastward about 7700 feet to a point (B) where it turns due south about 1800 feet to a point (C) where it turns westward following the Gering Canal about 1500 feet to a point where it turns southward following an intermittent stream about 5700 feet to the point where the southern of two power transmission lines running west from Gering turns south-southwest. At this point the boundary proceeds due south about 1400 feet where it crosses an intermittent stream and follows along its south side about 1800 feet southwestward to a point where it turns and proceeds due south about 2800 feet to a point where it turns due east about 1300 feet to a point where it turns due south about 1600 feet to its intersection (point D) of Gering lateral stream which it then follows west-northwestward about 2300 feet to a point where the boundary turns due north about 600 feet to a point where it turns due west about 3100 feet to a point where it turns due north about 700 feet to a point where it turns northwest about 1000 feet to a point where it turns due west about 4700 feet to a point (E) where it turns north-northwest about 3400 feet to its intersection of Scotts Bluff Lateral Stream (point F) which it follows about 1800 feet to the intersection of the stream and the south border of Township 22. At this point the boundary turns due east about 900 feet to a point where it turns due north about 200 feet to a dirt road which it follows north-northwestward about 3300 feet to its intersection with State Highway 92, which it then follows about 1800 feet northwest to the point of beginning.

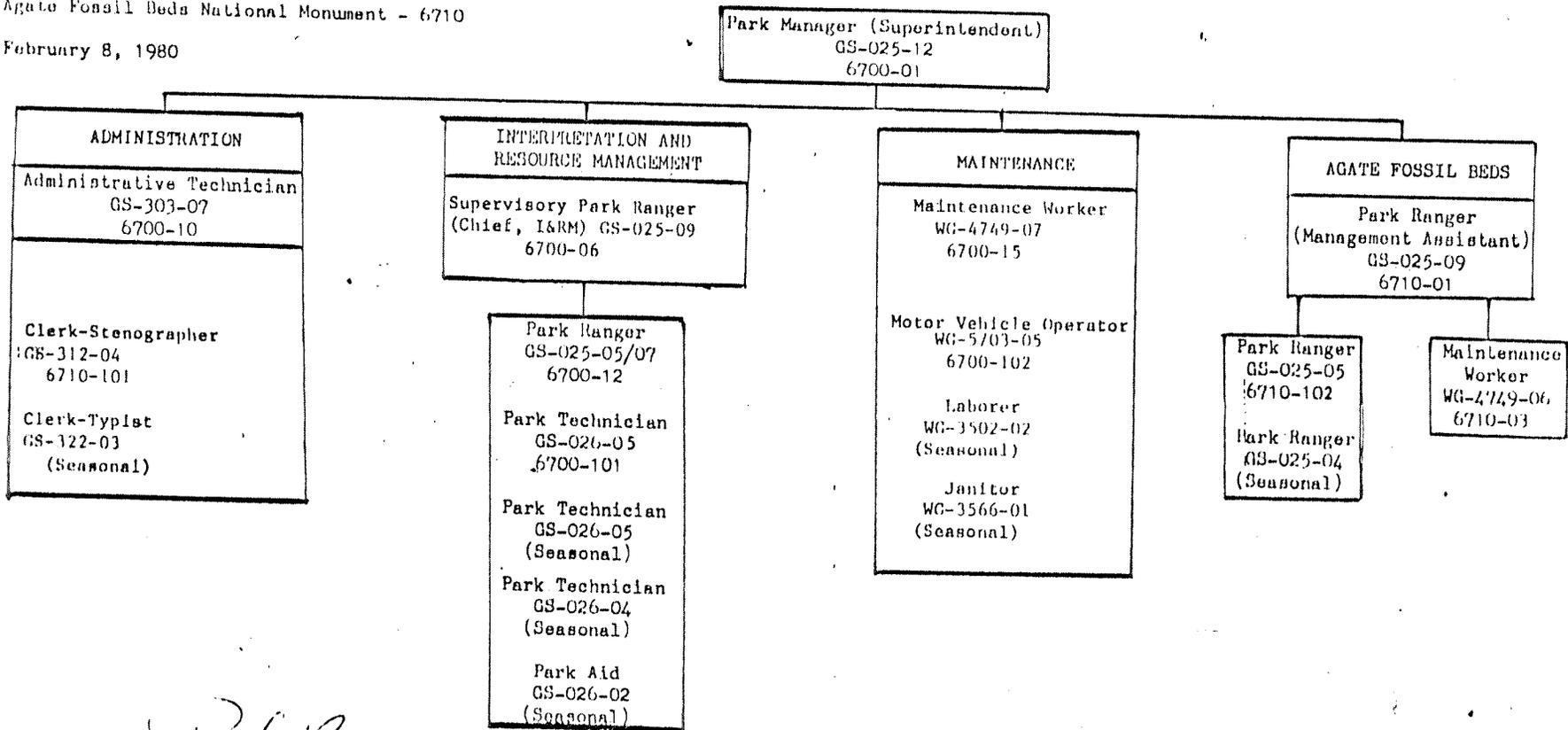
(APPENDIX F )  
 ANNUAL VISITATION FIGURES  
 SCOTTS BLUFF NATIONAL MONUMENT  
 1934-1982

<u>YEAR</u>	<u>ATTENDANCE</u>	<u>YEAR</u>	<u>ATTENDANCE</u>
1934	10,000	1958	82,162
1935	25,000	1959	95,814
1936	51,038	1960	91,460
1937	55,921	1961	92,272
1938	96,450	1962	96,279
1939	82,305	1963	99,936
1940	108,536	1964	89,712
1941	80,206	1965	106,508
1942	44,385	1966	107,504
1943	35,568	1967	124,116
1944	27,867	1968	133,843
1945	29,833	1969	125,000
1946	57,887	1970	130,000
1947	49,285	1971	127,736
1948	49,789	1972	140,330
1949	52,680	1973	156,976
1950	60,334	1974	166,944
1951	60,027	1975	174,273
1952	54,168	1976	213,267
1953	50,706	1977	204,044
1954	57,672	1978	217,533
1955	54,937	1979	173,291
1956	73,700	1980	109,620
1957	79,230	1981	132,824
		1982	170,175

NOTE: This chart was taken from a list obtained in File-Administration, Folder-A2615 Monthly Reports. Attendance figures before 1950 are different from the figures published in the 1960 Administrative History.

