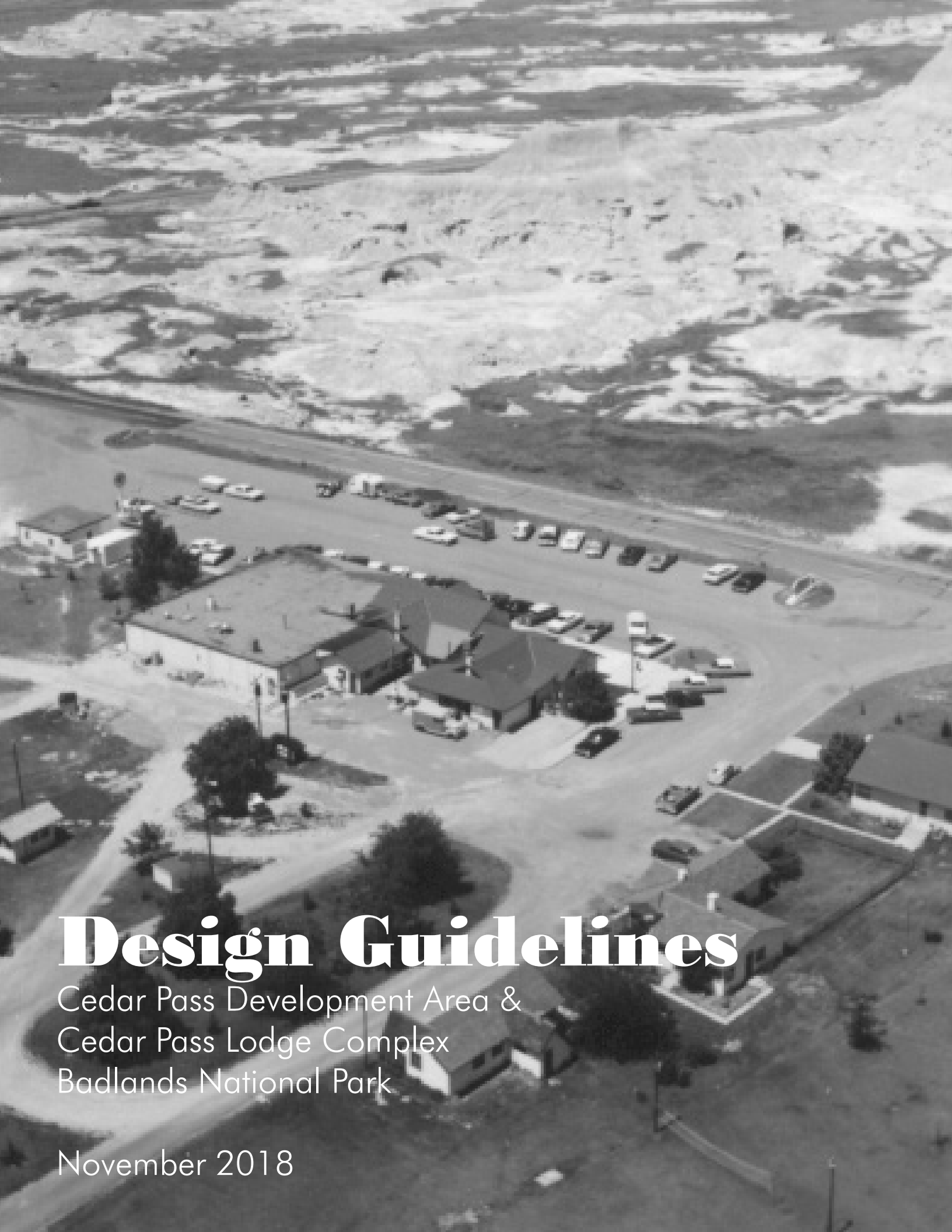


Design Guidelines

Cedar Pass Development Area &
Cedar Pass Lodge Complex
Badlands National Park

November 2018

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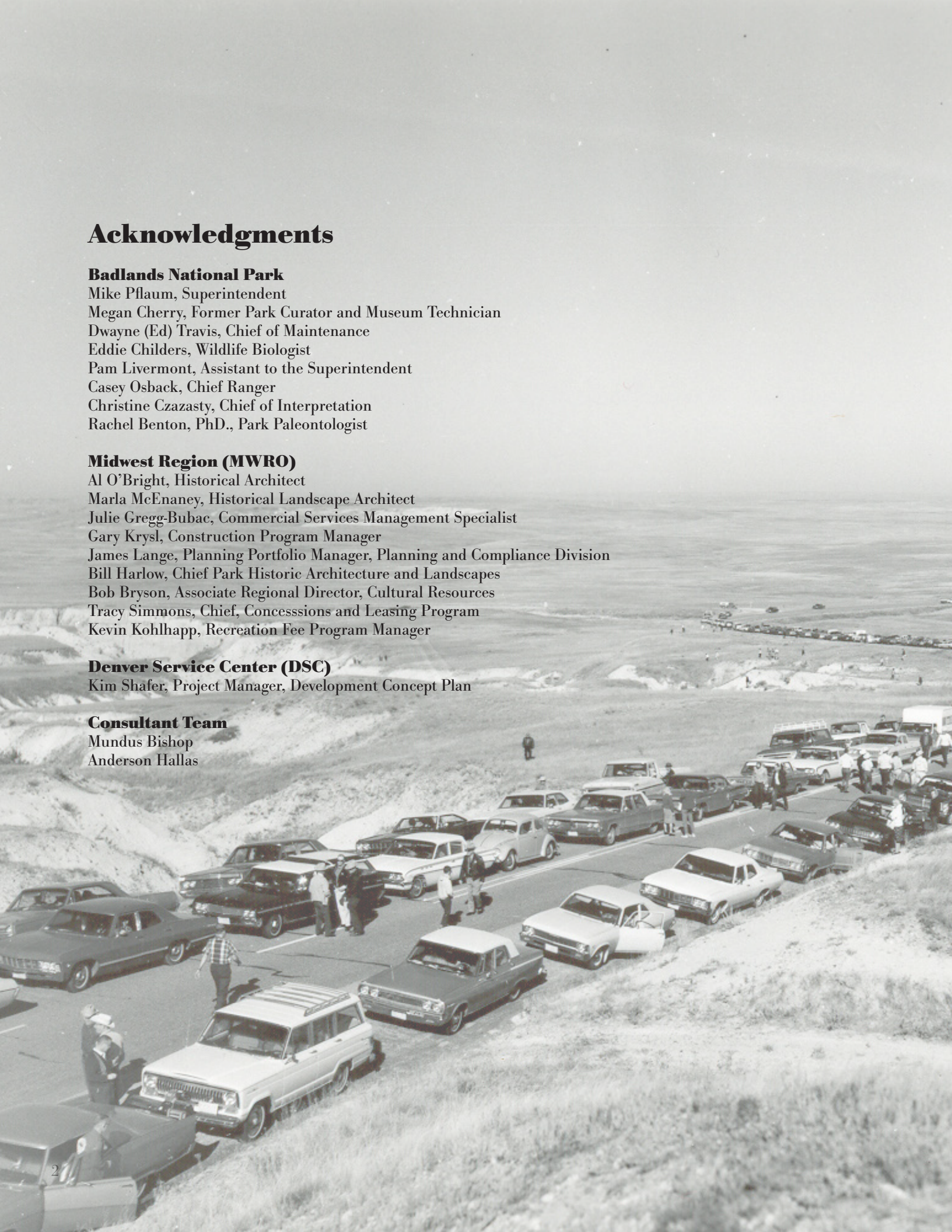


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1 | Introduction

Purpose of the Report

The Design Guidelines provide direction to guide future planning and design of Cedar Pass Developed Area in Badlands National Park, South Dakota. General guidance is provided for the entire developed area. More specific guidance is provided for Cedar Pass Lodge complex.

These guidelines encourages new development of visitor and park facilities that comply with the design principles set forth during the New Deal and the Mission 66's construction of the park. They provide guidance to be followed to the extent possible and where feasible.

These Design Guidelines recognize the fundamental resources and values of Badlands National Park: scenic views, paleontological resources, geological resources, and native wildlife. They focus on ensuring the conservation and public enjoyment of these essential qualities. The guidelines are informed by principles of the Civilian Conservation Corps and Mission 66 initiative that influenced the construction of the park and visitor facilities. Shared principles include conservation of the natural landscape, concentrating development to minimize disturbance, and designing buildings and structures to be relatively inconspicuous.

Shared principles include conservation of the natural landscape, concentrating development to minimize disturbance, and designing buildings and structures to be relatively inconspicuous.

How to Use this Document

Cultural resources in Cedar Pass Developed Area were designed and built in the early to mid-20th century to facilitate visitation to the formidable Badlands landscape and enjoyment of the unique geological formations. These guidelines assist with evaluating proposed improvements or modifications to the buildings or sites. These guidelines will inform planning and design efforts for Cedar Pass Developed Area. They provide general guidance to be followed to the extent possible and where feasible.

