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general management plan revision
development concept plan
interpretive prospectus

Clemson University



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BADLANDS
SOUTH UNIT



NATIONAL PARK / SOUTH DAKOTA



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SOUTH UNIT
BADLANDS NATIONAL PARK



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EXECUTIVE SUMMARY

Authorized in 1968, the south unit at Badlands National Park has no permanent facilities. The temporary structures at White River have a remaining lifespan of five more years, and several of the structures (including unit quarters) are in a floodplain, jeopardizing NPS staff and investment. No potential campground sites are available out of the floodplain, and no potable water supply exists at the White River site. The site cannot support use and development as described by the enabling legislation for the south unit or as specified in the memorandum of agreement with the Oglala Sioux Tribe.

The lack of improvements on Sheep Mountain Table has resulted in a deterioration of resources (roadway erosion, loss of grassland, and littering), and the existing road condition is a threat to visitor safety. Additional use resulting from improved information and interpretation will necessitate improvements to this area. Elsewhere in the south unit, fragile fossils and archeological sites are being threatened by unmanaged use.

Cuny and Palmer Creek tables within the boundary of the park lack adequate access. To meet the obligations of the memorandum of agreement with the Oglala Sioux Tribe and to improve management of visitor use and interpretation of the south unit, these areas need road improvements.

Alternatives that were considered in the 1985 Draft General Management Plan Revision/Development Concept Plan/Environmental Assessment (hereafter referred to as General Management Plan Revision) included retaining unit development at White River, relocating the developed area to Sheep Mountain Table in the northern portion of the unit, and relocating development to Fog Creek.

The plan that resulted from the assessment of alternatives calls for relocating the unit's developed area to Fog Creek; developing a primitive campground; upgrading roads, informational signing, and interpretation throughout the south unit; and fencing the 505 Range. Visitors traveling along all principal routes to the unit will receive improved orientation and interpretation. The proposal will effectively provide for the active preservation of prehistoric, historic, scientific, and scenic features in the south unit. It also has the potential to enhance other recreation and tourism developments on the Pine Ridge Indian Reservation.

The total cost of implementing the proposal will be \$3,745,995 (gross 1985 dollars).

INTRODUCTION

The south unit of Badlands National Park is administered to provide for the care, maintenance, and preservation of features of prehistoric, historic, scientific, and scenic interest, and to develop facilities that will provide for public use and enjoyment (1976 Memorandum of Agreement between the Oglala Sioux Tribe and the National Park Service). Composed of two largely undeveloped and remote tracts of land, the south unit offers an experience rich in the history and culture of Oglala Sioux people and the natural heritage and scenery of the badlands.

LEGISLATIVE HISTORY

Badlands National Park was originally established by presidential proclamation as a national monument on January 25, 1939 (53 Stat. 2521). The purpose of units of the national park system as specified in the act of August 25, 1916, establishing the National Park Service is

to conserve the scenery and the natural and historic objects and wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

By 1960 the monument had been reasonably well developed under earlier management and development programs, including the Mission 66 program. Under the act of August 8, 1968 (82 Stat. 663), the boundaries of the monument were revised "to include lands of outstanding scenic and scientific character," and "to construct visitor use and administrative facilities thereon." These additional 133,300 acres, known as the south unit, lie within the Pine Ridge Indian Reservation. This addition increased the total area of the monument to 243,302 acres. Wilderness was established on 64,144 acres in the Sage Creek Basin by the act of October 20, 1976 (90 Stat. 2693). In accordance with the act of November 10, 1978 (92 Stat. 3467), the monument gained national park status.

In 1979, prefabricated structures were erected near the White River to provide for visitor contact and park operational needs in the south unit. Cultural exhibits were designed in consultation with selected Sioux artists and tribal members. The White River visitor center was dedicated in a ceremony held on June 30, 1980. Today, these original facilities serve the same functions for the unit as they did in 1979.

PLANNING BACKGROUND

The 1976 memorandum of agreement with the Oglala Sioux Tribe prescribes much of the administration of the south unit (see appendix A). Section 10 states:

The Service shall administer the lands included in the Badlands South Unit in accordance with the laws applicable to the Badlands National Monument and the rules in effect there now, or such amendments thereto as may be mutually agreed upon, to provide for the care, maintenance, preservation, and restoration of features of prehistoric, historic, scientific, or scenic interest on such included Tribal lands, and to develop upon the said lands such roads, trails or other structures or improvements as may be necessary in connection with the administration, visitor use, and protection of the Badlands South Unit, in accordance with the Master Plan, including subsequent mutually agreed upon amendments thereto.

Section 19 states:

The tribe and the Service, subject to available fund limitations and manpower ceilings, shall use their resources cooperatively to develop an interpretive program for and the public recreation resources of the Pine Ridge Indian Reservation, including the Badlands South Unit, which will make the maximum use of the prehistoric, historic, scenic, scientific, and human resources of the region for public understanding and application. The program shall, when possible, use qualified members of the Tribe for interpretation and shall carry out the Oglala Sioux theme or motif.

The 1982 Master Plan/Final Environmental Statement (hereafter referred to as the Master Plan) proposed development, interpretation, and administration of Badlands National Park. The plan encouraged the Oglala Sioux Tribe to participate in the planning, development, and operation of the south unit in accordance with the memorandum of agreement (see appendix C).

The Master Plan called for development of concession facilities on the White River in the south unit. The proposed development would consist of a motel with approximately 100 pillows, 100-seat restaurant, auto services, a visitor contact and information center, a maintenance facility, and an open-air bazaar in which Indian craftspeople could demonstrate craft techniques and display a variety of products for sale. Employee housing would also be provided. All planning and design for the White River complex would be subject to review by the Oglala Sioux Tribe.

Development of the White River area was proposed as a secondary interpretive center for the park, with an Indian heritage visitor center as a major part of the development. In addition to conventional interpretive facilities, the plan proposed dancing grounds and field competition areas for Indian cultural demonstrations.

The proposal for White River was treated as an alternative considered but rejected in the environmental assessment. This development concept plan has revised the proposal for the south unit portion of the Master Plan.

The intent of section 6 of the act of August 8, 1968 (82 Stat. 663), has been interpreted and formalized by section 9 of the 1976 memorandum of agreement where it states that

if the Oglala Sioux Tribe offers to convey to the Secretary of the Interior certain tribal lands within the Pine Ridge Indian Reservation, but outside of the Badlands National Park for the purpose of erecting thereon a visitor center, the Service shall accept such land and shall thereafter, subject to availability of appropriated funds and approval of building plans by both the Oglala Sioux Tribe and the National Park Service, which approval shall not unreasonably be withheld, proceed to erect the visitor center at the earliest reasonable date.

This would obligate the National Park Service to further amend the 1982 Master Plan, in recognition of recreation development on the reservation, and allow for the consolidation of major recreation developments (including those proposed for the south unit of Badlands) outside the park. This plan has been developed in close cooperation with the Oglala Sioux Tribe to ensure that future options for development of recreation on the reservation are not precluded by developments within the south unit.

TO: GILLETTE, WYO.
60 Miles

REGION

BADLANDS NATIONAL PARK / SOUTH DAKOTA
UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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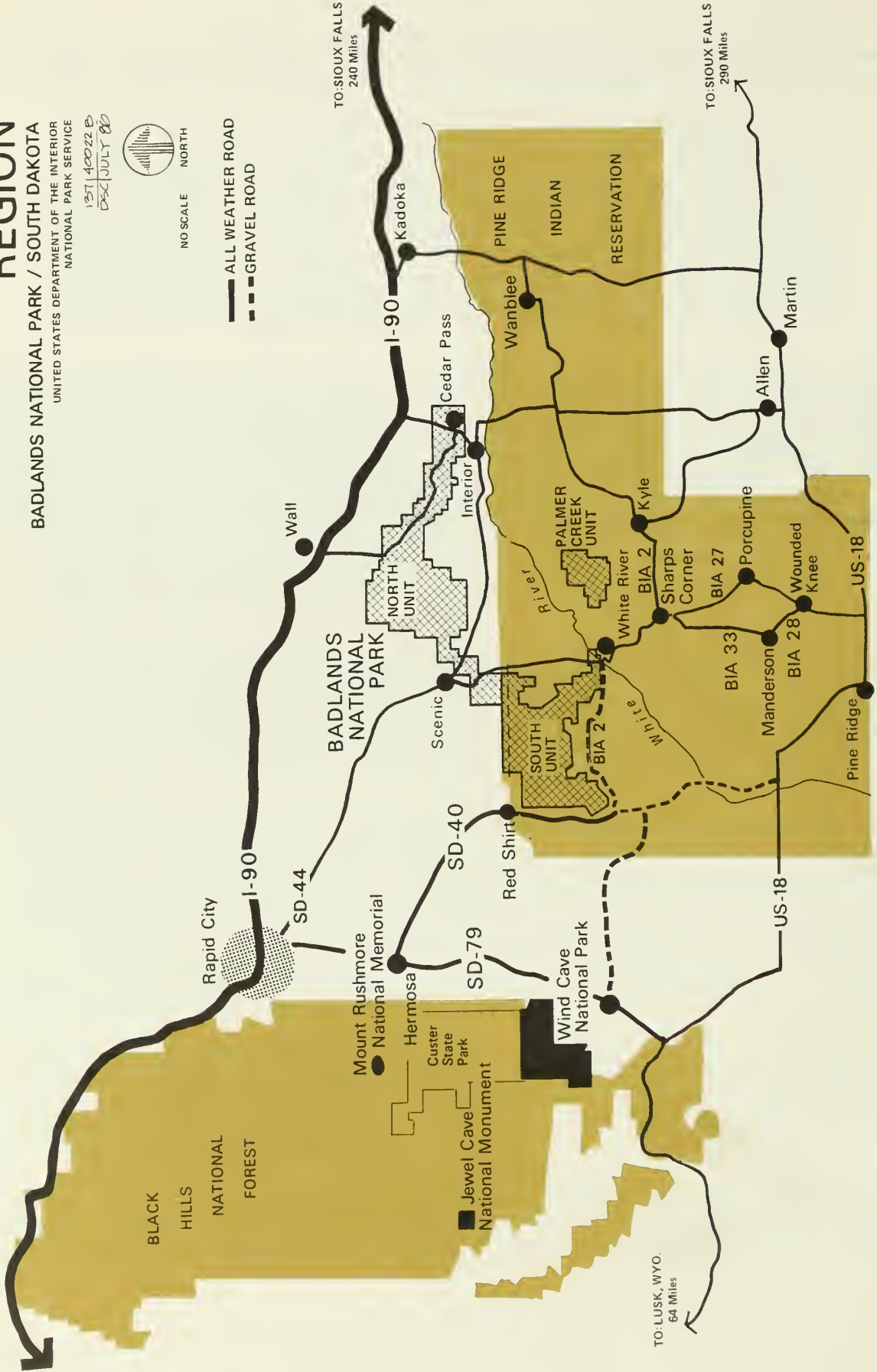


NO SCALE NORTH

— ALL WEATHER ROAD
- - - GRAVEL ROAD

TO: SIOUX FALLS
240 Miles

TO: SIOUX FALLS
290 Miles



TO: LUSK, WYO.
64 Miles

PURPOSE OF AND NEED FOR THE PLAN

PLANNING ISSUES

Visitor Use and Interpretation

The south unit is largely undeveloped and limited in its offerings to visitors. Little information is provided on the nature of the unit, and travel distances are long between the north and south units. Within the south unit, signing is inadequate, a poor quality dirt road is the only means of access to Sheep Mountain Table, and the White River visitor center is the only opportunity for cultural interpretation. The 1985 General Management Plan Revision addressed uses of the unit such as developed camping, backcountry hiking, scenic driving, and four-wheel touring. It also addressed the ways to protect and interpret the unit's cultural resources and considered the information functions of the developed area in meeting the needs of the traveler.