National Park Service  
 Midwest Region  
 Scotts Bluff National Monument - 6700  
 Agate Fossil Beds National Monument - 6710

February 8, 1980



(APPENDIX G)

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Recommended [Signature] Date 2-8-80 Reviewed [Signature] Date 3-4-80  
 Approved [Signature] Date Mar 3, 1980

( APPENDIX H )

GRAPHICS FROM THE 1976 MASTER PLAN

SCOTTS BLUFF NATIONAL MONUMENT



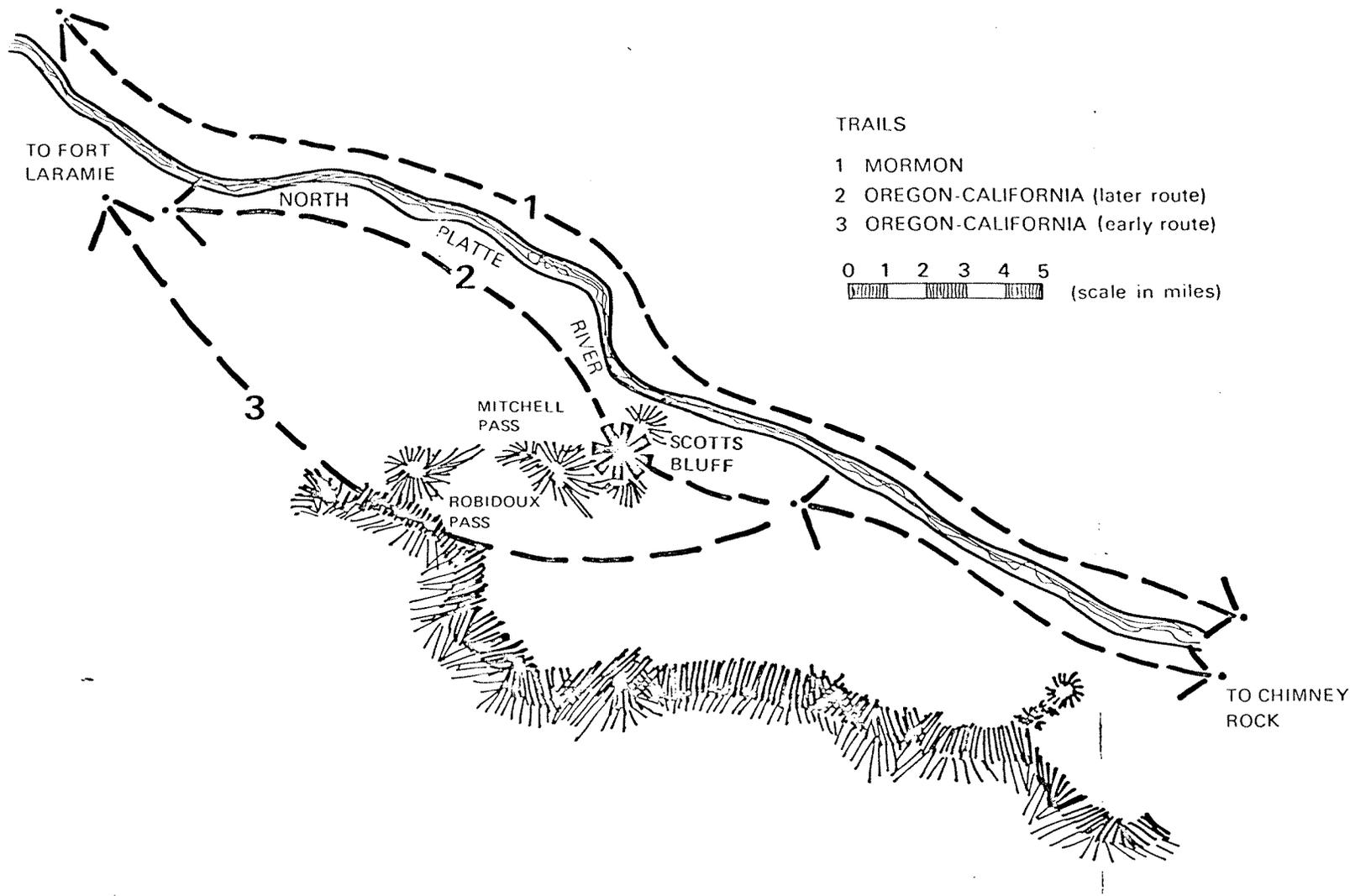