- The General Guidelines will be used to guide proposed modifications to the entire Cedar Pass Developed Area.
- Design Guidelines for Cedar Pass Lodge complex will be used as a tool to help guide design and planning of future projects.

Planning Approach

The planning processes builds upon previous guiding documents for Cedar Pass Developed Area. These include the 2012 General Management Plan (GMP), 2017 Foundation Document, 2005 Cultural Landscape Report (CLR), and 2004 Consensus Determination of Eligibility, National Register of Historic Places.

The Design Guidelines are one of three planning documents that guide appropriate development within Cedar Pass Developed Area. The others are Cedar Pass Historic District Historic Structure Report (HSR) and Cedar Pass Developed Area Development Concept Plan (DCP).

These planning documents were developed to assist in organizing and coordinating project work between the Midwest Regional Office (MWRO), Denver Service Center (DSC) and Badlands National Park (the park). This approach of concurrent planning offers a potential new model for future projects.

- The Design Guidelines assist in identifying and protecting culturally significant components, landscape character, and sense of place. General guidance is provided for the entire developed area. Specific guidance is provided for Cedar Pass Lodge complex.

- The HSR documents the extent of historic fabric, building evolution, existing condition, and recommended treatment for the five buildings and cultural landscape of Cedar Pass Lodge complex. It provides three options to address needs identified through the process. Options were evaluated by the National Park Service (NPS) in a treatment workshop and feedback informed the recommended treatment.

- The DCP defines appropriate uses, functions, and relationships for Cedar Pass Developed Area. An environmental assessment (EA) with the DCP provides alternatives and a preferred alternative. The HSR and Design Guidelines assist in informing the DCP's alternatives. The DCP provides for a consistent unified character for development. It establishes a methodology to guide decisions on capital improvements, preservation, and development.

Several reports prepared by the park inform the planning process: Market Analysis, Park Business Plan, and Loop Road Study. The Market Analysis informs the new prospectus for future concessions contract, and provides direction on building needs from square footage to potential building improvement opportunities. It provides insight into historic and future visitation trends and how to "right-size" visitor services.

The business plan guides Minute Man NHS (MIMI) and Badlands National Park (BADL). It focuses on recommendations to maximize efficiency, i.e., staffing resources for both parks, rates for MIMI tour, and feasibility of implementation of the Badlands National Park - South Unit GMP.



2 | Vision

Vision

Cedar Pass Developed Area's heritage as a cultural landscape will remain. It is reflective of the New Deal era when the Civilian Conservation Corps built its early infrastructure, and its expansion as a national park following the NPS' Mission 66 planning and design tenets. The area will continue to evolve as the primary visitor destination within Badlands National Park through new compatible development set contextually within this significant geological and paleontological landscape.

Rehabilitation Treatment

Cedar Pass Developed Area is a cultural landscape that contributed to the development of Badlands National Park. "The harsh climate and extreme geography. . . influenced both aboriginal use and contemporary settlement patterns of lands now administered by the National Park Service. . .(the) Civilian Conservation Corps, early tourism, and Mission 66 program influenced the development of Cedar Pass."[1]

In accordance with the 2005 CLR these guidelines are consistent with a rehabilitation approach for Cedar Pass Developed Area. Rehabilitation is consistent with the 2006 GMP's designating Cedar Pass as a development zone as this approach protects the integrity of resources and allows for reuse and compatible new development.[2]

Rehabilitation allows for new additions to be integrated with the site while preserving the established pattern, arrangement, and scale of the historic site. Allowable actions under a rehabilitation approach include those that preserve, restore, or repair individual features or spaces.

1 Badlands National Park. *Foundation Document, Badlands National Park, South Dakota.* Department of the Interior, National Park Service. April 2017, p27.

2 Badlands National Park. *General Management Plan / Environmental Impact Statement, Badlands National Park North Unit, South Dakota.* Department of the Interior, National Park Service. September 2006, p27.

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, or additions as long as those portions or features that convey its historical, cultural, or architectural values are preserved. Rehabilitation allows for new additions to be integrated with site while preserving the established pattern, arrangement, and scale of the historic site. Allowable actions under a rehabilitation approach include those that preserve, restore, or repair individual features or spaces.

All modifications affecting historic buildings, structures, and cultural landscapes would be carried out in accordance with the park's design guidelines and the Secretary of the Interior's Standards for the Treatment of Historic Properties.[3]

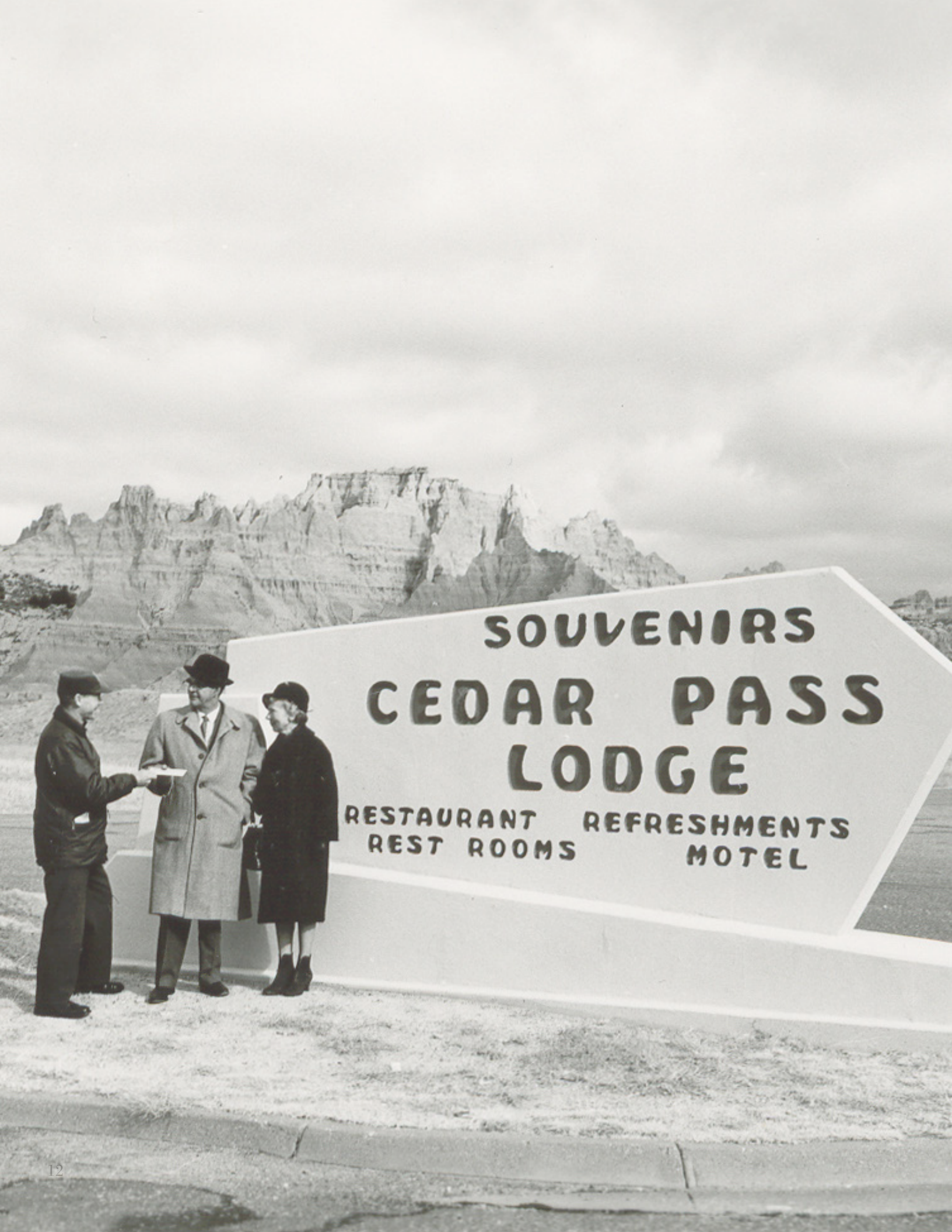
Removal of structures may be necessary if they are determined to no longer meet their functional requirements. If adverse effects cannot be avoided, appropriate documentation will be done in accordance with the Historic American Buildings Survey, Historic American Engineering Record, and Historic American Landscape Survey. Possible mitigating measures would be developed and implemented as necessary in consultation with the South Dakota state historic preservation office, the Advisory Council on Historic Preservation, tribal officials, and other interested parties.[4]

3 U.S. Department of the Interior. *The Secretary of the Interior's Standards for the Treatment of Historic Properties.* Department of the Interior, National Park Service. 1996.

4 *GMP,* p46.