The White River visitor center houses a collection of Indian cultural exhibits; however, the building was not designed for visitor center use, and floor space cannot be used to the maximum. Exhibits are mainly photographs and do not cover Indian history beyond the 1940s. The cultural exhibits must be refined and better documented, and the function of NPS cultural interpretation needs to be addressed in light of probable tribe-developed interpretation.

Cultural Resources

Several areas of the south unit have been identified as containing significant archeological resources. Although the unit is substantially unsurveyed, the Fog Creek area is suspected of possessing a high density of archeological resources. These resources may be of national importance; however, further scientific investigation is needed to identify and interpret their significance. All proposed development for the unit will be preceded by adequate preconstruction archeological surveys. Because one of the interpretive objectives of the unit is interpreting cultural resources, the results of archeological surveying may be beneficial to the visitor's understanding of the area. For actions affecting archeological or other cultural resources, compliance with section 106 of the National Historic Preservation Act of 1966 (80 Stat. 915) and 36 CFR 800 will be accomplished in accordance with the programmatic memorandum of agreement between the Advisory Council on Historic Preservation, the National Conference of State Historic Preservation Officers, and the National Park Service.

Two areas of the south unit have been identified by the Oglala Sioux Tribe as being of spiritual and religious importance and are listed in appendix B of the memorandum of agreement (appendix C of this document). Consultation with the tribe has been accomplished so that compliance with this agreement is ensured and so that planning is mutually agreed upon by both the tribe and the National Park Service.

Natural Resources

The resources of the south unit are managed in accordance with the 1976 memorandum of agreement with the tribe. The Natural Resource Management Plan was approved in 1984.

The south unit has no known plant species that are on the federal list of threatened or endangered plant species; however, the U.S. Fish and Wildlife Service has reported sightings of black-footed ferrets, bald eagles, and peregrine falcons within and near the park.

The 100-year floodplain of the White River was estimated before reconstruction of the adjacent bridge on Bureau of Indian Affairs Highway 27. These estimates place the 100-year floodplain at the 2,607.5-foot elevation and indicate that a substantial portion of the White River development is in the floodplain (the visitor center, however, is at an elevation of 2,625 feet). The extent of the floodplain will severely constrain options for further development at White River and pose a continuing threat to existing structures. Development proposals in this plan comply with the requirements of Executive Order 11988, "Floodplain Management" (3 CFR 121, Supp. 1977) and the final NPS procedures for implementing these orders.

Water availability is extremely limited, and numerous unsuccessful test wells have been drilled at White River. A well provides water but output is low, and the water is undrinkable without costly treatment. Estimates have been made that very deep wells would tap into the large deep aquifers of the region; however, the cost would be high to drill these and the water quality would still be low. Water is currently purchased from municipal sources in Rockyford and trucked to White River. Preliminary hydrologic surveys indicate that water availability is higher elsewhere in the unit. Several high-quality shallow wells are operating on Cuny Table, and Fog Creek flows year-round from a Cuny Table spring. All potential water sources would be tested to ensure that they meet the standards of the Safe Drinking Water Act (42 USC s 300f et seq.).

Unrestricted hunting by tribal members is allowed in the south unit (section 3 of the 1976 memorandum of agreement), and domestic livestock grazing is allowed under BIA regulations (sections 5 and 6 of the 1976 memorandum of agreement). Under the Natural Resource Management Plan, the park will work with the tribe in developing hunting seasons and evaluating range conditions. The agreement with the tribe calls for cooperation in reaching a ratio between domestic grazing and increasing wildlife. This allows for programs to reintroduce pronghorn, bighorn, mule deer, and buffalo into the south unit (section 3).

Section 3 of the memorandum of agreement states:

The right of the Tribe to hunt on the Reservation lands is recognized. No hunting on the Badlands South Unit by non-members will be allowed. In the interest of promoting

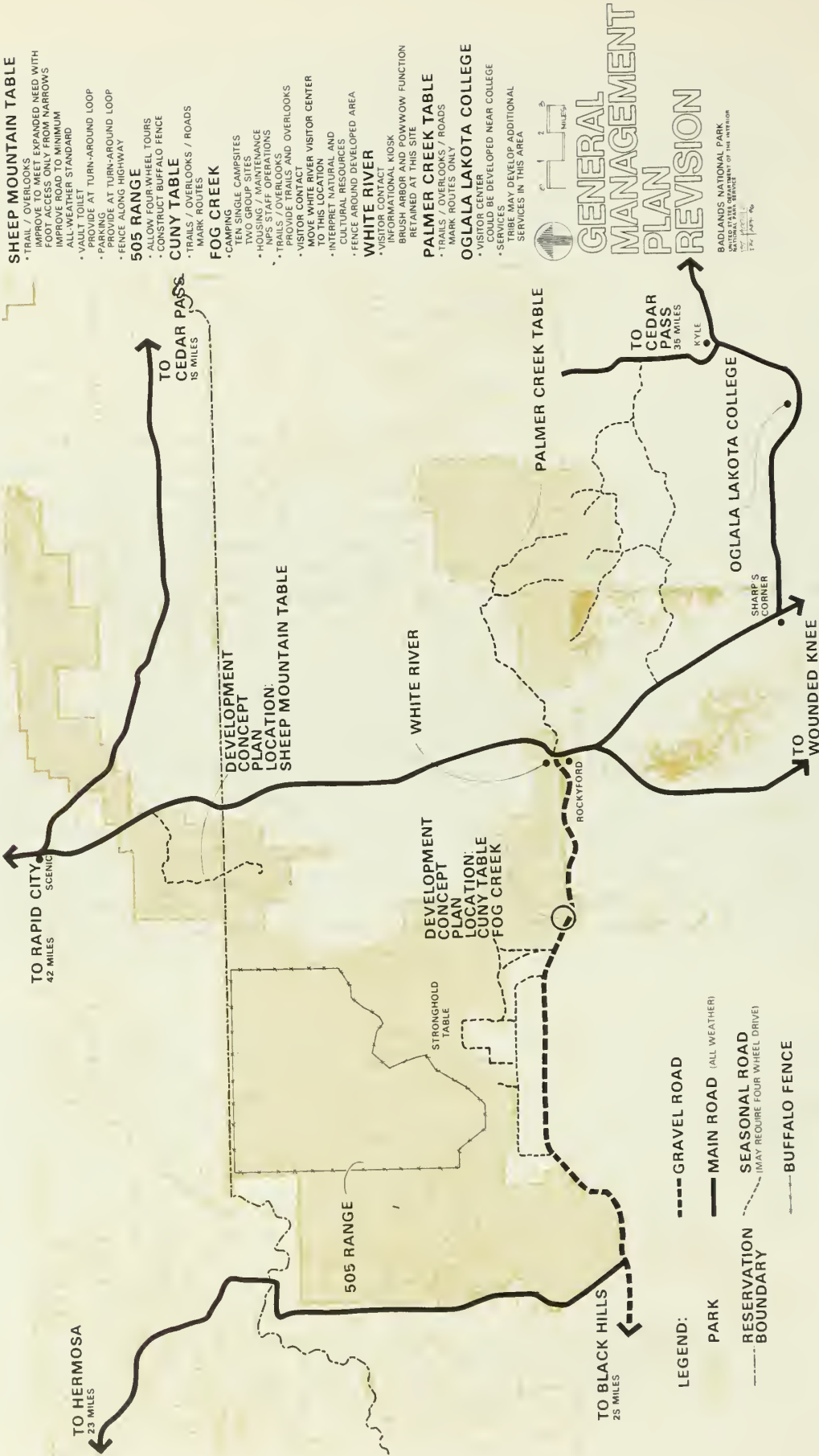
perpetuating, and preserving the species of animals which do exist within the Badlands South Unit the rules set forth in Appendix A are agreed to as governing the exercise of Tribal hunting rights. The Service intends to reintroduce species of animals, including but not limited to buffalo and antelope, into the Badlands South Unit. Any surplus animals will be given to the Tribe for restocking purposes outside the Monument boundaries.

Reintroduction of buffalo will require installation of special fencing that restricts movements of buffalo but no other wildlife.

Unit Operations Facilities

The unit operations facilities are immediately adjacent to and visible from one of the main reservation highways. The obvious gasoline, telephone, and vehicle repair facilities prompt many local residents to seek assistance at odd hours. However, these administration facilities were not designed or intended for public use. The traditional local practice of shooting at signs and other objects along the road calls into question the safety of residences so close to the road. The general location, however, is effective in being centrally located to the unit's management needs.

Because of the unit's remoteness, (Sheep Mountain Table and White River are 38 miles and 54 miles, respectively, from Cedar Pass), service to this unit cannot be provided effectively from the Cedar Pass headquarters area. Staff cannot efficiently commute over these distances and adequately protect the visitors, resources, and NPS facilities. Continuous availability of NPS personnel is required for these services. The town of Kyle is the only nearby community with more than 1,500 residents; however, it is not a reasonable commuting distance from the unit. Therefore, providing quarters for the unit's staff is necessary and consistent with Department of Interior policy (400 DM 9.1).



SHEEP MOUNTAIN TABLE

- TRAIL / OVERLOOKS IMPROVED
- IMPROVED ACCESS ONLY FROM NARROWS
- IMPROVE ROAD TO MINIMUM ALL-WEATHER STANDARD
- VAULT TOILET
- PROVIDE AT TURN-AROUND LOOP
- PROVIDE AT TURN-AROUND LOOP
- FENCE ALONG HIGHWAY

505 RANGE

- ALONG FOUR-WHEEL TOURS
- CONSTRUCT BUFFALO FENCE

CUNY TABLE

- TRAIL / OVERLOOKS / ROADS
- MARK ROUTES

FOG CREEK

- CARRY SINGLE CAMPSITES
- TWO GROUP SITES
- HOUSING / MAINTENANCE
- NFS STAFF OPERATIONS
- PROVIDE TRAILS AND OVERLOOKS
- VISITOR CONTACT
- MOVE WHITE RIVER VISITOR CENTER TO THIS LOCATION
- INTERPRET NATURAL AND CULTURAL RESOURCES
- FENCE AROUND DEVELOPED AREA

WHITE RIVER

- VISITOR CENTER
- INFORMATIONAL KIOSK
- BRUSH ARBOR AND POWWOW FUNCTION
- RETAINED AT THIS SITE

PALMER CREEK TABLE

- TRAIL / OVERLOOKS / ROADS
- MARK ROUTES ONLY

OGLALA LAKOTA COLLEGE

- VISITOR CENTER
- COULD BE DEVELOPED NEAR COLLEGE
- SERVICES
- TRIBE MAY DEVELOP ADDITIONAL SERVICES IN THIS AREA

GENERAL MANAGEMENT PLAN REVISION

BADLANDS NATIONAL PARK
 UNITED STATES DEPARTMENT OF THE INTERIOR
 BUREAU OF LAND MANAGEMENT
 1500 PARALLEL AVENUE
 SIOUX FALLS, SD 57105-5000
 605/339-3000

- LEGEND:**
- GRAVEL ROAD
 - MAIN ROAD (ALL WEATHER)
 - ... SEASONAL ROAD (MAY REQUIRE FOUR WHEEL DRIVE)
 - BUFFALO FENCE
 - PARK BOUNDARY

THE PLAN

The south unit developed area will be relocated from White River to Fog Creek. It will serve the unit's administration, visitor contact, interpretation/orientation, campground, and staff residential needs. Access to the remainder of the unit's resources will be improved to a level that will facilitate public enjoyment but retain the primitive character of the unit.