## LOCATION



SCOTTS BLUFF NATIONAL MONUMENT

united states department of the interior / national park service

317 | 40004  
DSC | MAY 76



TRAILS

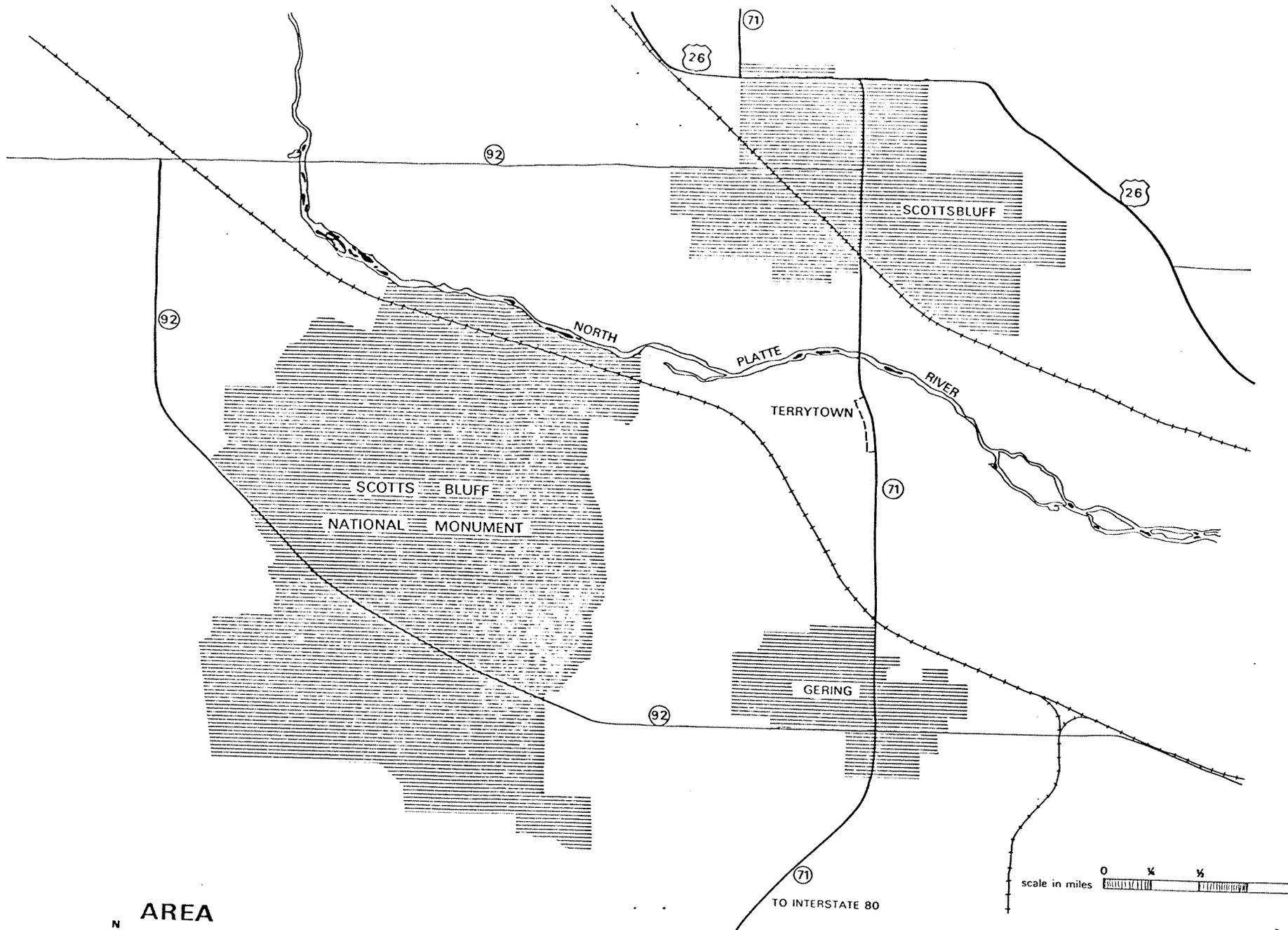
- 1 MORMON
- 2 OREGON-CALIFORNIA (later route)
- 3 OREGON-CALIFORNIA (early route)

0 1 2 3 4 5  
 (scale in miles)

**EARLY TRAIL ROUTES**  
 SCOTTS BLUFF NATIONAL MONUMENT  
 united states department of the interior / national park service