Cedar Pass Lodge, 2017


SOUVENIRS
CEDAR PASS
LODGE
RESTAURANT REFRESHMENTS
REST ROOMS MOTEL

3 | Guidance for Cedar Pass Developed Area

Statement of Significance and Integrity

Cedar Pass Developed Area has been determined eligible as a historic district at the state level under National Register of Historic Places Criteria A and C. It is eligible for: 1) early tourism associated with western landscapes and parks; 2) CCC development and New Deal Master Planning; and 3) the NPS's Mission 66 initiative within the areas of Architecture, Landscape Architecture, Social History / Tourism, Community Planning and Development, and Recreation during the period circa 1928 through 1966. The historic district is a relatively complete example of a Mission 66 developed area, which is rare and unusual within the state of South Dakota.[5] According to the 2017 Foundation Document, Cedar Pass Developed Area has contributed to the development of Badlands National Park.[6]

Initial development at Cedar Pass occurred through the private sector with the goal of promoting the Badlands and accommodating visitors. The location was chosen for its vantage point, offering views of the formations and proximity to local transportation routes.[7] Ben Millard and his sister Clara Jennings developed a tourism destination consisting of a lodge and cabins on the level site below Cedar Pass. As roads improved access into the Badlands, and leisure time and travel increased, there was an increased demand for services. In response to visitor needs, the NPS developed a master plan in the 1930s but it was only partially implemented. Due to lack of funding only piecemeal development occurred until the Mission 66 initiative.[8]

Cedar Pass Developed Area has been determined eligible as a historic district at the state level under National Register of Historic Places Criteria A and C for the following.[9]

1 | Early tourism associated with western landscapes and parks;

2 | CCC development and New Deal Master Planning; and

3 | The NPS's Mission 66 initiative within the areas of Architecture, Landscape Architecture, Social History / Tourism, Community Planning and Development, and Recreation during the period circa 1928 through 1966.

5 Milner, John. *Cedar Pass Developed Area, Badlands National Park, Cultural Landscape Report.* June 2005, p4-3.
6 *Foundation Document*, p27.
7 *CLR,* p4-7.
8 *CLR,* p4-8.
9 *CLR,* p4-8.

Mission 66 planning addressed visitor needs and provided a vision for comprehensive development. The master plan for Cedar Pass concentrated development to protect natural resources, located out of key views, and grouped facilities by function: residential and utility uses were zoned into clusters and partitioned from visitor areas. The placement of the Badlands Visitor Center was critical to the experience, as was providing visitors with comfortable accommodations. Other considerations that influenced site design were topography, access to transportation routes, and availability of water. During Mission 66 education and interpretation took on new importance. At Cedar Pass this was accommodated by a new visitor center, information stations, campfire talks, and roadside displays.

Mission 66's use of modern materials and design ideas such as horizontality and clean styling with minimal detailing are evident in Cedar Pass's building, as is the use of new structural forms, concrete and steel, and machine-driven methods of construction. Loop roads provided access, and were sited to avoid intrusion into natural resources. They organized individual zones of development into dense clusters arranged around a single road.

Roads formed the arrangement of each individual use area, connecting clusters of buildings associated with administration, residential, and utility areas. They served as the organizing structure of the campground. Natural topographic features and new plantings visually separated areas into separate functions and provide screening.

Today, Cedar Pass Developed Area continues to reflect the principles of Mission 66 and its earlier development. The design established between the 1920s and 1930s remains, and the developed area retains integrity.

General Guidelines for Cedar Pass Developed Area

These General Guidelines apply to all areas within Cedar Pass Developed Area. General guidance is provided for protection of resources, and to guide compatible site planning and building design for the visitor center, residential area, maintenance yard, Cedar Pass Lodge complex, and campground.

These guidelines should be considered when proposing modifications and new development within Cedar Pass Developed Areas. They provide general guidance to be followed to the extent possible and where feasible.

The intent of the general guidelines is to ensure proposed modifications and new development promote conservation of the natural landscape, concentrate development to minimize disturbance, and design buildings and structures to be relatively inconspicuous within the natural setting. The guidelines adopt principles from earlier planning efforts for Cedar Pass Developed Area that met these criteria.

Rustic design principles from the New Deal influenced the park's early development. Ideals of subordinating development to natural and scenic character, use of naturalistic practices of landscape design, a focus on landscape preservation, and harmonization of built features resulted in minimal disruption of natural topography and blending of man-made structures with natural surroundings.

Mission 66 built upon these rustic principles by organizing development into zones or clusters. Its new modern approach to construction, with a focus on functional design, streamlined forms, and mechanized technology, built upon the earlier principals of using on-site natural materials, expert hand craftsmanship, and designs adapted for local climate and regional construction techniques. Reuse of previously developed sites and buildings were tenets of both phases of development.

a. Protect natural and cultural resources

- Protect contributing and character defining features. Remove and mitigate intrusive resources.
- Protect geologic, archaeological, and paleontological resources.
- Locate new development away from the Badlands formations and outside of floodplains. Avoid new development in natural and man-made drainages and geologic formations that are easily eroded.
- Minimize areas of vegetative disturbance, soil compaction and excavation, and drainage pattern alteration.

Badlands National Park preserves a diversity of significant resources for the education and inspiration of a world audience. These resources are a blending of the best known Oligocene fossil deposits contained within archetypical Big Badlands formations, a rich and varied cultural history spanning from paleo-Indian occupation through the early twentieth century homesteading period, and a fine expanse of a mixed grass prairie ecosystem.[10]

White River Badlands is on the southwestern side of South Dakota and contains deeply dissected geologic formations prone to erosion. The area was called Mako sica (land bad) by the Lakota Sioux who lived in this area. In 1846, the first fossil discoveries were published and the region became known as the birthplace of American vertebrate paleontology.

10 US-Parks. *Badlands National Park Mission Statement.* http://www.us-parks.com/badlands-national-park/mission.html. Accessed January 2018.



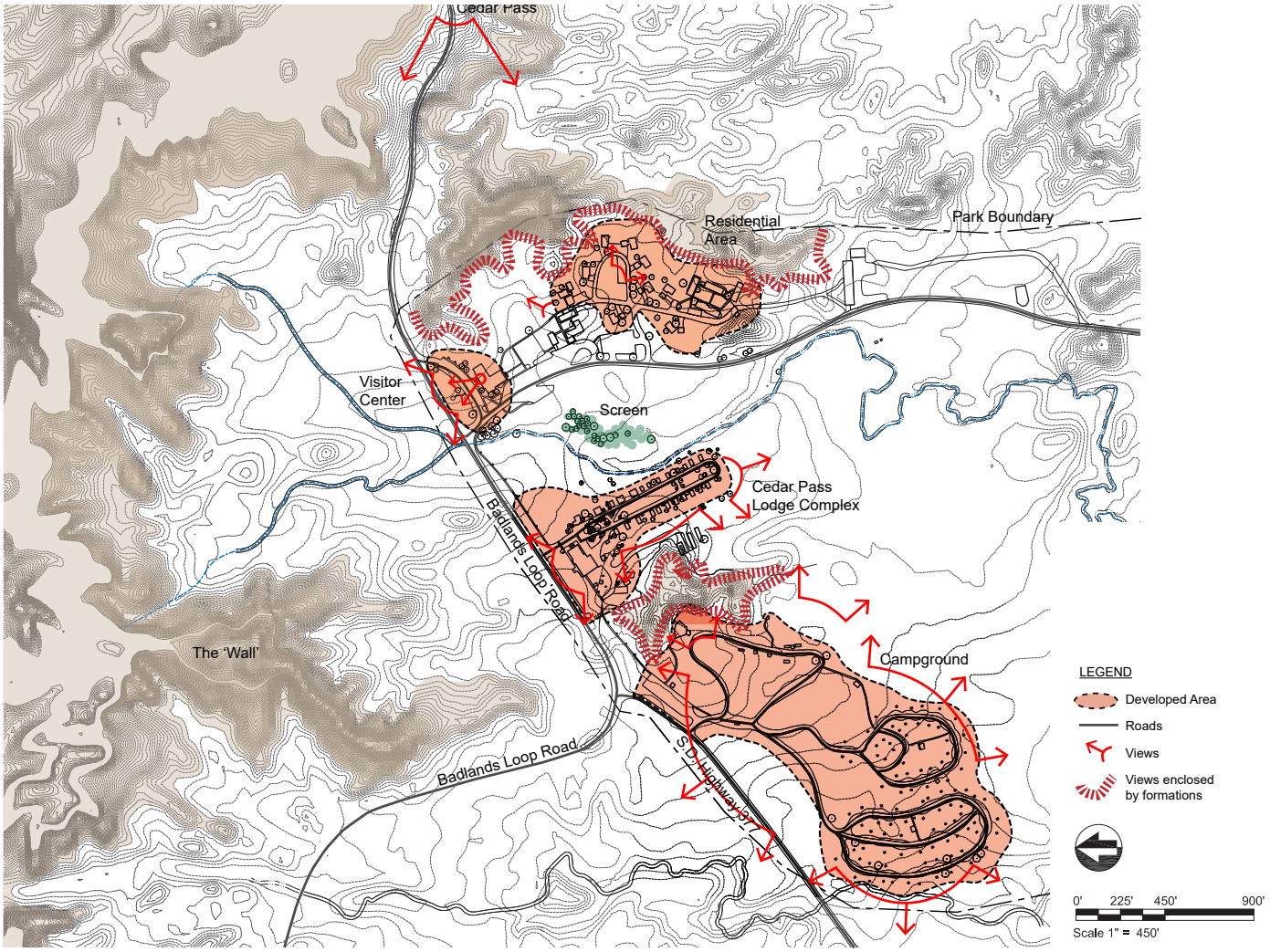
Cedar Pass Developed Area from Cedar Pass, 2017.

b. Protect scenic views

- Protect views and vistas to, and within, Cedar Pass Developed Areas including those from Cedar Pass and along Badlands Loop Road in all directions.
- Locate new development outside critical scenic views and vistas. Ensure locations and design of new features do not obstruct significant views.
- Where development encroaches on viewsheds, design new buildings, structures or features in harmony with the natural landscape in mass, scale, color and form.

c. Respect the Mission 66 master planned development of Cedar Pass that addressed visitor needs and provided a vision for comprehensive development

- Consider similar planning approaches to those of Mission 66, including concentrating development to protect natural resources and located out of key views, and organizing facilities by function.
    - Develop clusters of buildings and spaces set within the natural landscape, organized by use with each area having an individualized scale.
    - Design new features to blend with the setting through sensitive site planning, use of materials, colors, a cohesive aesthetic, and color palette.
    - Consider reuse of existing or previously developed sites for expansion.
- Protect contributing Mission 66 buildings, structures, and site design while allowing for modifications and updates for contemporary use and needs.