A design theme will be developed to unify all buildings, campground comforts, shade shelters, and wayside structures. The theme will consider the terrain and natural setting of the park and the predominant cultural themes found on the reservation. Building designs will be distinct from and not patterned after the round tribal community buildings found on the reservation. All directional signs will meet the same standards as the north unit. A design competition, selecting local Indian talent, will be used to develop the design theme.

FACILITY DEVELOPMENT

Fog Creek

Fog Creek will contain all functions now at White River. A visitor contact center (1,000-1,500 square feet) will be constructed on Cuny Table overlooking Fog Creek. The center will contain displays of Indian art and culture, and viewing areas will be provided so visitors can enjoy the surrounding landscape. It will be a major point of contact for visitors traveling to all parts of the park and reservation. Restrooms and a public phone will be provided along with the information/interpretation functions.

Adjacent to the center, staff quarters will be provided for the district ranger, seasonal ranger, and maintenance worker. The residences will vary in size to accommodate families. The close proximity of residences to the center will provide continuous security for the center.

A maintenance building (800-1,200 square feet) will be constructed in the developed area, including an efficiency apartment for interpretive staff on two- to three-day rotations in the south unit. A septic system will be installed and a water source developed. Utilities will all be placed underground.

A primitive campground will be constructed with 10 single sites, two group sites, water, and two composting type comfort stations. Foot trails will emanate from the developed area into the Fog Creek drainage.

The entire area will be fenced, and the tribe will be responsible for phasing out grazing on the tract of land that comprises the proposed developed area (approximately 1/4 of a section).

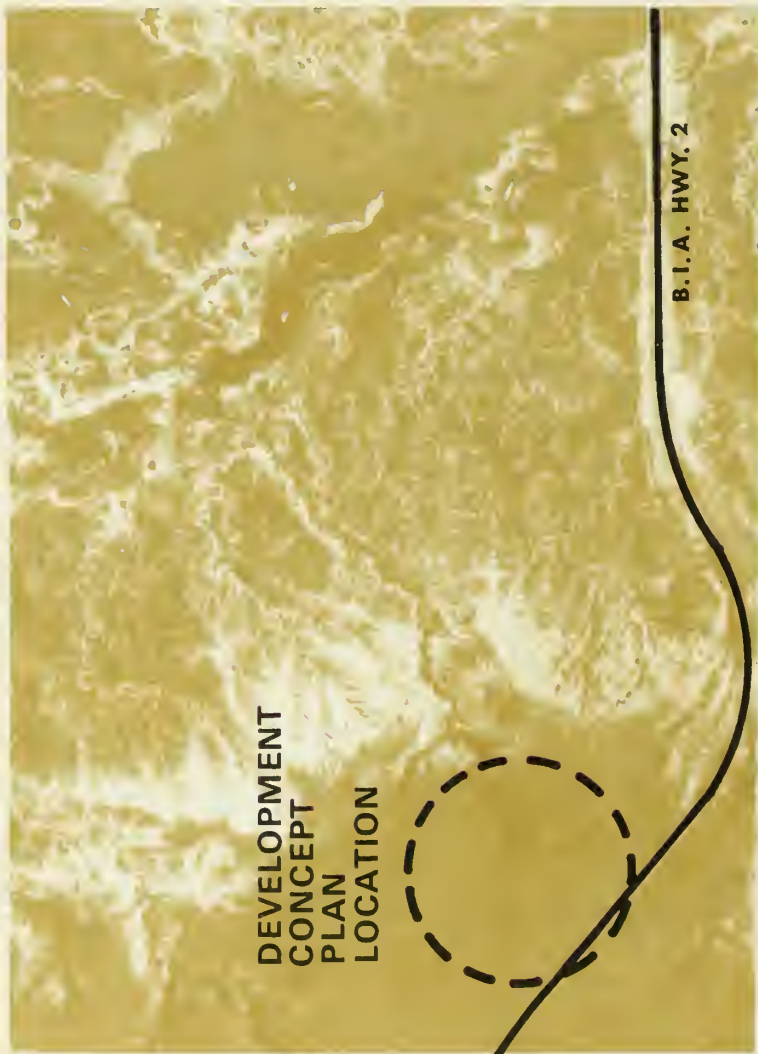


NO SCALE

FOG CREEK AREA AERIAL PHOTOGRAPH

SOUTH UNIT
DEVELOPMENT CONCEPT PLAN
BADLANDS NATIONAL PARK
UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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DEVELOPMENT
CONCEPT
PLAN
LOCATION

B.I.A. HWY. 2



DEVELOPMENT CONCEPT PLAN

- WATER AND POWER UTILITIES NEARBY
- GOOD REGIONAL PANORAMIC VIEWS
- GOOD SOILS TO SUPPORT VEGETATION
- CAMPGROUND ADJOINS LUSH TREE COVER PROVIDING SUN AND WIND PROTECTION



**FOG CREEK
AREA MAP**

**SOUTH UNIT
DEVELOPMENT CONCEPT PLAN
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LEGEND



VISITORS' CENTER/STAFF
COMPLEX/MAINTENANCE
SHOP
PARKING UNIT · MANAGERS RESIDENCE
SHORT TERM STAFF HOUSING



GROUP CAMPSITES
2 SITES PROVIDED



INDIVIDUAL CAMPSITES
10 SITES PROVIDED



EXISTING TREES
DENSE MASSING OF TREES



STREAM / DRAINAGE



ACCESS ROAD · GRAVEL



MAIN ROAD · GRAVEL



VIEWS



DEVELOPMENT
CONCEPT PLAN

FOG CREEK

SOUTH UNIT
SOLANGS NATIONAL PARK
UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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White River

Existing structures at White River will be removed with the exception of the brush arbor. The arbor will continue to be used for powwows and celebrations. An orientation wayside will be constructed at White River to direct visitors to Fog Creek and other south unit and Pine Ridge Indian Reservation opportunities. Minimal parking will be retained for viewing the wayside, which will be designed so that visitors can read it from vehicles. The wayside will not be accessible to visitors on foot so that vandalism can be minimized. All utilities will be removed except for electricity.

Sheep Mountain Table

Sheep Mountain Table will be improved to adequately serve existing levels of use. The road leading to the top of the table will be improved by providing ditches and culverts for drainage, a gravel surface, and by widening the road to provide two lanes, 20 feet wide.

A wooden information sign will be constructed along the road to orient visitors to the table and to provide a map of the south unit.

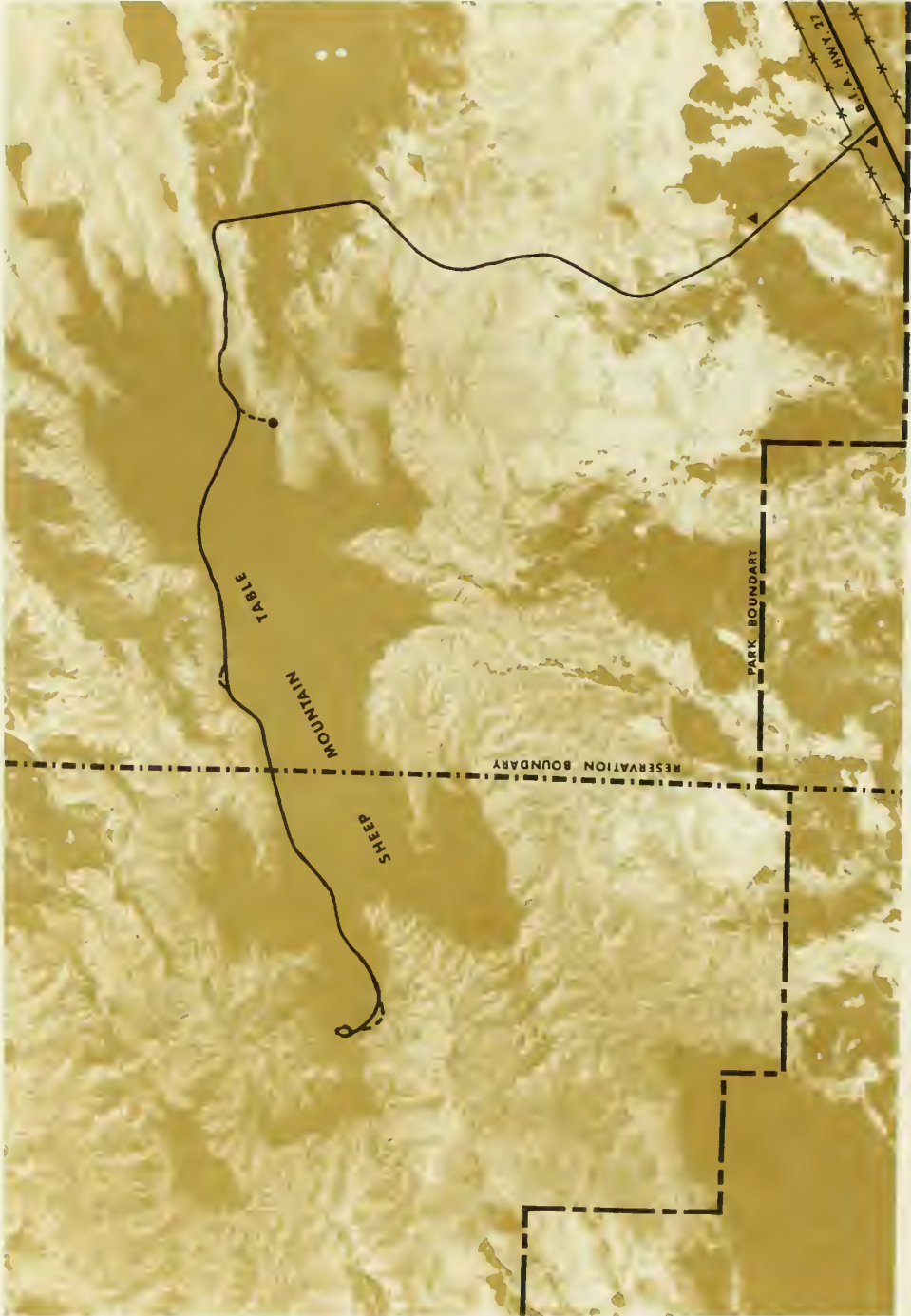
On top of the table, three improved overlooks with gravel pullouts and a wayside exhibit will be constructed to interpret the view from the table. Unnecessary road scars will be eliminated. Where the table narrows and erosion threatens vehicular passage, maintenance will not be continued.

In the future, the remainder of the table will only be accessible on foot to reduce damage to the fragile south end of the table and to increase privacy of the Indian religious areas.

At the end of the road, a gravel turnaround will be constructed with parking for 20 cars and five RVs. A vault toilet will be provided near the parking area. Adjacent to the parking area, stabilized turf will be installed to accommodate overflow parking.