317 | 40003  
 DSC | MAY 76

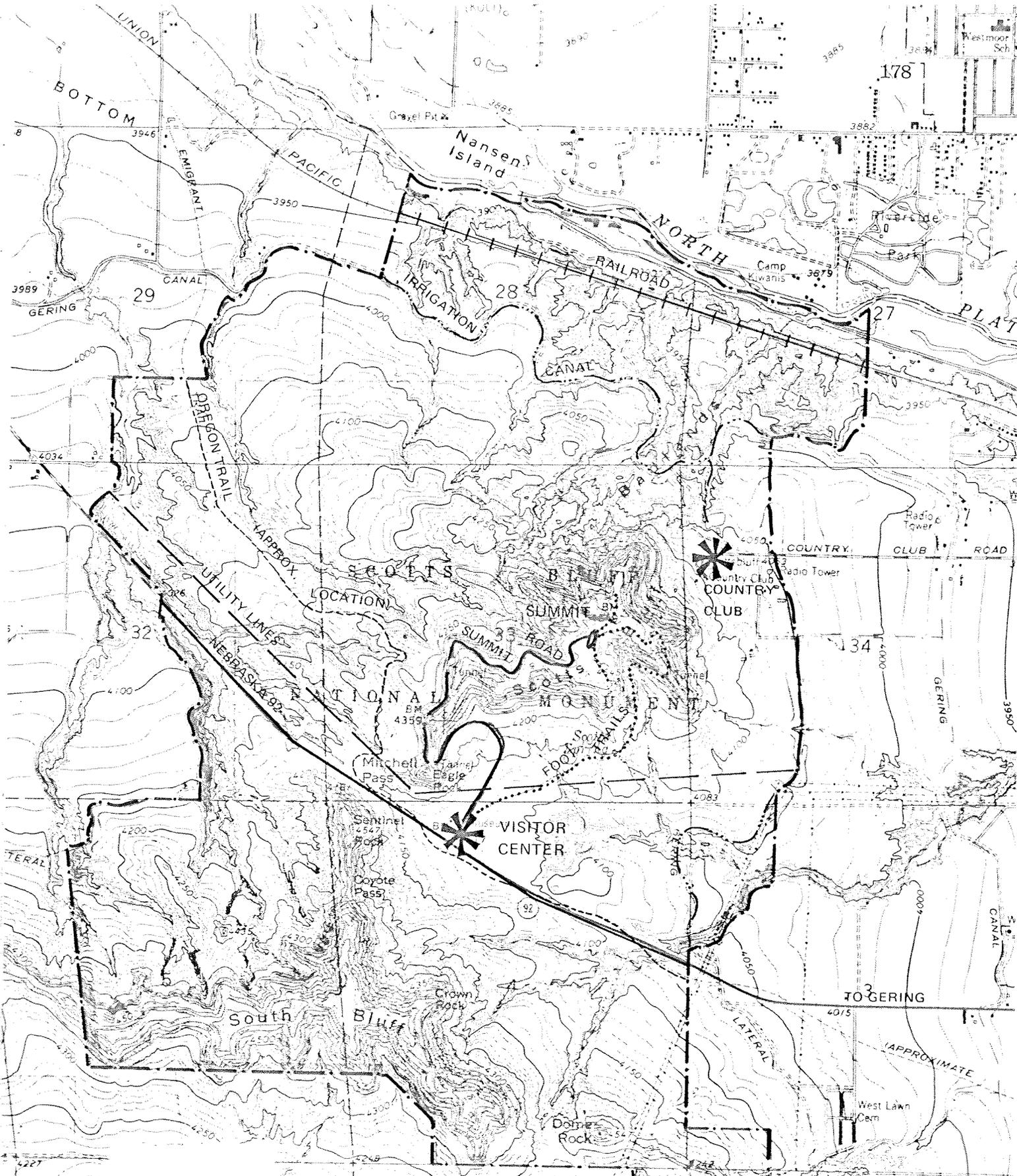


**AREA**  
 ↑ N  
**SCOTTS BLUFF NATIONAL MONUMENT**  
 united states department of the interior / national park service

scale in miles 0 1/4 1/2 1

317 40000  
 DSC MAY 76

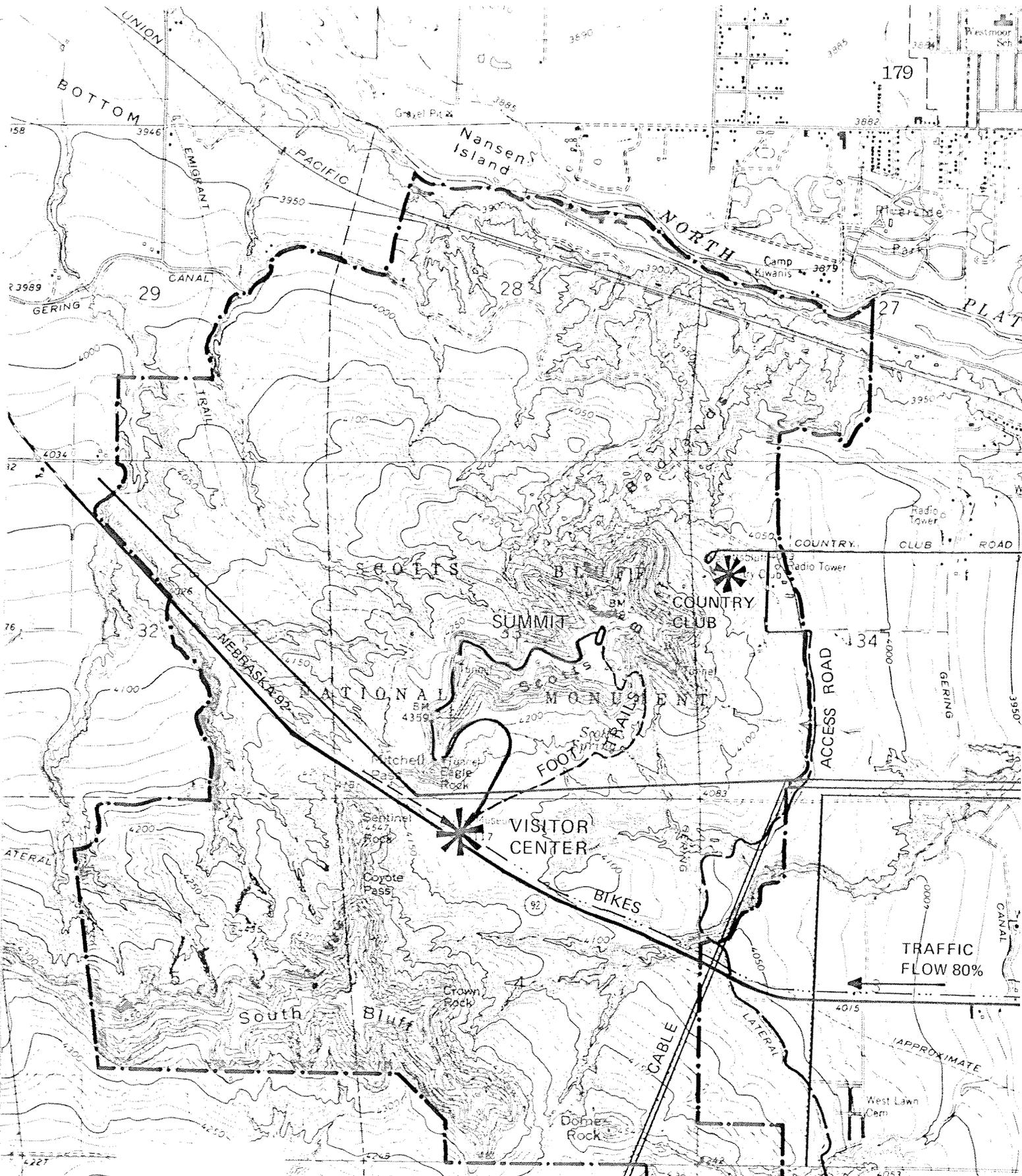
177



**EXISTING DEVELOPMENT**  
**SCOTTS BLUFF NATIONAL MONUMENT**

united states department of the interior / national park service

317 40001  
 DSC MAY 76



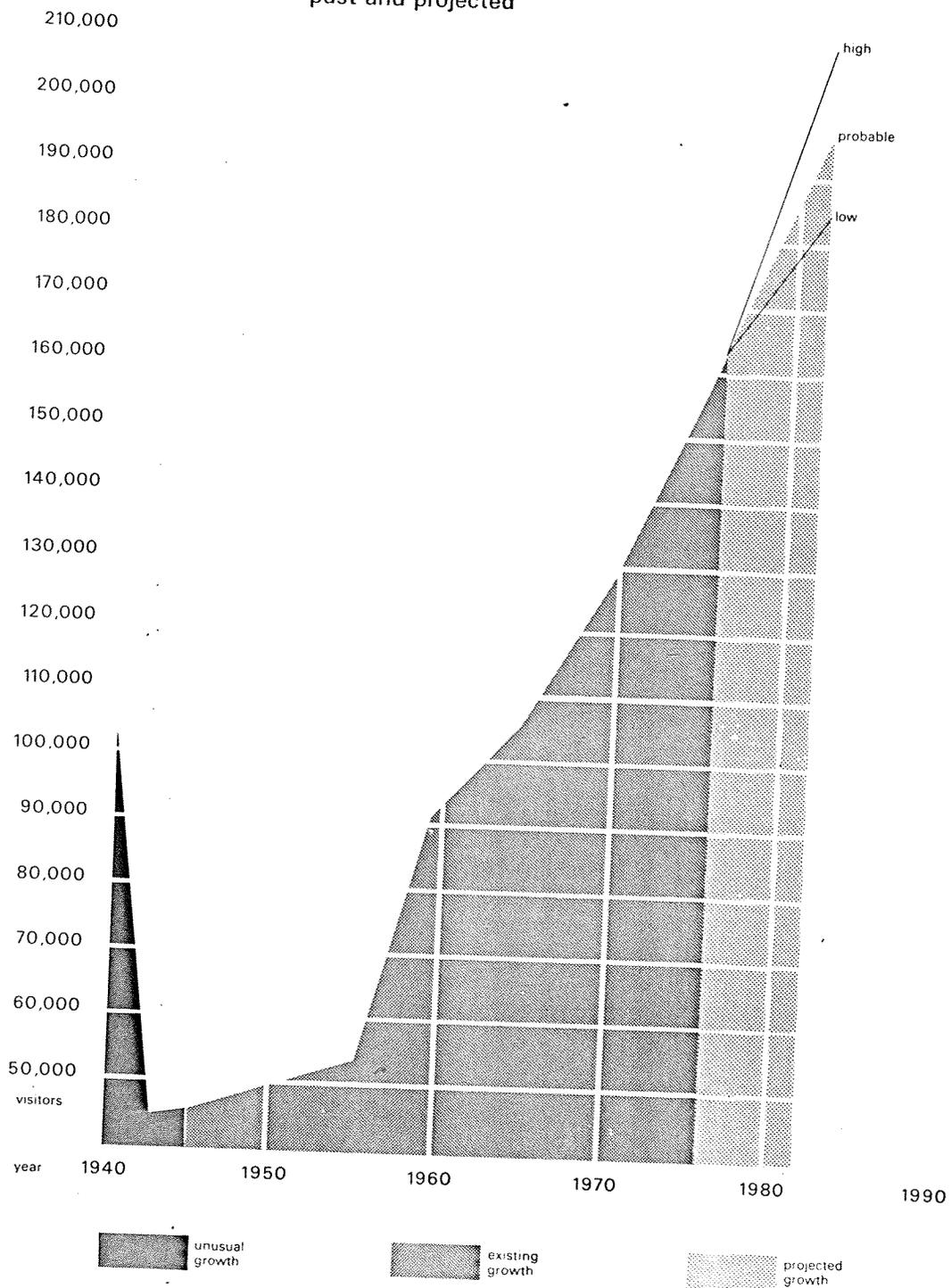
**EXISTING CONDITIONS**



**SCOTTS BLUFF NATIONAL MONUMENT**

united states department of the interior / national park service

annual visitation  
past and projected



APPENDIX I

NATIONAL PARK SERVICE PERSONNEL

AT

SCOTTS BLUFF NATIONAL MONUMENT

SUPERINTENDENT JOHN W. HENNEBERGER (1958 to 1962)

Henneberger transferred from Olympic National Park, Washington.

Entered On Duty: 01-25-58

Henneberger transferred to Region IV (San Francisco) to assume the position of Park Planner on 01-25-62.

OTHER PERSONNEL

Park Historian: Earl R. Harris, entered on duty 07-29-57. The position of Historian was reinstated as the single permanent uniformed employee under the Superintendent in June 1956.

Administrative Assistant: Louise Ridge, entered on duty 06-18-43. Ridge was promoted from Clerk-Stenographer on 03-23-58.

Foreman I, Caretaker: Edward Wolf, entered on duty 08-25-58.

## SUPERINTENDENT HAROLD R. JONES (1962 to 1963)

Jones' previous NPS career included duty as a Ranger at Rocky Mountain (Colorado), Wind Cave (South Dakota), and Yellowstone (Wyoming) National Parks. Jones transferred from the position of Park Planner, Recreation Resource Planning, Region II (Omaha).

Entered On Duty: 03-05-62

Jones transferred to the Washington Office to assume the position of Park Planner on 05-21-63.

## OTHER PERSONNEL

Park Historian: Earl R. Harris.

Administrative Assistant: Louise Ridge.

Foreman I, Caretaker: Edward Wolf.

SUPERINTENDENT KEITH E. MILLER (1963 to 1965)

Miller transferred from the position of Superintendent, Gran Quivira National Monument, New Mexico.

Entered On Duty: 07-14-63

Miller transferred to the Region II Office (Omaha) in 07-65.

OTHER PERSONNEL

Park Historian: Earl R. Harris.