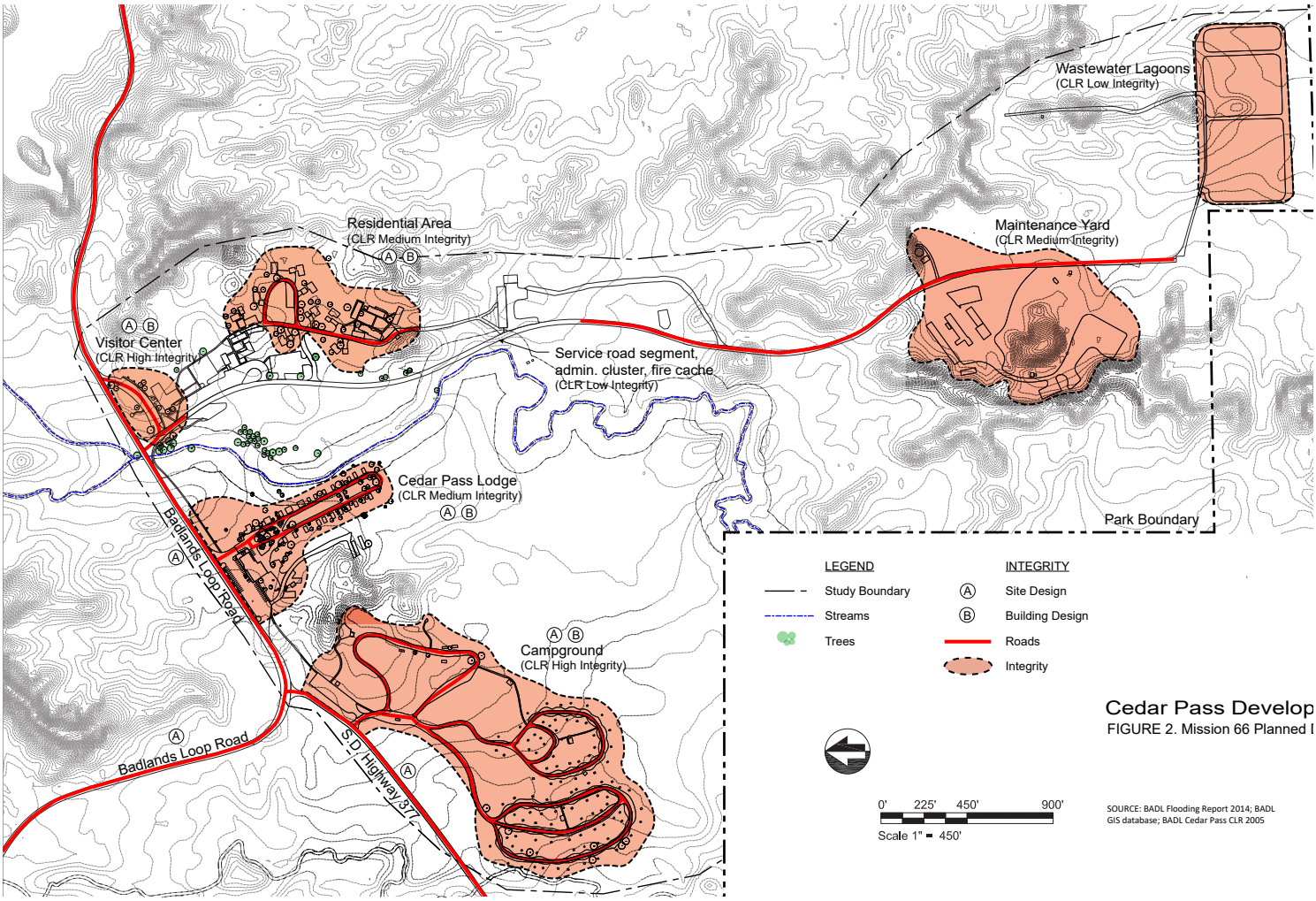
Protect views and vistas to, and within, Cedar Pass Developed Areas including those from Cedar Pass and along Badlands Loop Road in all directions.

d. Encourage new development patterns that are compatible with Cedar Pass Developed Area

- Locate new buildings and structures in cluster arrangements within existing developed areas according to use.
- Maintain the existing zoning of similar uses associated with use and area of development.
- Follow patterns of individual developed areas.

e. Consider Buildings and Structures that are compatible with each Use Area

- Maintain design styles associated with each use area, including the Modern Movement visitor center, ranch style houses and apartments, and simple maintenance structures.
- Consider design styles associated with each use area that are also complementary of the unique features of the surrounding landscape.
- Harmonize buildings with the setting through appropriate massing, color, and texture of materials.
- Organize buildings into distinct volumes to minimize visual scale, and integrate interior and exterior public spaces.
- Design new additions and alterations to be a product of their own time.
- Ensure new elements are compatible with historic buildings in materials, size, scale and proportion and massing.
- Maintain a clear differentiation between historic and contemporary features.



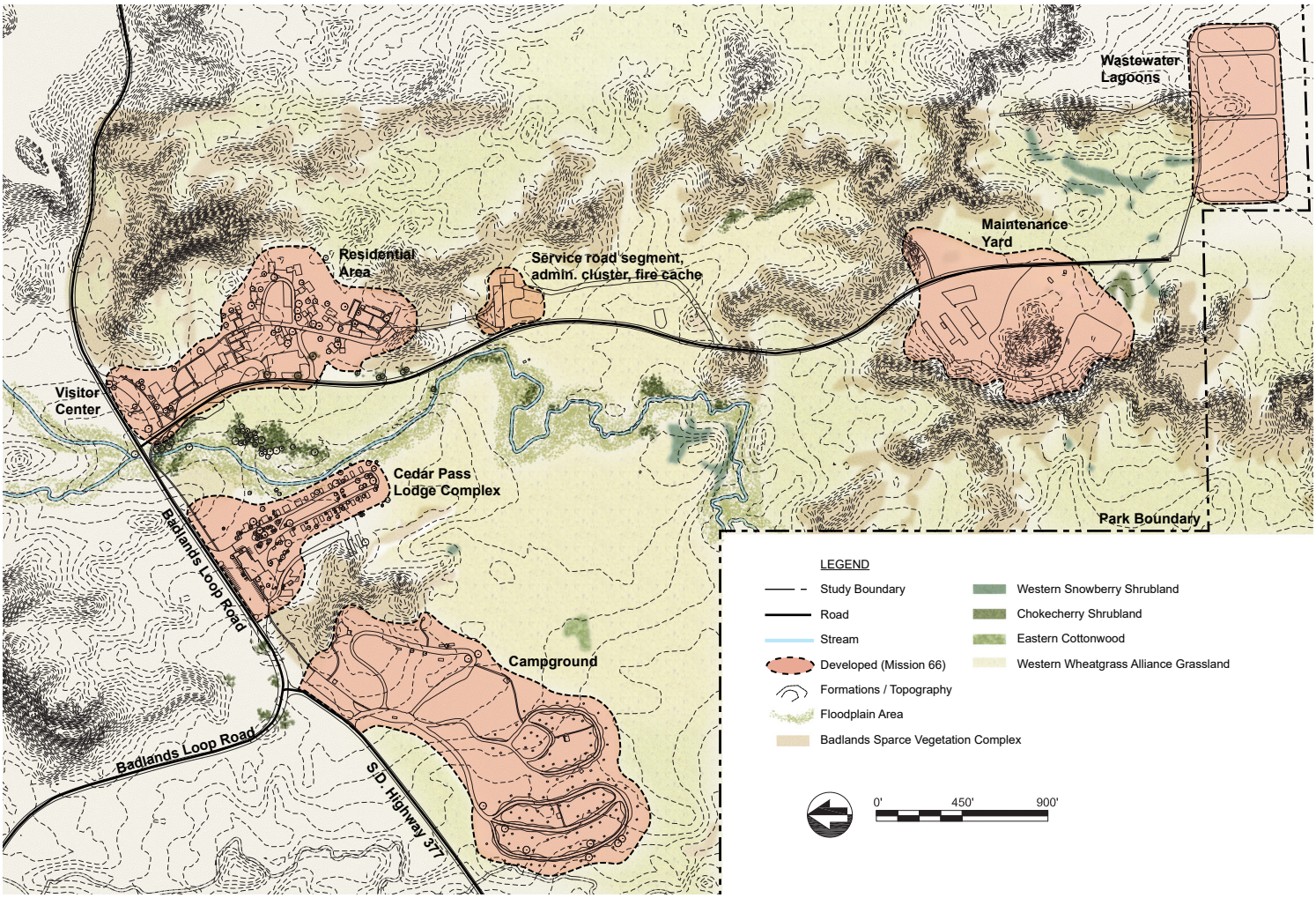
Consider the Mission 66 master planned development of Cedar Pass when planning new features.