Approximately 3 miles of fence will be constructed along BIA Highway 27 within the boundary. A gate will be installed on the table road to allow closure of the road at low use times to reduce vandalism and intrusion on Indian religious ceremonies. Another advantage is that unauthorized fossil collection may be reduced, and controlling unauthorized grazing may facilitate reintroduction of buffalo and elk.

In the 505 Range, which lies generally between Sheep Mountain Table and Cuny Table, approximately 20 miles of buffalo fence will be installed in preparation for reintroduction.



NO SCALE

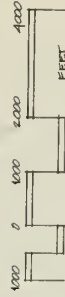
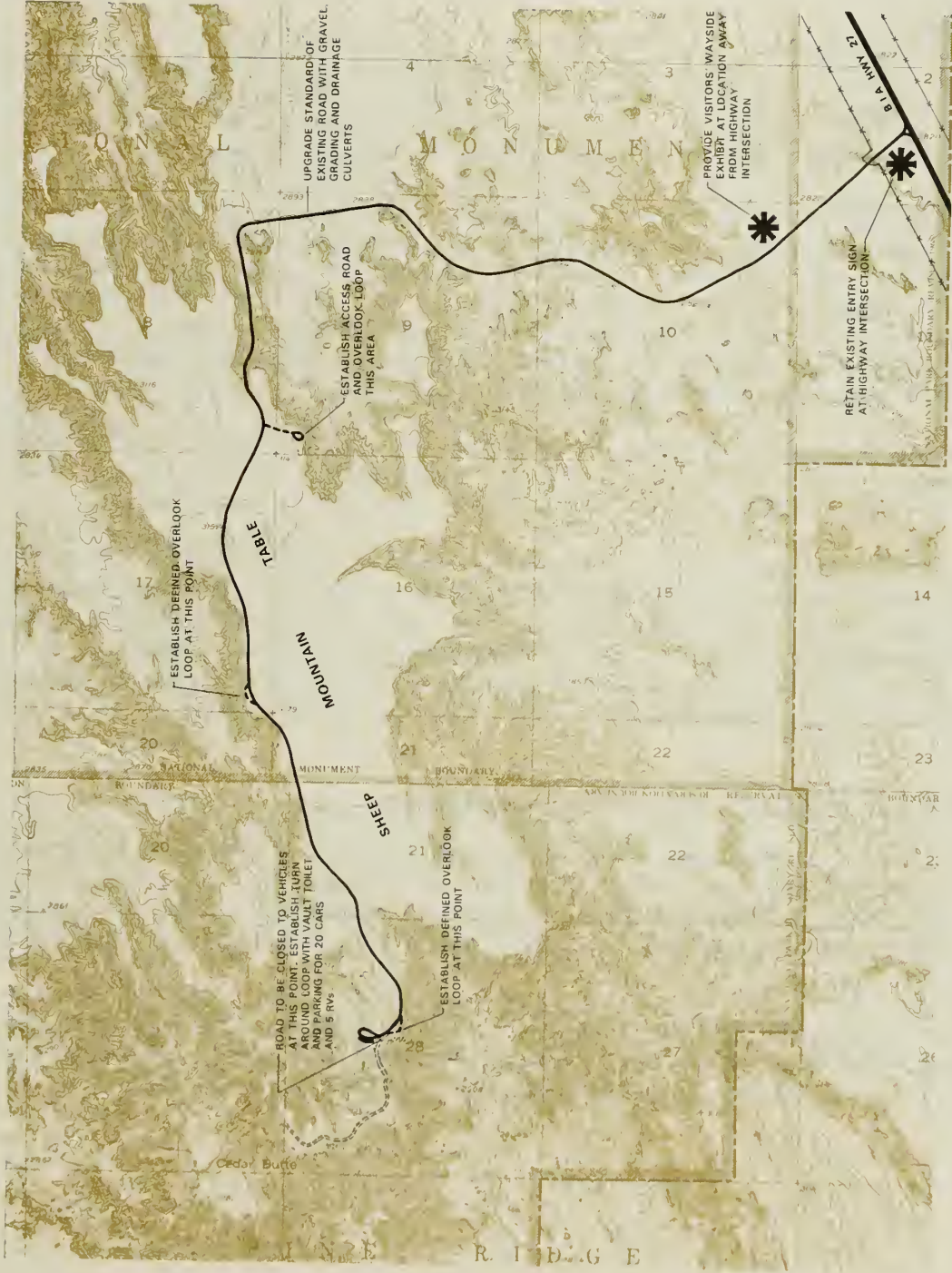
SHEEP MOUNTAIN TABLE AERIAL PHOTOGRAPH

SOUTH UNIT
DEVELOPMENT CONCEPT PLAN
BADLANDS NATIONAL PARK
UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL LAND SERVICE

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NOTES

ALL OTHER ROADS ON SHEEP MOUNTAIN TABLE TO BE CLOSED AND REVEGETATED



SHEEP MOUNTAIN TABLE MAP

SOUTH UNIT DEVELOPMENT CONCEPT PLAN
BADLANDS NATIONAL PARK

UNITED STATES DEPARTMENT OF THE INTERIOR
 NATIONAL PARK SERVICE

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R I D G E

COOPERATION WITH OGLALA SIOUX TRIBE

The Oglala Sioux Tribe will be encouraged to proceed with development of a reservation visitor center. The Park Service will participate in the planning, design, and construction of the center as specified in the 1976 memorandum of agreement. Information about the reservation's recreation and cultural opportunities will be offered at the Fog Creek visitor contact center. Services such as gasoline and groceries will continue to be supplied in the surrounding communities.

ACCESS

Access to Palmer Creek Table and portions of Cuny Table overlooking the 505 Range will remain primitive, and signing will be minimal. The ranch roads on the tables are currently primitive, difficult to follow, and on Palmer Creek Table, cross private land in several areas.

The 505 Range is a fragile and remote area that is unsuited for general vehicular access. Four-wheel tours will be allowed on the 505 Range as requested by eligible commercial operators and approved by the superintendent. The maximum number of tours at one time will be determined by the superintendent. Permitting a limited number of commercial tours along designated routes will allow for visitor enjoyment of the area without harming the resources.

Stronghold Table, which is adjacent to Cuny Table, is an area of identified spiritual and cultural significance. The table will be interpreted to visitors, but road access will not be improved.

Minor road upgrades will be made to improve areas of poor drainage, and small road markers will indicate designated routes. The markers will be unobtrusive but will indicate the proper route to visitors who have received directions from the visitor contact center. Specific directions will be given to visitors on a request basis, and publications interpreting the resources will be available.

ROAD CONSTRUCTION AND IMPROVEMENT

Before construction and improvement of roads in the south unit, work will be completed to design each road in accordance with its use and function in the park. Classifications of park roads provided in Park Road Standards (1984) will be used as a guide for road planning and design in the unit.

Roads within the park road system are grouped as either public use park roads or administrative park roads. A description of these categories and the types of roads under each category follow.

Public Use Park Roads

All park roads that are intended principally for visitor access into and within a park are placed in this category. This includes all roads that provide access to areas such as points of scenic or historic interest, campgrounds, and picnic areas. County, state, and U.S. numbered highways maintained by the Service are included in this category. Public use park roads are subdivided into the following four classes:

Class I: Principal Park Road. Roads that constitute the main access route, circulatory tour, or thoroughfare for park visitors.

Class II: Connector Park Road. Roads that provide access within a park to areas of scenic, scientific, recreational, or cultural interest, such as overlooks and campgrounds.

Class III: Special Purpose Park Road. Roads that provide circulation within public use areas, such as campgrounds, picnic areas, visitor center complexes, and concessioner facilities. These roads generally serve low-speed traffic and are often designed for one-way circulation.

Class IV: Primitive Park Road. Roads that provide circulation through remote areas and/or access to primitive campgrounds and undeveloped areas. These roads frequently have no minimum design standards, and their use may be limited to specially equipped vehicles.

Administrative Park Roads

This category consists of all public and nonpublic roads intended principally for administrative use. It includes roads servicing employee residential areas, maintenance areas, and other administrative developments, as well as restricted patrol roads, truck trails, and similar service roads. Administrative park roads are subdivided into the following two classes:

Class V: Administrative Access Road. All public roads intended for access to administrative developments or structures such as park offices, employee quarters, or utility areas.

Class VI: Restricted Road. All roads normally closed to the public, including service roads, hayfield accesses, and other similar roads.

This plan will be followed by a road system evaluation study and a road engineering study for south unit roads. Improvements or construction of roads will be accomplished according to funding. In anticipation of these projects, the following classifications are recommended:

Road Classification

<u>Roads</u>	<u>Classification</u>
Fog Creek Developed Area - Visitor contact center, and campground	III - Special Purpose Roads
Maintenance Area	V - Administrative Access Road
Sheep Mountain Table	II - Connector Park Road and IV - Primitive Park Road
Cuny Table and Palmer Creek Table	IV - Primitive Park Roads

Development Cost Estimates

<u>Proposal</u>	<u>Quantity</u>	<u>Total Cost</u>
Fog Creek		
Visitor contact center area		
Visitor contact center (sf)	1,200	\$200,000
Septic system	1	30,000
Waterlines (lf)	1,000	29,000
Well	1	72,000
Gravel access road (lf)	1,800	72,000
Gravel parking (spaces)	20	18,000
Landscape mounds, seed (ac)	1	5,000
Campground area		
Campsites	12	12,000
Comfort station (composting system)	1	150,000
Waterlines (lf)	2,000	58,000
Gravel access road (lf)	2,000	80,000
Landscape mounds, seed (ac)	2	10,000
Housing/maintenance area		
Single family residence	2	114,000
Maintenance building (sf)	1,000	76,000
Gravel parking (spaces)	10	9,000
Septic system	1	30,000
Waterlines (lf)	500	15,000
Gravel access road (lf)	1,000	40,000
Landscape mounds, seed (ac)	2	10,000
Trails with signs (mi)	2	16,000
Subtotal		\$1,046,000

<u>Proposal (cont.)</u>	<u>Quantity</u>	<u>Total Cost</u>	
White River			
Obliterate buildings (sf)	3,500	12,000	
Obliterate roads and parking (sf)	3,250	26,000	
Obliterate septic system	1	2,000	
Relocate water tank	1	4,000	
Seeding (ac)	5	25,000	
Informational kiosk	1	<u>25,000</u>	
Subtotal			\$ 94,000
Sheep Mountain Entrance			
Mid-size sign	1	3,000	
Sheep Mountain Table			
Improve trails (mi)	4	\$ 32,000	
Improve overlooks	4	8,000	
400 sf gravel			
One trash can			
One sign			
Vault toilet	1	30,000	
Modify road to all-weather	6	510,000	
Fencing (lf)	16,000	<u>96,000</u>	
Subtotal			\$ 679,000
Cuny Table			
Small trail signs	3	1,000	
Road and trail markers	30	6,000	
Improve road drainage	0.75	<u>63,750</u>	
Subtotal			\$ 70,750
Palmer Creek Table			
Road and trail markers	30	6,000	
Improve road drainage	4	<u>340,000</u>	
Subtotal			\$ 346,000
505 Range			
Gates	7	7,000	
Cable fence (lf)	3,500	21,000	
Small signs	7	2,000	
Buffalo Fence (mi)	20	<u>300,000</u>	
Subtotal			\$ 330,000
Total: Proposal			\$2,565,750

Summary

<u>Net Construction Cost</u>	<u>Contingencies and Project Supervision (31%)</u>	<u>Project Planning (15%)</u>	<u>Total</u>
\$2,565,750	\$795,383	\$384,863	\$3,745,995

INTERPRETIVE PROSPECTUS ADDENDUM

INTERPRETIVE PROSPECTUS FOR SOUTH UNIT

INTRODUCTION

An interpretive prospectus for Badlands National Park was prepared and approved in October 1981. In response to the recommendations in the 1985 General Management Plan Revision an addendum to the interpretive prospectus has been prepared. The proposals in the addendum will supersede previous interpretive proposals for the south unit.