Administrative Assistant: Louise Ridge.

Foreman I, Caretaker: Edward Wolf.

SUPERINTENDENT RICHARD L. HOLDER (1965 to 1969)

Holder transferred from Yellowstone National Park, Wyoming.

Entered On Duty: 08-01-65

Holder transferred to the position of Programs Specialist,  
Southeast Regional Office (Atlanta) on 03-23-69.

OTHER PERSONNEL

Chief, I & RM: Benjamin F. Ladd, entered on duty 06-16-68 from a  
similar position at Yellowstone National Park, Wyoming.

Park Historian: Earl Harris, transferred to Nez Perce National  
Historical Park, Idaho, in 02-67.

Administrative Assistant: Louise Ridge.

Clerk-Typist: Bettie King, entered on duty in 11-67.

Foreman I, Caretaker: Edward Wolf.

SUPERINTENDENT HOMER L. ROUSE (1969 to 1971)

Rouse transferred from Joshua Tree National Monument, California.

Entered On Duty: 06-69

Rouse transferred to the Washington Office in 1971.

OTHER PERSONNEL

Chief, I & RM: Benjamin F. Ladd, transferred to Glacier National Park, Montana, in 1971.

Chief, I & RM: Lary D. Barney, entered on duty in 06-71.

Administrative Assistant: Louise Ridge.

Clerk-Typist: Bettie L. King, terminated in 05-70.

Clerk-Typist: Carol Peterson (Preston), entered on duty in 06-70, terminated in 03-71.

Clerk-Typist: Alice Swigert, entered on duty in 04-71.

Laborer: Edward Wolf.

## SUPERINTENDENT DONALD R. HARPER (1971 to 1978)

Harper transferred from the position of District Ranger, Big Horn Canyon National Recreation Area, Montana.

Entered On Duty: 10-71.

Harper transferred to the position of Superintendent, White Sands National Monument, New Mexico, on 08-13-78.

## OTHER PERSONNEL

Chief, I & RM: Lary D. Barney, resigned on 03-13-74.

Chief, I & RM: Allen R. Haeker, entered on Duty in 10-72 as Park Ranger, promoted to Chief, I & RM in 1974, transferred to Olympic National Park, Washington, in 09-75.

Chief, I & RM: Charles B. Cooper, transferred from Sequoia and Kings Canyon National Park, California, on 10-26-75.

Park Ranger: Richard H. Saunders, entered on duty on 11-11-75; transferred to Herbert Hoover National Historic Park, Iowa, in 17-77.

Park Ranger: Lawrence A. Blake, transferred from George Washington Memorial Parkway, Virginia, on 02-26-78.

Administrative Assistant: Louise Ridge. Ridge, the longest-serving NPS employee in the history of the monument, retired on 06-28-74, having served 31 years at Scotts Bluff.

Clerk-Typist: Alice Swigert, terminated in 06-72.

Clerk-Typist: Linda D. Hahn, entered on duty in 07-72; promoted to Administrative Technician in 06-74, transferred to the Midwest Archeological Center in 01-78.

Clerk-Stenographer: Sherryl A. Shelbourn, entered on duty in 09-74; transferred to local Soil Conservation Service in 05-75; returned to Scotts Bluff as Administrative Technician in 03-78.

Clerk-Stenographer: Jeanne E. Weber, entered on duty in 05-75; position made permanent in 05-76.

Clerk-Typist: Peggy Schreiner, temporary; terminated on 03-17-78.

SUPERINTENDENT HARPER (Continued)

OTHER PERSONNEL (Continued)

Maintenance Worker: Edward Wolf, retired on 06-30-73, after serving 15 years at Scotts Bluff.

Maintenance Worker: Robert L. Hamann, entered on duty 11-12-73; transferred from Badlands National Park, South Dakota.

Motor Vehicle Operator: Fernando Delgado, entered on duty in 11-76.

## SUPERINTENDENT ROBERT L. BURNS (1978 to 1981)

Burns transferred from Superintendent, Pictured Rocks National Lakeshore, Michigan.

Entered On Duty: 08-13-78

Retired: March 31, 1981

Burns retired from the National Park Service after 36.5 years of Federal service.

## OTHER PERSONNEL

Chief, I & RM: Charles B. Cooper, transferred to Haleakala National Park, Hawaii, in 09-78.

Chief, I & RM: Christopher M. White, transferred from Perry's Victory International Peace Memorial, Ohio, on 10-08-78; transferred to Ozark National Scenic Riverway, Missouri, in 11-80.

Chief, I & RM: Russell E. Osborne, transferred from Amistad National Recreation Area on 02-22-81.

Park Ranger: Lawrence A. Blake, transferred to George Washington Carver National Monument, Missouri, in 05-80.

Park Technician: Jon G. James, transferred from National Capitol Parks on 08-12-79; transferred to Golden Spike National Historic Site, Utah, on 09-07-80.

Lead Park Technician: (formerly Park Ranger position), Curtis C. Weikert, Career Conditional appointment from Peace Corps on 01-25-81. Position converted to Subject to Furlough when filled.

Administrative Technician: Sherryl A. (Shelbourn) Mauler.

Maintenance Worker: Robert L. Hamann.

Motor Vehicle Operator: Fernando Delgado.

Clerk-Stenographer: Jeanne E. Weber, Agate Fossil Beds employee, duty station at Scotts Bluff.

SUPERINTENDENT ALFORD J. ("JERRY") BANTA (1981 to )

Banta transferred from Superintendent, Perry's Victory and International Peace Memorial, Ohio.

Entered On Duty: June 14, 1981.

OTHER PERSONNEL

Chief, I & RM: Russell E. Osborne.

Lead Park Technician: Curtis C. Weikert. Position converted to full-time on 05-15-83.

Maintenance Worker: Robert L. Hamann, promotion/position title change to Maintenance Mechanic on 06-12-83.