f. Site Planning in Individual Cluster Arrangements

- Follow the patterns of the Mission 66 initiative in which concentrated development was contrasted by large open space, and separated by topography and vegetation.
    - Locate new buildings and structures within previous building footprints or areas of disturbance.
    - Maintain the character of road-related planning and architecture.
    - Maintain the scale and arrangement of the Badlands Loop Road corridor and historic loop roads. Locate and orient visitor use and public buildings to take advantage of views.
    - Visually and physically separate non-visitor use from other uses by utilizing undisturbed topographic features and limited screen plantings.
- Consider the historic spatial patterns of each use area to inform locations of new features.
    - Ensure new features are compatible with historic features in size, site design, orientation, and relationships.

g. Encourage Measures for Accommodating Sustainability, Accessibility, and User Needs

- Meet or exceed current design imperatives for sustainability, and accessibility requirements. Ensure the health, safety, and welfare of visitors and staff are protected.
- Consider green technology modifications that result in an appreciable difference in the park's renewable energy or appreciable improvements in the park's infrastructure.
    - Ensure infrastructure improvements are designed and built according to best practices. Ensure improvements are necessary and not intended to promote a product or technology.



Follow the patterns of the Mission 66 initiative in which concentrated development was contrasted by large open space and separated by topography and vegetation.

- Ensure proposed sustainability infrastructure or facilities are planned, sited, and designed to protect Cedar Pass Developed Area's natural and cultural resources.
    - Ensure geological, paleontological, and natural habitat are protected and not negatively impacted by location, construction, or maintenance of sustainable infrastructure.
    - Where possible locate sustainability infrastructure in areas traditionally used or identified as operations areas.
    - Ensure scenic views and viewsheds are protected, and that neither infrastructure or resultant reflections are not visible from significant views.
    - If infrastructure is proposed for a roof ensure it does not protrude above the roof or hang off the edges of the roof.
    - If infrastructure is at ground level ensure it does not obscure significant views, and that it is of a scale, material, and color that harmonizes with the setting.
- Ensure Cedar Pass Developed Area's dark skies are protected as the park has some of the country's darkest night skies.
    - Meet or exceed local and national and international guidance as set forth by the International Dark-Sky Association for best practices for light level, trespass, pollution or glare.
    - Achieve energy efficiency and sustainability in all new and retrofitted lighting proposals.
    - Provide lighting only when and where need is clearly identified for safety, security, programming, accessibility or wayfinding. Follow an approach of providing a balance or consistency of light through use of light color and levels, controls, and placement of fixtures.
    - Maintain dark areas within Cedar Pass Developed Area to protect native wildlife, park resources, and scenic viewsheds.



Ensure scenic views and viewsheds are protected. Badlands 'Wall', 2017.


Jayco
SPEED LIMIT 25

4 | Cedar Pass Lodge Complex

Historic Context

Located in the Northern Great Plains, the 244,000-acre Badlands National Park conserves a highly dynamic landscape formed millions of years ago by erosion and deposition. Bluffs, sod tables, and deeply etched drainages are continually eroding in this landscape of fluctuating seasonal temperatures and high winds. This harsh and striking landscape has long been known as the 'badlands,' a name used by the Lakota people who called their home Mako Sica and Paha Ska (White Hills). Early travelers, including French explorers, called the area Mauvais Terres. Both translate to 'land bad'.

The park's fossil accumulations are some of the most complete in North America. Early trade and explorations contributed significantly to the science of vertebrate paleontology. Lakota people traded fossilized bones, seashells, and turtle shells with explorers and traders who shared their findings with scientists who first collected specimens in 1849.

Congress authorized a national monument for the Badlands area in 1929. This was followed by the establishment of Badlands National Monument in 1939. These actions finalized the decades' long efforts of many advocates, including U.S. Senator Peter Norbeck and businessman Ben Millard, to conserve the area and provide for recreation and tourism. The 1929 authorization was contingent on adequate property acquisition and roads. Highway 240 was under construction and completed by 1935. Built through the South Dakota Highway Commission, this linked the area with Rapid City. The route ultimately followed the formations and crossed Cedar Pass, preserving the area's natural beauty and providing dramatic views and a scenic experience.

Cedar Pass Lodge complex (the complex) was initially built by Ben Millard in 1928 to serve as a tourist destination for the Badlands area. The original 1928 Lodge, expanded in 1929, served as a dance hall and dining room with some lodging. The complex included the 1928 Laundry Building and 1928 Maintenance Building (labeled as the power building in early site plans) which were small one-story structures with simple gabled roofs. Small cabins were built south of the Lodge in 1930 to provide additional lodging.

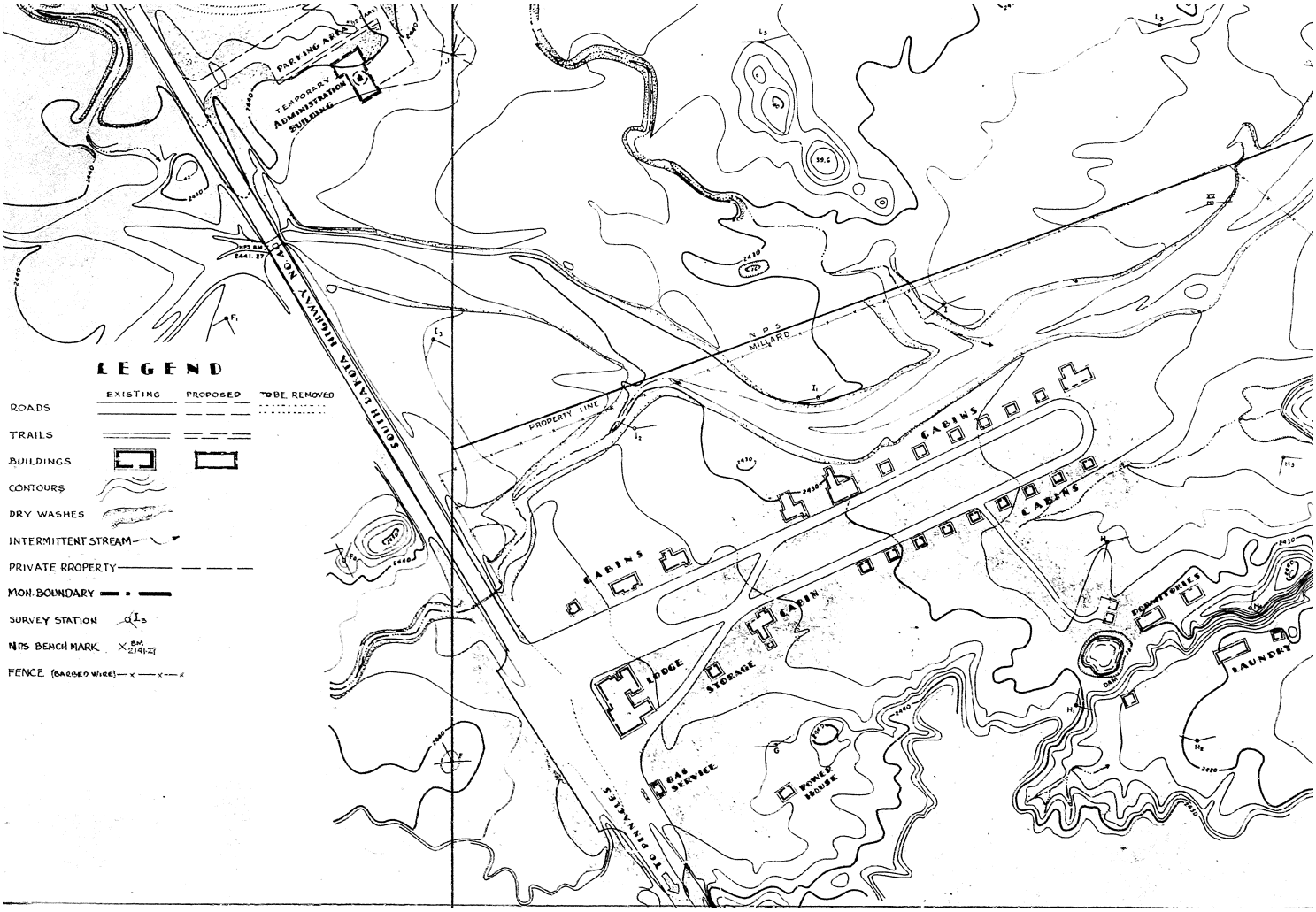
By 1933 the cabins were moved to the south and west, and additional units were built. They numbered 15 in total, and were organized into a court and oriented along a u-shaped drive. In 1935 a small concessions structure and bathroom from Cedar Pass was moved to the complex and converted to a sleeping cabin. The Cedar Pass cabin court arrangement reflected similar roadside cabins, camps, and motor courts built across the U.S. in the early 20th century to accommodate the growing rise in auto tourism. These complexes offered travelers respite from the road with food service, a fill up station, and lodging. The main building, usually the largest of the buildings, was positioned parallel to the road with cabins and support buildings in a court or cluster behind. Many shared similar design elements to Cedar Pass: simple gable roofs, use of local materials and colors, and utilitarian design.