The 1981 prospectus made the following general comment on the inadequacies of the White River visitor center interpretive exhibits: "The excellent exhibits do not explicitly relate the Sioux to the badlands. However, they do interpret important elements of Sioux culture and history. . ."

This addendum addresses the 1981 interpretive prospectus issues as well as the proposals made in the 1985 General Management Plan Revision.

SIGNIFICANCE OF THE RESOURCE

The dominant theme for the south unit is the Sioux culture; however, other outstanding features and opportunities are offered to park visitors.

The Palmer Creek area contains some of the most spectacular and wild badlands country in the nation. The upland table that rims the south side of Palmer Creek provides a window into some of the most scenic and dramatically eroded badlands found in the park. About 9 miles of unimproved road rims the area and provides a panoramic showcase; however, access down into the Palmer Creek badlands is difficult if not impossible at times. Geologically the Palmer Creek area displays one of the best stratigraphic transitions from the Upper Brule formation through the Sharps formation in the park. It also has well defined channel sandstone formations that are highly fossiliferous.

Geologists can get to these formations in Palmer Creek much easier than anywhere else in the park. For these reasons, Palmer Creek may prove to be one of the most productive areas in the park for exploring and understanding late Oligocene animal life and environments. The Lower Sharps formation is still one of the great unknowns, and Palmer Creek offers the best opportunity to understand fossil life from that period.

Cuny Table is one of the largest uplands in the south unit and connects with Stronghold Table. Stronghold Table, where it pinches off into a separate peninsula, was a major site of ghost dance activity in 1890 and has been designated a spiritual area by the Oglala Sioux. By agreement with the tribe, no development can take place here except with their written consent.

In the heart of the south unit, from Cottonwood Pass through the Battle Creek Canyon area of the 505 Range, is one of the most paleontologically significant sections of the park. Many early paleontologists collected fossils from this area, and it represents one of the most complete fossiliferous records scientists have examined from the White River badlands. The only productive Chadron formation in the park is here. This formation is noted for the large Titanotheres. Aside from the fossils, the area has large exposed veins of chalcedony not commonly found north of the Sheep Mountain Table area.

The Sheep Mountain Table offers excellent views into the above mentioned area and was the last known site of the Audubon bighorn sheep. The Sioux consider portions of this table to also be spiritually important, and homesteaders found the area good for farming.

The Fog Creek drainage appears to contain the most concentrated zone of archeological sites within the park. Cuny Table seems to have also had a lot of prehistoric use.

Although the park has had little archeological investigation, the south unit has the potential to tell more about the region's prehistory than any other areas in the park.

EXISTING INTERPRETATION

Boundary changes to Badlands National Monument in 1968 added lands which doubled the land base of the area. This boundary addition included portions of the Pine Ridge Indian Reservation; therefore, an agreement with the Oglala Sioux Tribe was consummated in 1976 to define a working relationship between the tribe and the National Park Service regarding management and interpretation of the area that became the south unit. The added land base brought not only additional management responsibility but the need to provide a new interpretive focus. This new focus included Lakota Sioux culture, Sioux history and prehistory, the relationship between the Sioux and the badlands, and geologic and paleontologic resources different from those in the north unit. To carry out this new interpretive focus, cultural exhibits were designed in consultation with selected Sioux artists and tribal members and put on display in a prefabricated visitor center in 1971. On June 30, 1980, the White River visitor center was dedicated to house the primary interpretive function in the south unit.

Information/Interpretation Exhibits

The White River visitor center contains a large silk-screened map used to provide general orientation for visitors. The map was constructed in 1983 and displays the overall relationship between the south unit, the road system connecting nearby reservation communities, and the north unit.

Exhibits highlight Sioux culture and history. A series of 1800s to 1940s reservation life photographs are attached to raised oval panels along each of the four walls. Sioux quotes are interspersed with photograph groupings. Six portraits of Sioux leaders are drawn on leather hides and displayed on hoop frames. A centerpiece exhibit displays six headdress styles with neck ornaments on mannequin busts. Centered among this circle of headdresses is a peace pipe, buffalo skull, and buffalo robe.

The overall condition of these exhibits was poor until they were extensively refurbished in the spring of 1986. All oval wall panels were replaced and covered with velcro adhering material. All photographs that had peeled were replaced, mounted on masonite sheets, and attached to wall panels. All hand-lettered labels were replaced with silk-screened text on gray formica.

Replica ornaments have been stolen repeatedly from the bust headdress displays, and all exhibitry is vulnerable to damage and loss, even when closely monitored by NPS staff.

Programs/Cooperative Activities

A slide room is designated for viewing a 28-minute videotape that chronicles the Sioux and their culture as they adapted to the Great Plains. At most, a group of six to eight people can view the program in comfort at one time.

In 1983, equipment was installed to play taped powwow music for background while visitors browsed the exhibits. It is frequently used to enhance interpretation. A cooperating association sales outlet has been operated on an intermittent basis in the visitor center. Provision of adequate display space, control of stock, and management of records has been difficult. New displays and improved procedures were developed for operation during the 1986 season.

Staffing

Between 1976 and the fall of 1981 interpretive services in the south unit were accomplished on an incidental basis by law enforcement patrol rangers. An interpretive technician who was Oglala Sioux and spoke Lakota was hired in 1980 to operate the White River visitor center on a full-time basis. During the summers of 1985 and 1986 the visitor center was staffed by seasonals who rotated duty between the north and south units' visitor centers. Since the fall of 1984, the White River visitor center has been closed and winterized during the off-season.

The first few years of interpretation in the south unit have been sporadic because of staffing changes. Visitation at the White River visitor center ranges from 0 to 50 visitors per day on the average, with peak days of 100 or more during the summer. During the off-season, weeks may pass without any visitation. Use, therefore, has not been sufficient to justify

continued year-round operation. It is possible that the lack of adequate highway signs and information about the south unit has contributed to the situation. Because of the isolation of the unit and the low visitor numbers, the interpretive program has benefitted from seasonal staff rotating between the north and south units.

Interpretation/Orientation Signs

Interpretive signs for orientation is a primary concern for south unit visitors. Secondary roads are poorly marked. Primary BIA roads are marked but were not placed on the official state highway map until 1985. The 1986 Rand McNally Road Atlas and other maps poorly identify Indian reservation roads. Adequate approach signs giving distances to the park boundary are lacking to the west and south of the park's south unit boundaries.

One 4-foot by 4-inch sign designates access to the Sheep Mountain Table road; no other signs are along the 7 miles to the top of the table. Approach signs indicate the White River visitor center from the north and south on highway 27. Boundary markers are in six locations along main highways. Before the spring of 1986, none displayed the NPS arrowhead used in the north unit. All now have arrowheads except the two markers nearest the White River visitor center. After road construction is completed in that area, arrowhead emblems should be placed on new boundary markers that are similar in design to those in the north unit.

Special Activities and Events

During the summer of 1981, all-day caravan tours were led twice a week from Cedar Pass down through the south unit. The trip included an excursion out to a Palmer Creek overlook, Sheep Mountain Table, and the White River visitor center. The tour attracted about 13 visitors per outing. Because of energy restrictions and budget cuts, the activity was eliminated from the interpretive program. In 1985, an afternoon table tour was offered daily from the White River visitor center out to a scenic overlook on Cuny Table. Early in the season the activity was curtailed because of high fire danger and the chance of exhaust systems igniting prairie grasses.

A two-day powwow, co-hosted by the Park Service and Oglala Sioux Tribe, was offered each year from 1980 through 1983, and a permanent brush arbor was constructed to facilitate this annual event. Open to the public, these celebrations attracted 250 to 500 people each year. Traditional Sioux food, including buffalo, was provided. Lakota NPS personnel served as masters of ceremonies, and performances were given by local drumming and singing/dancing groups from various reservation districts. Although these powwows have not been held for several years, they are expected to resume in the future. Other powwows and celebrations are permitted at the brush arbor by permission of the superintendent, and visitors are welcome as drop-in observers.

INTERPRETIVE OBJECTIVES

To provide continuity between the north and south units of Badlands National Park.

To provide interpretation of the Oglala Sioux history and culture--past, present, and what tribal leaders see for the future.

The intent is to stimulate an interest and to provide information about where to go to learn more; i.e., an interface with tribal facilities.

To interpret the values and fragility of the natural and cultural resources.

Where possible this will be accomplished by presenting the everchanging, yet enduring, relationship the Sioux have maintained with the badlands.

To provide the opportunity for people to find or experience their own interpretation of badlands country.

INTERPRETIVE PROPOSALS

General

Visitation to the south unit is less than one percent of total park visitation. Travel distances, uncertainty about available services, unpaved and poorly signed roads, little encouragement from those who work in tourist-related business, and a lack of focus on tourism by the Oglala Sioux Tribe probably account in great part for this situation. The straightening and paving of highway 44 between Interior and Scenic (completed in 1985) and the construction of a campground in the south unit should enhance the desirability of traveling to the south unit.

The Oglala Sioux Tribe has discussed establishing a tourism director to promote travel and establish tourist trade on the reservation. In an informal 1984 survey of visitors, over half came to the south unit from areas other than the north unit. Over 85 percent primarily came to the south unit to learn about Sioux history and culture, with 32 percent interested in natural history. The park will work closely with all tribal employees or groups that are promoting expansion of tourism.

North Unit

The Mission 66 Cedar Pass visitor center museum in the north unit provides no mention of the south unit and only has two exhibits that touch on the Sioux. The 10-minute orientation program, rewritten in 1983, incorporates only brief information about the south unit. The idea of adding a few park-made exhibits related to south unit themes in the Touch Room should be explored. In 1984, the visitor center lobby

orientation map was revised to visually display enough information to help visitors make a choice about traveling to the south unit. Road conditions and other information are easily updated on this map by using Kroy tape on magnet-backed cards.

The recent practice of rotating Lakota Sioux interpreters from the south unit to the north unit for two days of work per week has added some quality interpretation and enticement for visitors to continue on to the south unit.

The Cedar Pass Lodge, operated as a concession by the Oglala Sioux Tribal Parks Board, might provide more interpretive information about Sioux culture and park resources on the reservation. This could be done on place mats, menus, wall displays, and literature in the rental cabins.

A much shorter version of the 28-minute videotape being shown at the White River visitor center could be shown here. One possibility would be to alternate it with the general orientation program. As indicated at the beginning of the section, the shortcoming with this program is that it does not effectively relate the Sioux to the badlands. It would be desirable to have a program that focused more on the Sioux and their relationship with the badlands.

South Unit

Fog Creek. A visitor contact center (1,000-1,500 square feet) will be provided at Fog Creek. Approximately 500 square feet will be exhibit space, 100 square feet will accommodate an information desk and publication sales area, 200 square feet will be used for office space and publication storage, and the remaining space will be used for an audiovisual viewing room. The audiovisual room will accommodate front-throw projectors and video-playback equipment. The room will be arranged in a manner to allow comfortable viewing for groups of five to 40 people.