Motor Vehicle Operator: Fernando Delgado.

Administrative Technician: Sherryl A. Mauler.

Clerk-Stenographer: Jeanne E. Weber, change in duty station from Agate Fossil Beds to Scotts Bluff on 05-01-83.

Museum Technician: Audrey L. Mesford, entered on duty 08-29-83.

## SEASONAL EMPLOYEES: Summer 1983

Merlyn K. Davis, Park Ranger  
 Lanny K. Page, Park Technician  
 Jane E. Robinson, Park Aid  
 Rebecca A. Waid, Park Aid  
 John C. Neilson, Park Aid  
 Jon A. Quijas, Park Aid, "President's Stay in School Program"  
 David L. Junk, Laborer  
 Robert D. Soles, Laborer

## SUMMER 1982

Merlyn K. Davis, Park Ranger  
 Lanny K. Page, Park Technician  
 Kim Schmidt, Park Aid  
 John C. Neilson, Park Aid  
 Barbara A. Consolo, Student Trainee (Technician)  
 Jon A. Quijas, Park Aid, "President's Stay in School Program"  
 David L. Junk, Laborer

## SUMMER 1981

Meryln K. Davis, Park Ranger  
 Lanny K. Page, Park Technician  
 Neil Waldman, Park Technician  
 Nancy A. Richmond, Park Technician (WINTER)  
 Ruth Ann Connelly, Park Aid, "President's Stay in School Program"  
 Barbara A. Consolo, Student Trainee (Technician)

## SUMMER 1980

Merlyn K. Davis, Park Ranger  
 Nancy A. Richmond, Park Technician  
 Barbara A. Consolo, Student Trainee (Technician)  
 Ruth Ann Connelly, Park Aid, "President's Stay in School Program"  
 Merl Boyd, Laborer  
 Ethel McVay, Park Aid (WINTER)

## SUMMER 1979

Merlyn K. Davis, Park Ranger  
 Winfield S. Delle, Park Ranger  
 Nancy A. Richmond, Park Technician  
 Lanny K. Page, Park Technician  
 Judith K. Bartzatt, Park Technician  
 Catherine L. Suit, Park Aid  
 Ruth Ann Connelly, Summer Aid

## SUMMER 1978

Merlyn K. Davis, Park Ranger  
 Winfield S. Delle, Park Ranger  
 Loren C. Ireland, Park Ranger, (first began in 1962)  
 Joan E. Merrigan, Park Ranger  
 Lanny K. Page, Park Technician  
 Charles and Nancy Kuhl, full-time VIPs

## SUMMER 1977

Loren C. Ireland, Park Ranger  
 Merlyn K. Davis, Park Ranger  
 Winfield S. Delle, Park Ranger  
 Jeffry L. Warfield, Park Ranger  
 Scott B. Eckberg, Park Aid (WINTER)  
 Joan E. Merrigan, Park Technician

## OTHER SEASONAL EMPLOYEES (INCOMPLETE INFORMATION)

John C. Bays, 1967 through 1975 or 1976  
 Henry Heinrichs, 1968(?) through 1974 or 1975  
 Gay Peterson, 1974  
 Paul Salazar, 1976, Maintenance  
 Marlyn Bartlett  
 Wayne Sides, 1963(?) through 1970(?)  
 Mike Heckman, 1965(?) through 1968(?)  
 R.J. Roberts  
 Larry Lemons  
 Don Foose, Maintenance  
 Bill Plank  
 Calvin Payne  
 Frank Sanchez  
 Mike Rueffort, Laborer  
 Jim and Nancy Shives  
 Cottie Martinez  
 Frank Laboto  
 Herb Barcellus  
 Bob Connors  
 Paul Magyar  
 Andy Thomas, Maintenance  
 Larry Gibb  
 Jack Salas  
 Dennie Kenzy, 1966(?)