A future headquarters at Cedar Pass was evaluated as part of the NPS's 1938 master planning effort for the national monument. That same year Millard built a one-story stucco addition to the Lodge on its west side. This new taller addition had a gable roof of wood shingles and a prominent central entrance covered by a log pergola. Windows were wood sash with horizontal muntins, an unusual configuration repeated in the support buildings. The first-floor interior was a vertical knotty pine wall finish with exposed roof structure. The basement housed a restaurant with the same knotty pine wall finish and log and board ceilings.

Despite Millard's upgrades, the NPS deemed the complex inadequate and pursued the Pinnacles area instead. The central location of Pinnacles within the national monument, its proximity to Pinnacles Pass and the scenic Pinnacles area, and location at the juncture of two highways were factors in the initial selection. However, the 1938 Master Plan was amended several times.

By 1941 Millard's complex included 15 cabins, a septic system, and electricity and lighting in addition to the Lodge. Several cabins were remodeled, some were equipped with interior bathrooms, and one new cabin was built. A gas station / comfort station with flush-type toilets was built west of the Lodge. This replaced the previous structure, opening up the north side of the highway and the view towards the Badlands Wall (the 'Wall'), a massive and irregular cliff following the White River to the north of the complex.[11] Millard began construction on a sanitary sewer line at this time, intending for it to connect to the NPS's future system.

11 *CLR,* p2-17.



By 1941 Millard's complex included 15 cabins, a septic system, and electricity and lighting in addition to the Lodge.

By 1942 the NPS had refocused their planning to pursue Cedar Pass as the park headquarters, recognizing the benefits of an already developed area. The 1942 master plan recommended development within the Cedar Pass be relatively inconspicuous with minimal tourist facilities and one location for food and lodging. Utilities were to be below grade. The plan proposed acquiring the Millard cabins at a future date to control concessioner development. It included upgraded accommodations in 12 cabins.

During the 1940s the NPS continued improving Cedar Pass facilities despite diminishing funds and staff including the CCC's departure in 1942. Road improvements included repair of steep shoulders and narrow washes, and oiling of portions of Highway 240. Electrical service was provided in 1947. The cabins were updated in 1949. Log faced boards were removed and stucco applied to the exterior facades. Bathrooms were upgraded. Wood sash windows, many of which had horizontal muntins, were removed and replaced with aluminum sash siding and stucco at the Lodge.

The NPS's 1950 master plan proposed modifications to the Millard complex, which was still privately owned. The characteristic u-shaped site arrangement remained. It included six large and 15 small cabins, the Lodge and bathhouse, and Maintenance Building, Laundry Building, and Ice House. An area to the west of the cabin court included dormitories and a large stock pond.

During the 1950s the Lodge was expanded with an addition on the west side of the 1938 building. Exterior elevations were stucco finished to match the 1938 building. This addition had a flat roof with a butterfly soffit, painted green, in keeping with Mission 66 principles which were influencing the NPS development across the system. New interior spaces included a kitchen and larger dining room with large horizontal windows that looked out onto the 'Wall' and the Badlands formations. An entry door on the main elevation entered directly into the dining room. In ca. 1960 a stucco finish was applied over the log finish of the 1928 portion of the Lodge, visually unifying the multiple building additions.

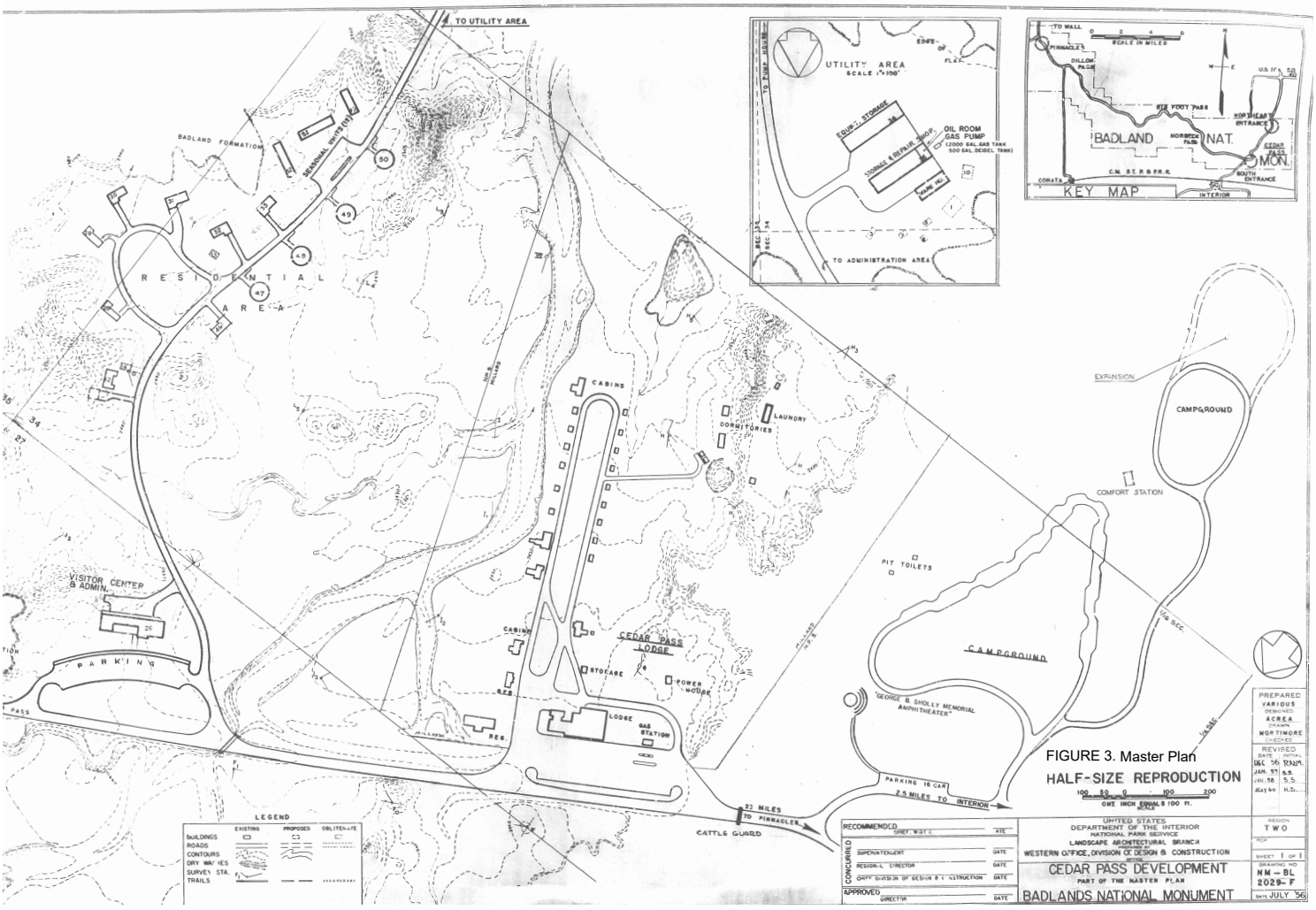


FIGURE 3. Master Plan

The NPS's 1950 master plan proposed modifications to the Millard complex. The characteristic u-shaped site arrangement remained. It included six large and 15 small cabins, the Lodge and bathhouse, and Maintenance Building, Laundry Building, and Ice House.

In 1959, the NPS built a visitor center at Cedar Pass. This took some programmatic pressure off the Lodge, which had been functioning as a quasi-visitor center. The Millard family sold their property to the NPS in 1963, who repaired the Lodge and readied and the cabins for the 1964 tourist season. Repairs continued into the 1965 offseason. They included new paint for the trim and roof repairs at the Lodge, maintenance to utility lines, and new floors and roofs for the cabins.