The replica artifacts will be fastened securely. Arrangements will be designed so that one staff person can easily keep an eye on the more vulnerable exhibits while rendering other services in the visitor contact center.

The content of the exhibits in the White River visitor center is currently effective and will continue to be used at the new facility at Fog Creek; however, Sioux culture is not interpreted beyond 1940. New exhibits will be designed to maintain continuity with existing exhibits and to interpret the story from 1940 forward. This recent period has been one of change and conflict, and interpretation will require sensitive and objective treatment. Close coordination with Sioux authorities will ensure accuracy of new exhibits. A presentation on what the Sioux people envision for the future and a reflection of their life as it has been shaped by the badlands area should be included.

It is not intended to provide an in-depth interpretation of Sioux culture at the center. Rather, enough material needs to be presented to provide an accurate summary of the culture, particularly as it relates to significant sites in the south unit. The level of interpretation at the visitor contact center should be sufficient to stimulate interest in learning more about the culture.

Once the Oglala Sioux Tribe completes development of a cultural center elsewhere on the reservation, visitors from Fog Creek will be encouraged to visit for an in-depth interpretation of the Sioux culture. In accordance with the 1976 memorandum of agreement, the National Park Service will participate in the planning, design, and construction of a cultural center.

Three panels of exhibits will be provided outside the Fog Creek contact center to provide orientation for visitors when the center is closed. The following information describes the panels and contents of each:

- | | |
|--------------------------------|--|
| Panel 1: South Unit | A map and orientation to the south unit and Pine Ridge Indian Reservation facilities and points of interest, possibly the same exhibit as the one at White River (the north unit should be included for reference) |
| Panel 2: Sioux Culture | An overview of the Sioux culture and its significance in terms of the south unit and where to go to learn more about the Sioux people |
| Panel 3: A Fragile Environment | An interpretation of the fragility of both the natural and cultural environment and how to enjoy it with the least impact on the resources |

White River. The White River visitor center now serves as the information center for the unit, but it is to be relocated to Fog Creek. Only the brush arbor will remain and be used for ceremonial purposes. This is a major crossroads and needs adequate information and direction.

An unstaffed kiosk will be placed on site. The text for the panels will be in both English and Lakota. Because the area will be used for traditional celebrations, the Lakota text may help establish a stronger identity for the site. The following information describes the panels and contents of each

- | | |
|---------------------|--|
| Panel 1: South Unit | A map of the south unit and Pine Ridge Indian Reservation showing where Fog Creek visitor contact center and significant Sioux facilities such as Lakota College are located (the north unit should be included for reference) |
|---------------------|--|

Panel 2: Sioux Brush Arbor An interpretation of the significance of the brush arbor in the Sioux culture and how it is used today

Panel 3: Activities Scheduled activities at White River and elsewhere on the reservation

Sheep Mountain Table. Sheep Mountain Table received substantial visitation before the reservation portion of the south unit was established in 1976. The 11-mile trip south of the town of Scenic to the tip of Sheep Mountain Table seems to be a reasonable distance. The additional 16 miles to the White River visitor center and farther points seem less acceptable for travelers who are headed to Rapid City.

A fear that the reservation may not be a safe place to visit is still harbored by some people who remember the social unrest in 1973 which centered around the Wounded Knee area. A sign near Sheep Mountain Table should be employed to counter this feeling and encourage further travel in the south unit. The sign should be incorporated with a directional sign at the intersection of Sheep Mountain Table and Pennington County Highway 589.

In the early stages of the south unit's development, some vandalism to park signs occurred. This should not inhibit the park from placing needed signs. The signs should, however, be designed and constructed to be as vandalproof as possible.

An unstaffed interpretive kiosk should be established a short distance down the Sheep Mountain Table road. The following information describes the exhibit panels on the kiosk and the contents of each:

Panel 1: Sheep Mountain Table A map of the road and trails of Sheep Mountain, regulations, and potential hazards

Panel 2: Natural History Interpretation of the natural history of Sheep Mountain Table as an eroding remnant of the upper grasslands, preserved by its cap of lush grass

Panel 3: South Unit Orientation to the south unit points of interest with a focus on the Fog Creek visitor contact center, how to get there, and what to do

The following wayside exhibits are proposed for Sheep Mountain Table:

Sheep Mountain Table Trail Information, map of trail, and safety message

Geology

Orientation to the visita looking west will include a statement about the relationship of the Black Hills to the badlands geology and their spiritual importance to the Sioux. A fine example of river piracy can be seen looking northwest to the Cheyenne River. Directly below the visitors are gravel deposits brought out of the Black Hills by ancient rivers. As the Cheyenne River developed, these ancient drainage patterns were halted, which were responsible for the badlands sediments

Human Habitation

The rich story of human use of the table will be told here. The Sioux still consider portions of the table as spiritually important to their culture. Although barely accessible, the rich soil brought homesteaders, who used chutes to harvest grass and hay off the table. Two other tables visible in the distance, Peanut Peak and Crazy Johnson, were the site of failed experiments to grow peanuts in the 1930s. The last known Audubon bighorn sheep survived on Sheep Mountain Table until their demise in about 1900 when ranching was started on the table

PUBLICATIONS

The following publications to be produced by the cooperating association will complete the formal interpretation for the south unit:

South Unit Guide: This unigrid folder or site bulletin will contain a detailed map of the park and the reservation. It will highlight the south unit's cultural and natural resources and other points of interest relevant to Sioux history. The folder should be sold for the same price as the park's general folder.

Badlands--The South Unit: This relatively low-cost publication (\$2-\$3) will interpret the geology, natural history, and cultural history, and encourage visitors to explore the unit on their own.

Information Sheets: A few information sheets will be prepared as free handouts. They will include listings of cultural events, highlights of Sioux history, points of historical or natural history interest on the reservation, information put out by the tribal government or Lakota College about the Sioux people today, and directions to Cuny and Palmer Creek tables.

APPENDIXES

APPENDIX A: FOLLOWUP PLANNING AND RESEARCH NEEDS

1. Palmer Creek Table landownership and right-of-way needs for public access
2. Water rights and water quality for the Fog Creek area
3. Archeological investigations of the Fog Creek site
4. Snowdrifting and soil moisture at the Fog Creek site
5. Archeological reconnaissance survey of the entire south unit that adequately samples each major ecological zone in the unit
6. Boundary Survey: Monumenting of South Unit

APPENDIX B: LEGISLATION

4. Badlands

An Act to revise the boundaries of the Badlands National Monument in the State of South Dakota, to authorize exchanges of land mutually beneficial to the Oglala Sioux Tribe and the United States, and for other purposes. (82 Stat. 663)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to include lands of outstanding scenic and scientific character in the Badlands National Monument, the boundaries of the monument are revised as generally depicted on the map entitled "Badlands National Monument", numbered NM-BL-7021B, dated August 1967, which is on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The Secretary of the Interior may make minor adjustments in the boundaries, but the total acreage in the monument may not exceed the acreage within the boundaries depicted on the map referred to herein. Lands within the boundaries of the monument that are acquired by the United States shall be subject to the laws and regulations applicable to the monument.

SEC. 2. (a) Subject to the provisions of subsection (b) hereof, the Secretary of the Interior may, within the boundaries of the monument, acquire lands and interests in lands by donation, purchase with donated or appropriated funds, or exchange, except that any lands or interests in lands owned by the State of South Dakota, a political subdivision thereof, or the Oglala Sioux Tribe of South Dakota may be acquired only with the consent of owner. Notwithstanding any other provision of law, lands and interests in lands located within the monument under the administrative jurisdiction of any other Federal agency may be transferred to the administrative jurisdiction of the Secretary without transfer of funds.

(b) As to lands located within the boundaries of the monument but outside the boundaries of the gunnery range referred to in section 3 hereof, the Secretary of the Interior may acquire only rights-of-way and scenic easements.

SEC. 3. Inasmuch as (A) most of the lands added to the Badlands National Monument by section 1 of this Act are inside the boundaries of the Pine Ridge Sioux Indian Reservation, (B) such lands are also within a tract of land forty-three miles long and twelve and one-half miles wide which is in the northwestern part of such Indian reservation and has been used by the United States Air Force as a gunnery range since the early part of World War II, (C) the tribal lands within such gunnery range were leased by the Federal Government and the other lands within such gunnery range were purchased

by the Federal Government from the individual owners (mostly Indians), (D) the Department of the Air Force has declared most of such gunnery range lands excess to its needs and such excess lands have been requested by the National Park Service under the Federal Property and Administrative Services Act of 1949, (E) the leased tribal lands and the excess lands within the enlarged Badlands National Monument are needed for the monument, (F) the other excess lands in such gunnery range should be restored to the former Indian owners of such lands, and (G) the tribe is unwilling to sell its tribal lands for inclusion in the national monument, but is willing to exchange them or interests therein for the excess gunnery range lands, which insofar as the lands within the gunnery range formerly held by the tribe are concerned, should be returned to Indian ownership in any event, the Congress hereby finds that such exchange would be in the national interest and authorizes the following actions:

(a) All Federal lands and interests in lands within the Badlands Air Force gunnery range that are outside the boundaries of the monument and that heretofore or hereafter are declared excess to the needs of the Department of the Air Force shall be transferred to the administrative jurisdiction of the Secretary of the Interior without a transfer of funds.

(b) Any former Indian or non-Indian owner of a tract of such land, whether title was held in trust or fee, may purchase such tract from the Secretary of the Interior under the following terms and conditions:

(1) The purchase price to a former Indian owner shall be the total amount paid by the United States to acquire such tract and all interests therein, plus interest thereon from the date of acquisition at a rate determined by the Secretary of the Treasury taking into consideration the average market yield of all outstanding marketable obligations of the United States at the time the tract was acquired by the United States, adjusted to the nearest one-eighth of 1 per centum. The purchase price to a former non-Indian owner shall be the present fair market value of the tract as determined by the Secretary of the Interior.

(2) Not less than \$100 or 20 per centum of the purchase price, whichever is less, shall be paid at the time of purchase, and the balance shall be payable in not to exceed 20 years with interest at a rate determined by the Secretary of the Treasury taking into account the current average market yield on outstanding marketable obligations of the United States with twenty years remaining to date of maturity, adjusted to the nearest one-eighth of 1 per centum.

(3) Title to the tract purchased shall be held in trust for the purchaser if it was held in trust status at the time the tract was acquired by the United States; otherwise, the title to the tract purchased shall be conveyed to the purchaser subject to a mortgage and such other security instruments as the Secretary deems appropriate. If a tract purchased under this subsection is offered for resale during the following ten-year period, the tribe must be given the first right to purchase it.

(4) The unpaid balance of the purchase price shall be a lien against the land if the title is held in trust and against all rents, bonuses, and royalties received therefrom. In the event of default in the payment of any installment of the purchase price the Secretary may take such action to enforce the lien as he deems appropriate, including foreclosure and conveyance of the land to the Oglala Sioux Tribe.

(5) An application to purchase the tract must be filed with the Secretary of the Interior within one year from the date a notice is published in the Federal Register that the tract has been transferred to the jurisdiction of the Secretary.

(6) No application may be filed by more than five of the former owners of an interest in the tract. If more than one such application is filed for a tract the applicants must agree on not more than five of the former owners who shall make the purchase, and failing such agreement all such applications for the tract shall be rejected by the Secretary.

(7) "Former owner" means, for the purposes of subsection (b) of this section, each person from whom the United States acquired an interest in the tract, or if such person is deceased, his spouse, or if such spouse is deceased, his children.