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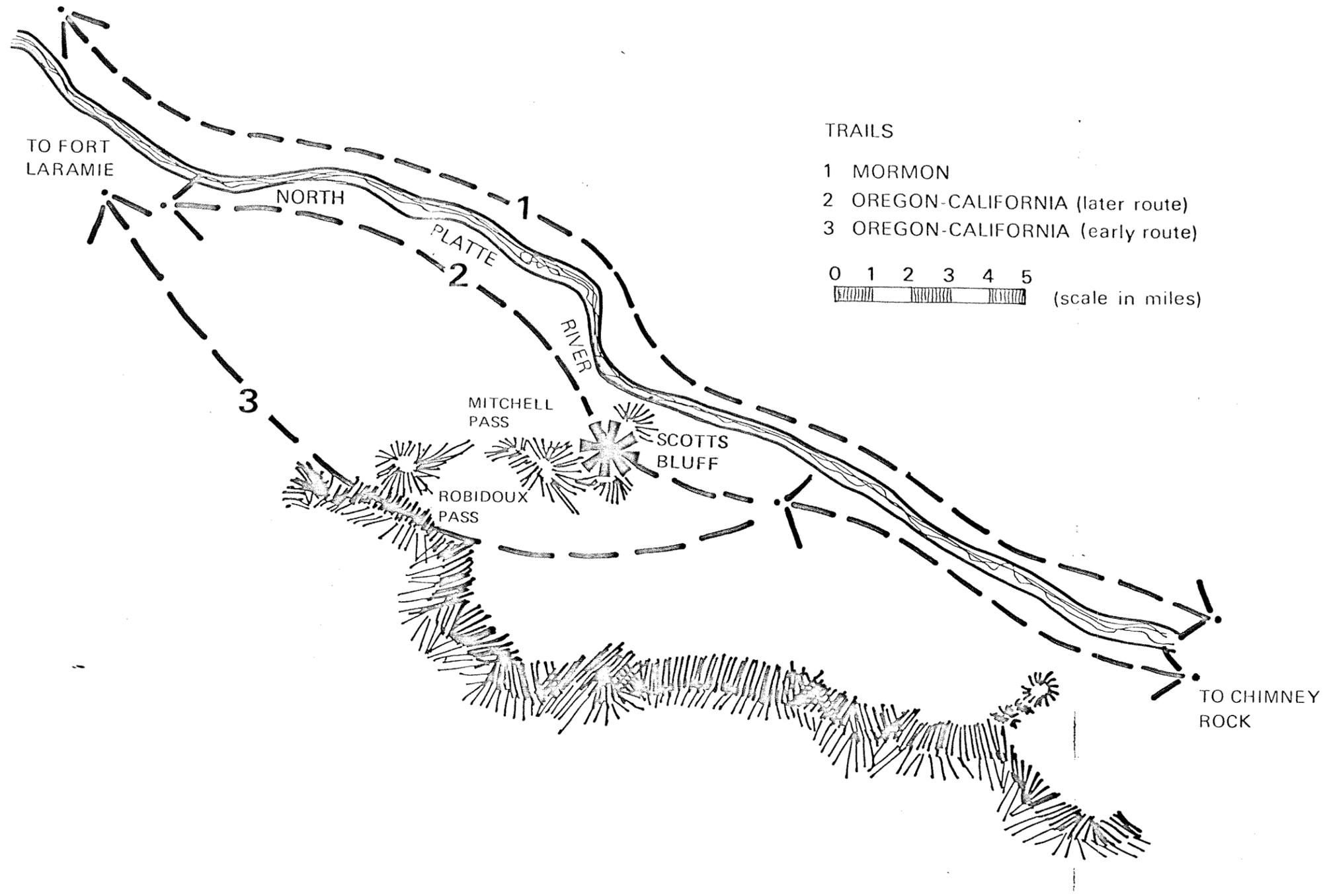
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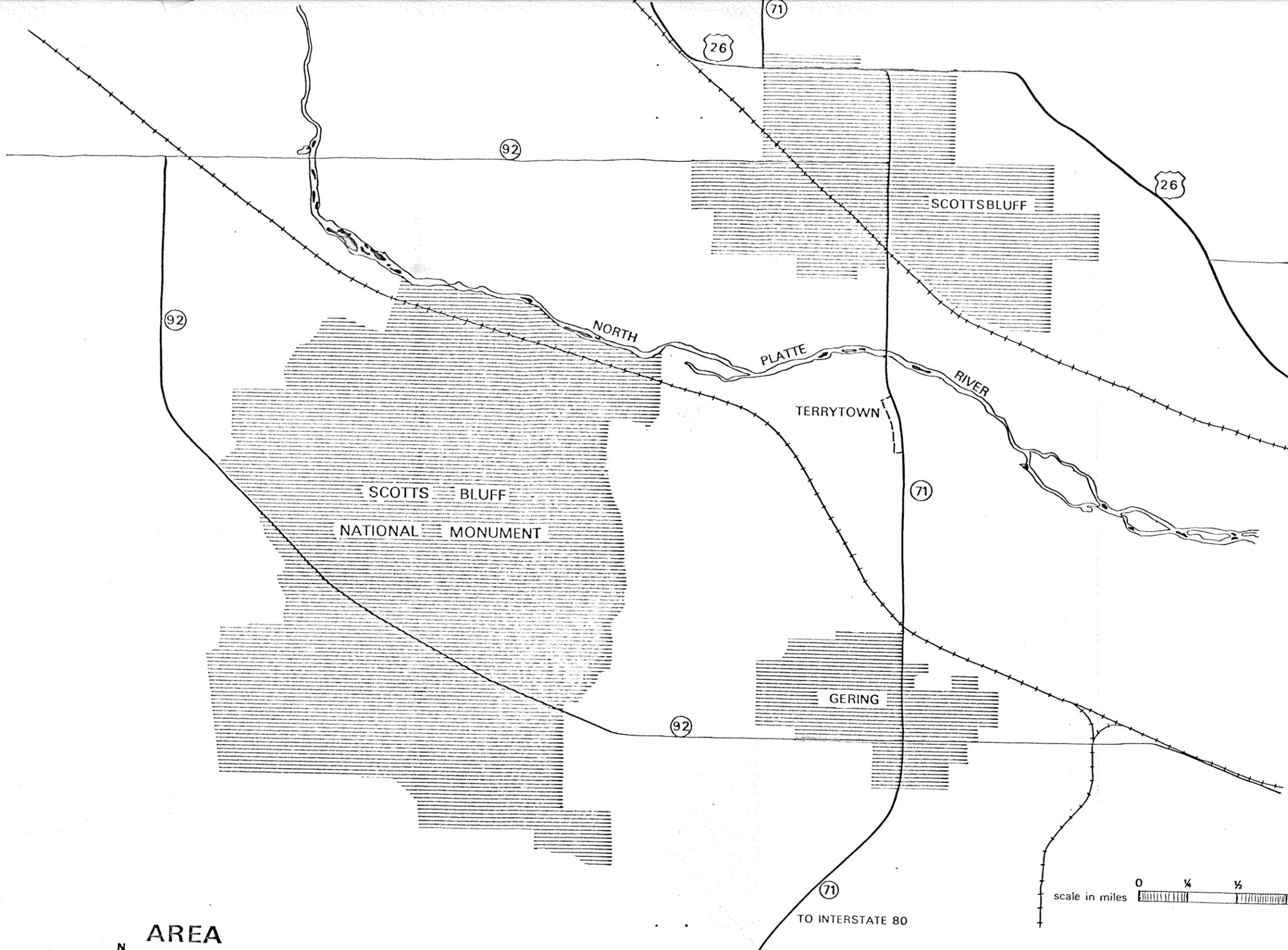


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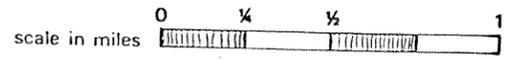
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