In 1965 the NPS conducted a detailed appraisal of the Lodge and the cabins, determining the properties did not meet the NPS standards. Most cabins were in poor condition with inferior materials, foundation issues, inadequate wiring, and poor drainage amongst other issues. Two had been remodeled and modernized, but six others need painting, nine sleeping rooms were without heat, and twelve were without air conditioning. A 1969 advertisement to draw perspective concessioners claimed that the Lodge facade and dining hall were newly constructed.

In 1978, Badlands National Monument became Badlands National Park to preserve the area's geologic, paleontological and scenic qualities. The original date of construction of the Ice House is unknown, but was likely built between 1956 and 1965. In 1987, a flat roof with a wide fascia supported by independent posts was added to the structure. The Lodge was extensively renovated and expanded in 1986 / 87, including demolition of the 1928 / 29 structure. A new addition was built in its place. The 1950s butterfly soffit was removed and a thicker soffit installed on both this and the new addition. A new projecting entry was added at the 1938 Lodge as the main entrance with the soffit and entry finished in wood board. The rest of the 1980s addition had a stucco finish. By 1984 the larger cabins in the worst condition were removed. The park and the concessioner were directed to bring the existing facilities up to the NPS standards.

In 2011 / 2012, all but one cabin (the Lodge Cottage), were removed and replaced with prefabricated units set on cast-in-place concrete foundations. In 2013 the Lodge's roof was demolished and extensively modified. Renovations began in 2017 on the Laundry Building to convert it to a coffee kiosk. Exterior work replaced windows with a new sash to match the historic horizontal muntin configuration.

Chronology of Development

Date	Feature
1927	Cedar Pass Lodge built; Cabin construction commenced (completed in 1942)
1928	Lodge Cottage built as log cabin, Laundry Building built
1929	Badlands National Monument authorized
1920s to 1930s	Badlands Loop Road built and improved
1936	Enlargement of proposed Badlands National Monument
1938	Lodge addition to the east built
1940	Construction of gas station and comfort station 100 feet west of Lodge
1940	Historic photograph shows sparse-looking landscape next to Lodge (all dirt, no grasses or trees, no curb for road)
1941	Construction of sewer line; connected to the NPS line. CCC crews built a ditch from the reservoir to the highway
1945	Ice House built
1949	Slab siding removed, replaced with stucco. Grading in front of Lodge.
1950	Lodge remodel (stucco one-story addition); Log cabin of Lodge was stuccoed. Wood canopy painted bright green wrapped the new addition. Lodge Cottage, Laundry Building, Maintenance Building, and cabins were covered in stucco
1950s	Master Plan of 1950 shows alignment of cabins is altered. Hwy 40 altered in front of Lodge
1955	Lodge addition
1958	Planting plan by the NPS; established row of Siberian Elms between headquarters and Cedar Pass Lodge cabins
1959	Visitor Center built
1969	Historic photograph shows mass of plants to west side of Lodge (shrubs and deciduous trees)
1987	Demolition of original 1928 Lodge log cabin and its southern addition; new addition built in same location. Canopy around entire edge of Lodge installed. Ice House given similar wood canopy structure to match Lodge
2011 to 2012	Cabins moved off-site and replaced, followed by mitigation per Memorandum of Agreement (MOA) with South Dakota State Historic Preservation Office (SHPO)

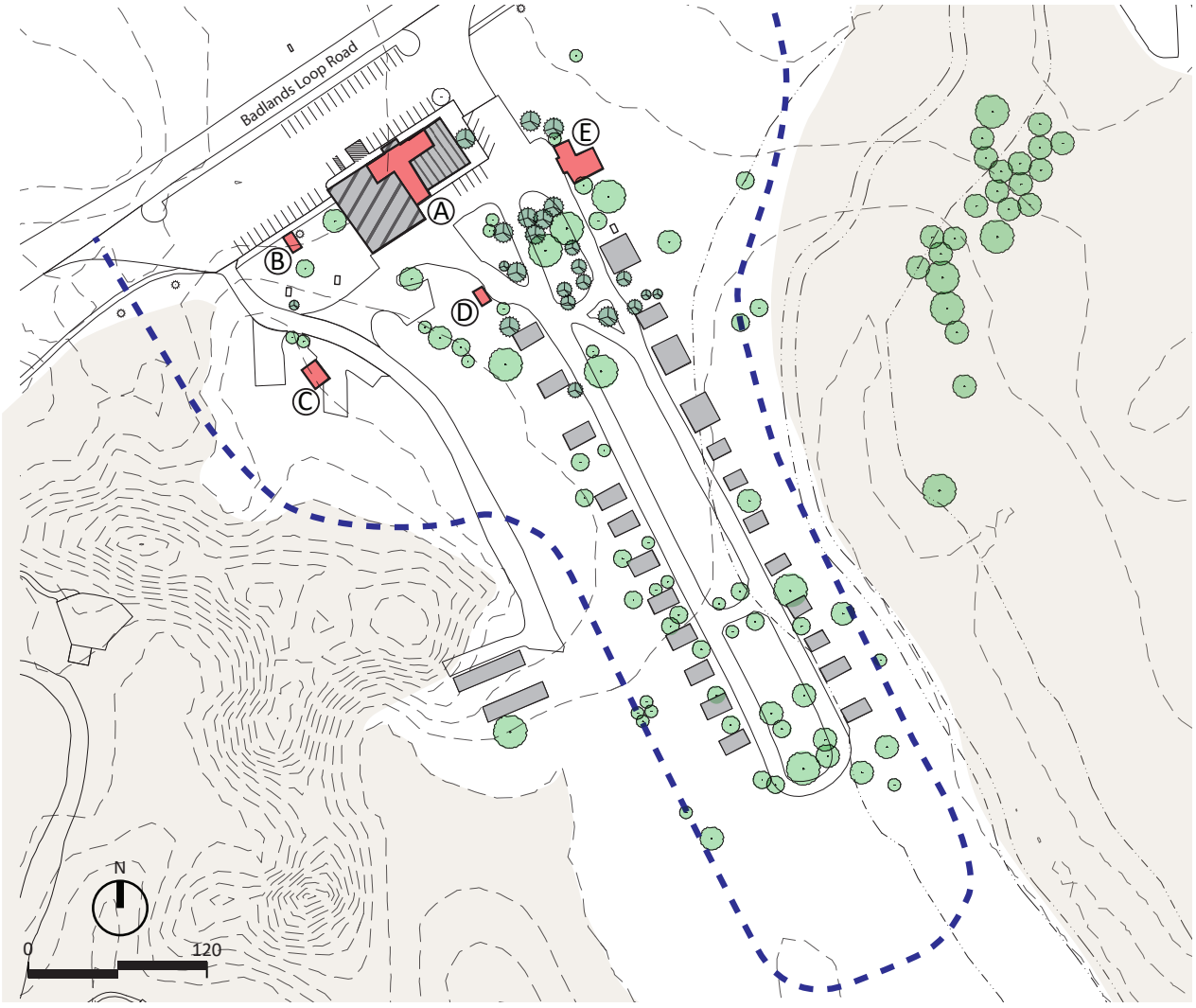
Integrity

Cedar Pass Lodge complex contributes to the Cedar Pass Developed Area historic district. The area has been determined eligible at the state level under National Register Criteria A and C and has a period of significance of circa 1928 through 1966.

The complex was initially developed by Ben Millard and his sister Clara Jennings as a tourism destination beginning in 1928 with a lodge and cabins. They chose the flat land below Cedar Pass as it offered a vantage point for travelers and views of the surrounding formations. Developed between 1928 and 1963, when they sold the property to the NPS, the Millard's complex reflected other similar roadside cabins, camps, and motor courts of the early 20th century. Across the country these developments were built to accommodate the growing rise in auto tourism and to offer travelers respite from the road.

The complex provided food and dining in the Lodge, a gas station and restrooms, and lodging in 15 or so cabins. The site arrangement followed a similar pattern to other developments. The largest building, the Lodge, was positioned parallel to the road. Cabins and support buildings were set behind in a cabin court. Buildings and structures were utilitarian with simple gable roofs and muted colors, and were built of local materials. The NPS influenced the evolution of Cedar Pass Lodge complex even before acquiring the property in 1963. Beginning in the 1930s, master plans for Cedar Pass provided planning for future park facilities. Infrastructure from roads to utilities was installed. The 1950 Mission 66 master plan for Cedar Pass Developed Area established the area as the park's primary visitor destination and its main park facilities.

Cedar Pass Lodge complex was significant as it was already a concentrated area with distinct visitor amenities, namely lodging, food, gas, and restrooms. The Lodge was expanded in 1950 in keeping with Mission 66 principles including use of modern materials and design such as horizontality and clean styling. The new addition was stucco finished and had a flat roof with a butterfly soffit, painted green. By 1960 the entire building, including the 1928 log structure, were stucco finished, visually unifying the multiple building additions.



The CLR establishes a period of significance of circa 1928 to 1966. This provides the basis for determining contributing features and historic landscape character.

Beginning in 1978, alterations to the Lodge extensively modified the building. A flat roof with a wide fascia supported by posts was added. An extensive expansion in 1986 / 87 demolished the 1928 / 29 structure and built an addition in its place. The 1950s butterfly soffit was removed and a thicker soffit installed on both this and the new addition. In 2011 / 2012, all but one cabin, the Lodge Cottage, were removed and replaced with modular units.