SEC. 4. (a) All Federal lands and interests in lands within the Badlands Air Force gunnery range that are outside the boundaries of the monument, and that have been declared excess to the needs of the Department of the Air Force, and that are not purchased by former owners under section 3(b), and all lands that have been acquired by the United States under authority of title II of the National Industrial Recovery Act of June 16, 1933 (48 Stat. 200), and subsequent relief Acts, situated within the Pine Ridge Indian Reservation, administrative jurisdiction over which has heretofore been transferred by the President from the Secretary of Agriculture to the Secretary of the Interior by Executive Order Numbered 7868, dated April 15, 1938, shall be subject to the following provisions of this section.

(b) Any former Indian owner of land that is within the Badlands Air Force gunnery range and outside the

boundaries of the monument and that has not been declared excess to the needs of the Department of the Air Force on the date of the enactment of this Act may, within the period specified in section 3(b)(5), elect (i) to purchase an available tract of land described in section 4(a) of substantially the same value, or (ii) to purchase the tract formerly owned by him at such time as such tract is declared excess and transferred to the Secretary of the Interior as provided in section 3(a).

(c) Any former Indian owner of a tract of land within the boundaries of the monument that was acquired by the United States for the Badlands Air Force gunnery range, and that is transferred to the Secretary of the Interior pursuant to section 2 of this Act, may, within the period specified in section 3(b)(5), elect (i) to acquire from the Secretary of the Interior a life estate in such tract at no cost, subject to restrictions on use that may be prescribed in regulations applicable to the monument, or (ii) to purchase an available tract of land described in section 4(a) of substantially the same value.

(d) Purchases under subsection (b) and clause (ii) of subsection (c) of this section shall be made on the terms provided in section 3(b).

SEC. 5. (a) Title to all Federal lands and interests in lands within the boundaries of the Badlands Air Force gunnery range that are outside the boundaries of the monument, and that are transferred to the administrative jurisdiction of the Secretary of the Interior as provided in section 3(a), including lands hereafter declared to be excess, and that are not selected under sections 3(b) or 4, and title to all lands within the boundaries of the monument that were acquired by the United States for the Badlands Air Force gunnery range, subject to any life estate conveyed pursuant to section 4(c) and subject to restrictions on use that may be prescribed in regulations applicable to the monument, which regulations may include provisions for the protection of the black-footed ferret, may be conveyed to the Oglala Sioux Tribe in exchange (i) for the right of the United States to use all tribal land within the monument for monument purposes, including the right to manage fish and wildlife and other resources and to construct visitor use and administrative facilities thereon, and (ii) for title to three thousand one hundred fifteen and sixty-three one-hundredths acres of land owned by the Oglala Sioux Tribe and located in the area of the Badlands Air Force gunnery range which is not excess to the needs of the Department of the Air Force and which is encompassed in civil action numbered 859 W.D. in the United States District Court for the District of South Dakota, if such exchange is approved by the Oglala Sioux Tribal Council. The lands acquired under paragraph (ii) shall become a

part of the Badlands Air Force gunnery range retained by the Department of the Air Force. The United States and the Oglala Sioux Tribe shall reserve all mineral rights in the lands so conveyed. The right of the United States to use for monument purposes lands that were tribally owned prior to the date of this Act shall not impair the right of the Oglala Sioux Tribe to use such lands for grazing purposes and mineral development, including development for oil and gas.

(b) The Oglala Sioux Tribal Council may authorize the execution of the necessary instruments to effect the exchange on behalf of the tribe, and the Secretary may execute the necessary instruments on behalf of the United States.

(c) After the exchange is effected the title of the Oglala Sioux Tribe to the property acquired by the exchange shall be held in trust subject to the same restrictions and authorities that apply to other lands of the tribe that are held in trust.

SEC. 6. The Oglala Sioux Tribe may convey and the Secretary of the Interior may acquire not to exceed forty acres of tribally owned lands on the Pine Ridge Indian Reservation for the purpose of erecting thereon permanent facilities to be used to interpret the natural phenomena of the monument and the history of the Sioux Nation: *Provided*, That no such conveyance shall be made until sixty days after the terms thereof have been submitted to the Interior and Insular Affairs Committees of the House of Representatives and the Senate.

Approved August 8, 1968.

Legislative History

House Report No. 1328 (Committee on Interior and Insular Affairs).

Senate Report No. 1349 (Committee on Interior and Insular Affairs).

Congressional Record, Vol. 114 (1968):

May 6, July 16: Considered and passed House.

July 3, 17, 18, 27: Considered and passed Senate.

APPENDIX C: 1976 MEMORANDUM OF AGREEMENT

MEMORANDUM OF AGREEMENT
BETWEEN THE
OGLALA SIOUX TRIBE OF SOUTH DAKOTA
AND THE
NATIONAL PARK SERVICE OF THE DEPARTMENT OF THE INTERIOR
TO FACILITATE ESTABLISHMENT, DEVELOPMENT,
ADMINISTRATION, AND PUBLIC USE OF THE
OGLALA SIOUX TRIBAL LANDS, BADLANDS NATIONAL MONUMENT

This Agreement, which shall take effect upon its approval by the Secretary of the Interior, is between the Oglala Sioux Tribe of South Dakota (hereinafter referred to as "Tribe"), and the National Park Service of the Department of the Interior (hereinafter referred to as "Service").

That wherever in this Agreement the Service is referred to, the term shall include the duly authorized representatives of the Service and wherever the Tribe is referred to, the term shall include the duly authorized representatives of the Oglala Sioux Indian Tribe, including the Oglala Sioux Parks Board, Inc.

WITNESSETH:

WHEREAS, the Congress has by Public Law 90-468 authorized the additions to Badlands National Monument (hereinafter referred to as "Badlands South Unit"), consisting of lands within the exterior boundaries of the Pine Ridge Indian Reservation in the State of South Dakota, which will be held by the United States in trust for the Tribe, all as depicted on the drawing entitled "Proposed Additions to Badlands National Monument" No. NM-BL-7021B, which is on file in the office of the

National Park Service, Department of the Interior; and authorized the Service to administer the lands included in the grant hereunder pursuant to the provisions of Public Law 90-468 in accordance with applicable laws and Department of the Interior regulations; and

WHEREAS, pursuant to Public Law 90-468, the Secretary of the Interior is, simultaneous with the execution of this Agreement, conveying to the Oglala Sioux Tribe, to be held hereafter by the United States in trust for the Oglala Sioux Tribe, all Federal lands and interests in lands within the former Badlands Air Force gunnery range, subject to the provisions of Public Law 90-468.

The Tribe and the Service hereby agree:

1. The service may include the Tribal lands within the boundaries of the Badlands National Monument as authorized by Public Law 90-468. The right of administration herein granted by the Tribe to the Service is granted solely for the purpose of providing public recreation and for the development and administration by the Service of administrative and public use facilities, subject to the limitations and conditions contained in this Agreement. Nothing contained in this Agreement shall be construed as impairing the ownership of any of these lands by the United States in trust for the Oglala Sioux Tribe.

2. The Tribe and persons duly authorized by the Tribe may make such use of all the land within the Badlands South Unit in the same manner as the Tribe and its members now have the right to make use of that portion of the land within the South Unit which has heretofore been held by the United States in trust for the Oglala Sioux Tribe, subject to the express relinquishments contained in this Agreement and the following limitations:

(a) the existing rights of the holders of life estates under Public Law 90-468 shall not be impaired; (b) the Tribe does not have the right to develop minerals on land reacquired under Public Law 90-468; (c) hunting rights within the Monument may be exercised only by members of the Oglala Sioux Tribe, and then only in accordance with the provisions of Section 3.

3. The right of the Tribe to hunt on the Reservation lands is recognized. No hunting on the Badlands South Unit by non-members will be allowed. In the interest of promoting, perpetuating, and preserving the species of animals which do exist within the Badlands South Unit the rules set forth in Appendix A are agreed to as governing the exercise of Tribal hunting rights. The Service intends to reintroduce species of animals, including but not limited to buffalo and antelope, into the Badlands South Unit. Any surplus animals will be given to the Tribe for restocking purposes outside the Monument boundaries.

4. The Tribe shall have the preferential right to contract for, develop, and/or operate concession facilities which may be included within the Badlands National Monument, provided that upon written notice duly given to the Tribe by the Service of the need for such facilities, the Tribe shall within six months of receipt of such notice inform the Service of its intent to exercise the preferential right.

5. Grazing and other agricultural uses of the land within the Badlands South Unit will be maintained at the present level, subject to existing rules and regulations, except that responsibility for enforcement of these regulations shall be vested in the Service. Changes in the existing uses or carrying capacity will be subject to the applicable regulations of the Bureau of Indian Affairs.

6. The Tribe will study the possibility of phasing out livestock grazing within the Badlands South Unit and replacing it through reintroduction of the buffalo. If it is concluded that the value of surplus buffalo would make it economically advantageous for the Tribe to reduce or eliminate livestock grazing within the Badlands South Unit, it will consider doing so.

7. The Service and the Tribe will work toward the objective of having members of the Tribe fill all Service positions in the Badlands South Unit. To achieve that end, the Service will encourage and assist Tribal members to train and qualify for all positions in the Badlands South Unit and within the Badlands North Unit as well, which are established pursuant to Civil Service regulations. Special emphasis will be given by the Service to the training of Oglala Sioux employees to fill vacancies in professional positions. Furthermore, qualified members of the Tribe will be given preferential rights to employment in the Badlands South Unit where the Service contracts for the performance of services, as permitted under Section 703 (i) of the Civil Rights Act of 1964, as amended.

8. The Tribe and duly authorized members of the Tribe shall have the right to produce and sell native handicraft objects at public recreational facilities which are located within the Badlands National Monument in accordance with concession contracts. The Service will encourage concessioners in the Badlands National Monument to purchase available handicraft items from the Tribe.

9. The Service shall render advisory assistance to the Tribe in the planning of recreation facilities or development on Pine Ridge Reservation lands outside the Badlands South Unit to the extent that appropriated funds and personnel are available therefore. Moreover, and in accordance with the terms of Section 6

of Public Law 90-468, if the Tribe offers to convey to the Secretary of the Interior certain tribal lands within the Pine Ridge Indian Reservation, but outside of the Badlands National Monument for the purpose of erecting thereon a visitors center, the Service shall accept such land and shall thereafter, subject to availability of appropriated funds and approval of building plans by both the Tribe and the Service, which approval shall not unreasonably be withheld, proceed to erect the visitors center at the earliest reasonable date. In this context the Service shall cooperate with the Tribe in amending the existing Master Plan for the Badlands National Monument to include recognition of development of recreational facilities in the Reservation area, subject to agreement between the Service and the Tribe.

10. The Service shall administer the lands included in the Badlands South Unit in accordance with the laws applicable to the Badlands National Monument and the rules in effect there now, or such amendments thereto as may be mutually agreed upon, to provide for the care, maintenance, preservation, and restoration of features of prehistoric, historic, scientific, or scenic interest on such included Tribal lands, and to develop upon the said lands such roads, trails or other structures or improvements as may be necessary in connection with the administration, visitor use, and protection of the Badlands South Unit, in accordance with the Master Plan, including subsequent mutually agreed upon amendments thereto.

11. Members of the Tribe who seek entry to the Badlands South Unit will be admitted without charge, even if entrance fees are required of non-members.

12. The Tribe and its duly authorized members may transport livestock, supplies, or materials through the Badlands South Unit, except that the Service may, by agreement with the Tribe, which shall not unreasonably be withheld, impose reasonable conditions as to time and locations so that there will be no interference with public safety or reasonable public recreation use.

13. The Service shall cooperate with the Tribe in training programs designed to develop an understanding between representatives of both parties to this Agreement. Such programs shall cover the fields of interpretation, conservation, fire protection, search and rescue, law enforcement, and local history. The objectives of such programs shall be to improve the skills of Service personnel and Tribal members and enhance their employment opportunities.

14. The Service recognizes and respects the Tribe's spiritual and religious beliefs. Members of the Tribe shall have unrestricted access in perpetuity to all areas of spiritual importance, which are identified in Appendix B, and which shall not be developed by the Service except with the Tribe's consent.

15. The Service shall, upon request of the Tribe, assist the Tribe in controlling public use of Tribal lands adjacent to the Badlands South Unit, within the framework of the Service's legal authority and subject to its available fund limitations and manpower ceilings.

16. The Service shall, upon request of the Tribe, cooperate in any efforts of the Tribe to obtain grants or loans, and to provide information relative to the Tribe's eligibility under any Federal programs for grants for concession development purposes within the Badlands National Monument.

17. (a) (1) If the Solicitor of the Department of the Interior shall determine that a dual entrance fee for visiting the Badlands National Monument may be charged by the Tribe and the United States under present law and this determination is not objected to by the cognizant Congressional committees within 60 days after submission thereto; or if the Solicitor rules that such dual fee may not be charged under present law but a statute is enacted by the United States authorizing the charging of such a dual fee; and

(2) If a Federal entrance fee is actually imposed; the following rules shall govern:

(i) Commencing with the tourist season of calendar year 1976, the Service shall collect a Tribal fee of \$.50 per vehicle from all persons entering the Badlands National Monument by private non-commercial vehicle and \$.25 from all persons entering the Monument by other means, if not exempted from the payment of such fee under the provisions of this Agreement. For purposes of this Agreement the term "tourist season" shall mean, at least, the period from May 1 - October 31, except when mitigating circumstances exist which make collections during said period infeasible.

(ii) Persons exempted from paying a National Park Service entrance fee because they exhibit, or accompany a person who exhibits a valid Golden Age passport, shall to the same extent be exempt from paying the Tribal entrance fee.

(iii) Persons exempted from paying a National Park Service entrance fee by reason of their inclusion in one of the exceptions, exclusions, or exemptions set forth in 43 C.F.R. §18.13 and all members of the Oglala Sioux Tribe shall be exempt from payment of the Tribal entrance fee.

(iv) Persons exempted from paying a National Park Service single-visit entrance fee because they hold a valid Golden Eagle Passport, or because they accompany, or occupy the same private non-commercial vehicle as a person holding a valid Golden Eagle Passport shall be admitted without payment of a Tribal entrance fee. The Service shall keep a record of the number of admissions to the Monument pursuant to Golden Eagle Passports.

(v) In 1977 and thereafter the Tribal entrance fee may, from time to time, as of the beginning of the tourist season, by agreement between the Tribe and the Service, be adjusted to reflect improvements in the programs offered to visitors to the Badlands National Monument and/or changes in the Consumer Price Index, but the Tribal fee shall never be less than the Federal fee.

(vi) The Tribe and the Service shall bear, in equal shares, the direct costs (i.e. salaries and other costs directly attributable to fee collection) of collecting the entrance fees.

(vii) If the percentage of entrances to the Badlands National Mounment pursuant to Golden Eagle Passports should in any one tourist season exceed 25% of the total number of otherwise non-exempt entrances, the Tribal fee in the following year shall be fixed at such a level as would in the base year have resulted in the payment to the Tribe of 37- $\frac{1}{2}$ % of the total net (i.e. -- after deduction of direct collection costs) amount of Federal and Tribal fees which would have been collected if holders of Golden Eagle Passports and those accompanying them had paid the same entrance fees that were paid by other non-exempt visitors. Nothing contained in this subparagraph shall be construed to require the Service to make payments to the Tribe from any funds other than the entrance fees collected under the provisions of this paragraph 17. However, if, in any tourist season, entry point net cash receipts do not suffice to provide the Tribe with its current year share plus any adjustments due from the previous season, this paragraph 17 shall be subject to renegotiation between the parties hereto in order to secure for the Tribe a fair share of the entry revenue which would be derived in the absence of Golden Eagle Passports.

(viii) The Tribe's share of fees collected at the Badlands National Monument shall be paid over to the Oglala Sioux Parks

Board, Inc. in semi-annual installments for use only in the development for recreation purposes of the Badlands National Monument and the Pine Ridge Indian Reservation and the operation of recreational facilities therein.

The Board shall, after consultation with the Service, prepare an annual budget projecting its activities, revenues and expenditures for each year and shall submit copies of this budget to the Service and the Tribal Council for comments and suggestions. The Board shall also have prepared an annual audit of its operation and shall provide copies of this audit to the Service and the Tribal Council.

(b) (1) As long as a dual fee may not lawfully be charged, or (2) if the Service does not impose a Federal Fee, the following rules shall govern:

(i) Between May 1 and October 31 annually except when mitigating circumstances exist which make collections during said period infeasible, and commencing with the calendar year 1976, the Service shall collect a Tribal fee of \$1.00 per vehicle from all persons entering the South Unit of the Badlands National Monument by private non-commercial vehicle and \$.50 from all persons entering the South Unit by other means, if not exempted from the payment of such fee under the provisions of this Agreement.

(ii) Persons exempted from paying a National Park Service entrance fee by reason of their inclusion in one of the exceptions, exclusions, or exemptions set forth in 43 C.F.R. §18.13 and all members of the Oglala Sioux Tribe shall be exempt from payment of the Tribal entrance fee.

(iii) The Tribe shall receive all proceeds of the Tribal fee collection except that the Service may deduct from the amount which it pays over to the Tribe the direct cost (i.e. salaries and other costs directly attributable to fee collection) of collecting the Tribal fee.

(iv) In 1977 and thereafter the Tribal entrance fee may, from time to time, as of the beginning of the tourist season, be adjusted by the Tribe to reflect improvements in the programs offered to visitors to the South Unit of the Badlands National Monument and/or changes in the Consumer Price Index.

18. Authorized representatives of the Tribe and the Service shall meet at least twice each year to review mutual objectives and programs, and to consider other matters of mutual concern which affect the development, protection and management of the Badlands South Unit. Such review shall take into account the Master Plan objectives of the Service and the Tribe.
19. The Tribe and the Service, subject to available fund limitations and manpower ceilings, shall use their resources cooperatively to develop an interpretive program for and the public recreation resources of the Pine Ridge Indian Reservation, including the Badlands South Unit, which will make the maximum use of the prehistoric, historic, scenic, scientific, and human resources of the region for public understanding and application. The program shall, when possible, use qualified members of the Tribe for interpretation and shall carry out the Oglala Sioux theme or motif.

20. The parties shall agree on wildlife control measures and land use practices related thereto designed to preserve indigenous species, including but not limited to the black-footed ferret, in accordance with the Endangered Species Act of 1973 as amended or as it may hereafter be amended. The parties, in administering wildlife control measures shall make every effort not to interfere unreasonably with the economic use of the land. The understandings between the parties as to prairie dog control are set forth in Appendix C.

21. Any part or parts of this Agreement, including any Appendix, may be amended or modified by mutual written consent at any time.

22. No member of, or Delegate to, Congress, or Resident Commissioner shall be admitted to any share or part of this contract or to any benefit that may arise therefrom, but this restriction shall not be construed to extend to this contract if made with a corporation or company for its general benefit.

IN WITNESS WHEREOF, the said parties have hereunto

subscribed their names and affixed their seals.

ATTEST:

Scott Campbell
Secretary, Oglala Sioux
Tribal Council

OGLALA SIOUX INDIAN TRIBE
OF SOUTH DAKOTA

By *Dick Wilson*
Dick Wilson, President
Oglala Sioux Tribal Council

(SEAL)

NATIONAL PARK SERVICE

By *Samuel Thompson*
Director, Rocky Mountain
Region

APPROVED:

UNITED STATES OF AMERICA

Thomas S. Harbo
Secretary of the Interior

By *Case Eubank*
Director, National Park Service

(SEAL)

DATE: Jan 2, 1976

APPENDIX D: FINDING OF NO SIGNIFICANT IMPACT

The National Park Service prepared this plan to guide management of the resources, visitor use, and development of the south unit of Badlands National Park for the next 10 years. The selection was based on alternatives considered in the Environmental Assessment for the General Management Plan Revision/Development Concept Plan, prepared in September 1985. The preferred alternative was identified in that document and is summarized below.

SELECTED ALTERNATIVE

The preferred alternative contains actions necessary to meet the legislative mandates, protect the park's natural and cultural resources, relocate unit development to Fog Creek, improve visitor contact and interpretation, and provide visitor opportunities to see and learn about the unique features of the south unit, improve access and road safety, and improve facilities, signing, and staffing. Further detail can be found in the "The Plan" section of this document.

ALTERNATIVES CONSIDERED

Alternatives that were considered included retaining the unit development at White River, relocating the developed area to Sheep Mountain Table in the northern portion of the unit, and relocating development to Fog Creek. The alternatives also considered expanding visitor use opportunities through greatly improved access.

PUBLIC INVOLVEMENT

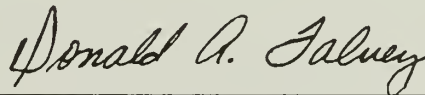
Involvement of the public and government agencies in this planning process was begun in early 1984. This program included discussions, a newsletter, and displays and presentations to civic and government groups and individuals. Of particular importance was the Oglala Sioux Tribe. Several workshops and presentations were held with the tribe, including an issues workshop with the Tribal Parks and Recreation Authority, a presentation of alternatives to the Tribal Executive Council, a preferred alternative workshop with the Parks and Recreation Authority, and a presentation of the plan to the Tribal Council. Copies of the Environmental Assessment were distributed for public review in November 1985. A substantial interest was expressed during the public review process, and it was felt that the preferred alternative adequately responded to the major issues and concerns.

CONCLUSION

The proposals do not constitute actions that normally require preparation of an environmental impact statement (EIS). The proposals will not have a significant effect on the human environment. Negative environmental impacts that could occur are minor and temporary. There are no adverse impacts on public health, public safety, threatened or endangered species, sites or districts on or eligible for listing on the National Register of Historic Places, or other unique characteristics of the region. No highly uncertain or controversial impacts, unique or unknown risks, cumulative effects, or precedent-setting actions were identified. Implementation of the actions will not violate any federal, state, or local laws.

Based on the foregoing, it has been determined that an EIS is not required for this project and thus will not be prepared.

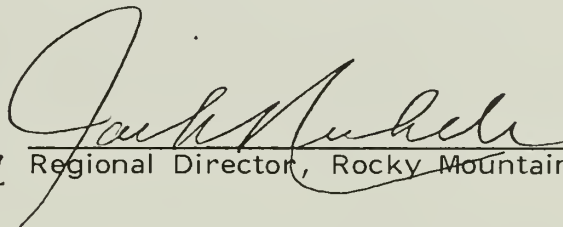
RECOMMENDED:



Superintendent, Badlands National Park

APPROVED:

Acting



Regional Director, Rocky Mountain Region

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As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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