Cedar Pass Lodge complex continues to embody the qualities of its early tourism development and Mission 66 principles. The site has remained very similar to the period of significance. Several buildings remain similar as well, including the Lodge Cottage, Laundry Building, and Maintenance Building.

The Lodge has changed substantially, especially in its Mission 66 construction. Although surrounded by additions, the 1938 building remains relatively intact. Cedar Pass Lodge complex auxiliary structures, and the Lodge's 1938 core retain integrity.

Character Defining Features

Site Design
- Cedar Pass Lodge and cabin court

Views
- Views towards the 'Wall' and formations
- View to the complex from Cedar Pass and from the south

Circulation
- Badlands Loop Road
- Cabin Loop Road
- Lodge Service Road
- Lodge Parking Lot
- Shared vehicular and pedestrian traffic in cabin court

Buildings
- Cedar Pass Lodge
- Lodge Cottage
- Maintenance Building
- Ice House
- Laundry Building

Small Scale Features
- Board Fencing
- Light post
- Cedar Pass Lodge sign

Vegetation
- Cedar Trees (Rocky Mountain Juniper)
- Ornamental plantings
- Interior manicured court
- Badlands sparse vegetative complex on surrounding formations



View of the 'Wall' from Cedar Pass Lodge complex, 2017.

Design Guidelines

These design guidelines provide guidance for appropriate infill and expansion of Cedar Pass Lodge complex to the extent possible and where feasible. Guidance is provided for the appropriate mass, form, and scale of additions, and ways to incorporate new elements to respect the historic spatial and cluster arrangement of the complex and preserve and enhance views and vegetation. The written guidelines are complemented by graphic illustrations as examples of the complex's future character.

a. Site Design

The developed areas of Cedar Pass are organized by use, and clustered into distinct complexes. These are: visitor center / administration, housing, maintenance, campground, and lodge / cabin court. Each cluster development is sited and oriented to protect and take advantage of the natural landscape for screening or to capitalize on spectacular views.

Cedar Pass Lodge complex is an organized composition built over time as a lodge and cabin court to serve visitors. The complex is arranged in an orthogonal layout across the relatively flat topography. Primary public buildings and access are set parallel to Badlands Loop Road. This orients views towards the 'Wall' of Badlands formations and for visibility for arriving visitors. A cabin court of guest cabins and support facilities is to the rear. It is set perpendicular to the Lodge along a landscaped court defined by narrow roads. Lodge Service Road on the west parallels the cabin court.

The complex is organized with the larger building, the Lodge, at the 'front.' Smaller cabins are set along the cabin court, oriented towards the central green space of lawn and cedars. Cabins are sited in a staggered arrangement for privacy and views.

Historically the complex included other non-extant buildings that provided a varied scale and some variety in roof form. These included a residence east of the Lodge, and duplex cabins along the west edge of the cabin court.



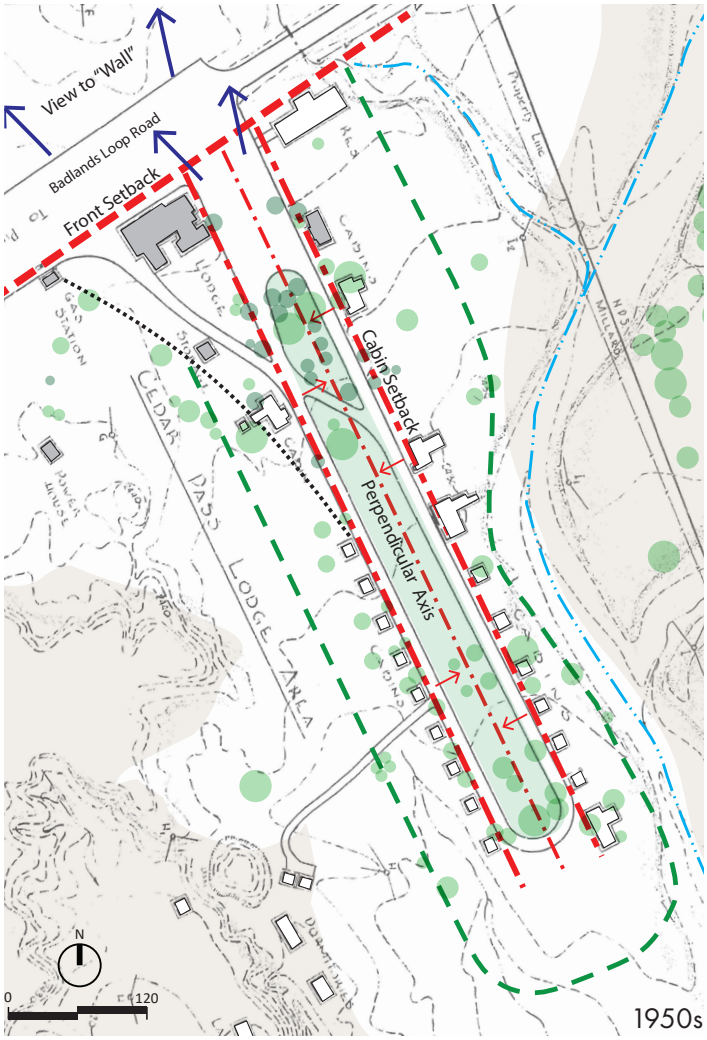
This example site plan meets the design guidelines. It maintains the complex's character defining site design through a staggered arrangement of cabins along a consistent setback, use of a perpendicular axis, and integration of a building hierarchy.

a1. Maintain the arrangement of Cedar Pass Lodge complex.

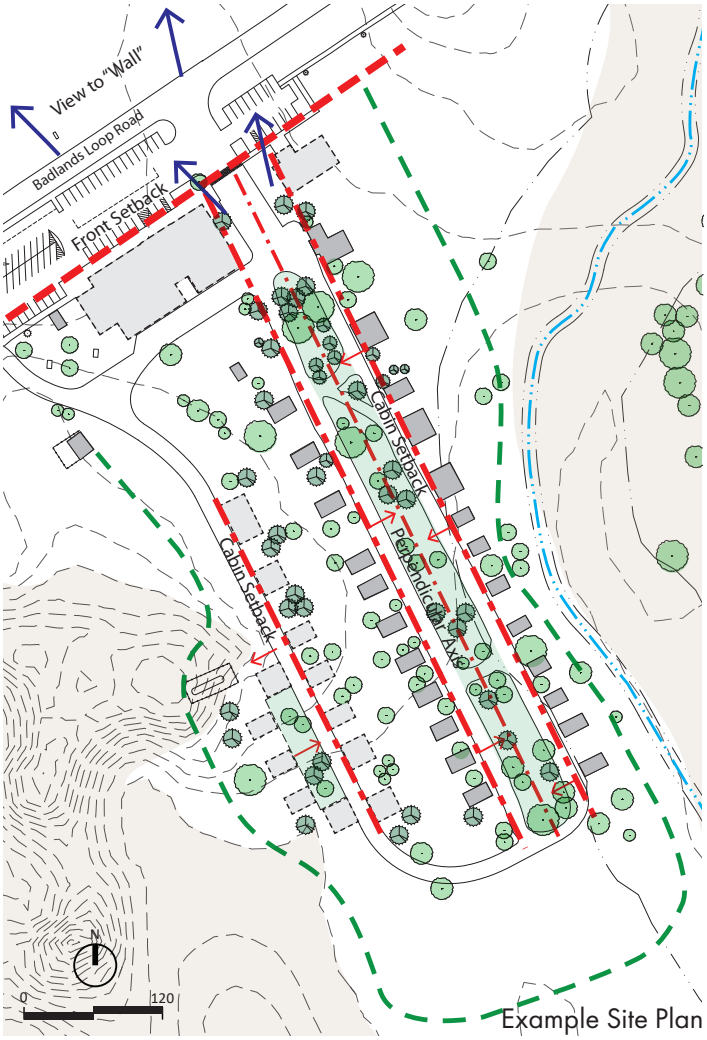
- Maintain the arrangement of the cabin court with cabins oriented towards the central green space and set in a staggered arrangement for privacy and views.
- Locate guest and support facilities to the rear of the Lodge.

a2. Respect the complex's spatial organization when placing new elements, structures, or buildings.

- Orient new public buildings or additions parallel to, and facing, the road and the 'Wall'. Set these at the existing setback as originally created by the 1938 Lodge and non-extant shower building.
- Carefully site new buildings and vegetation to not obstruct views to the 'Wall' formations. Respect the view from the Lodge to the north and east, and views from cabin porches.
- Maintain the cabin court's pattern of inward-facing cabins, parking at each cabin, and views directed towards the cabin court.



1950s



Example Site Plan

LEGEND

- Front Setback
- Cabin Setback
- Extant Building
- Non-extant Building
- Perpendicular Axis
- 1920s Cabin Alignment
- Cabin Court
- Center Green
- Trees

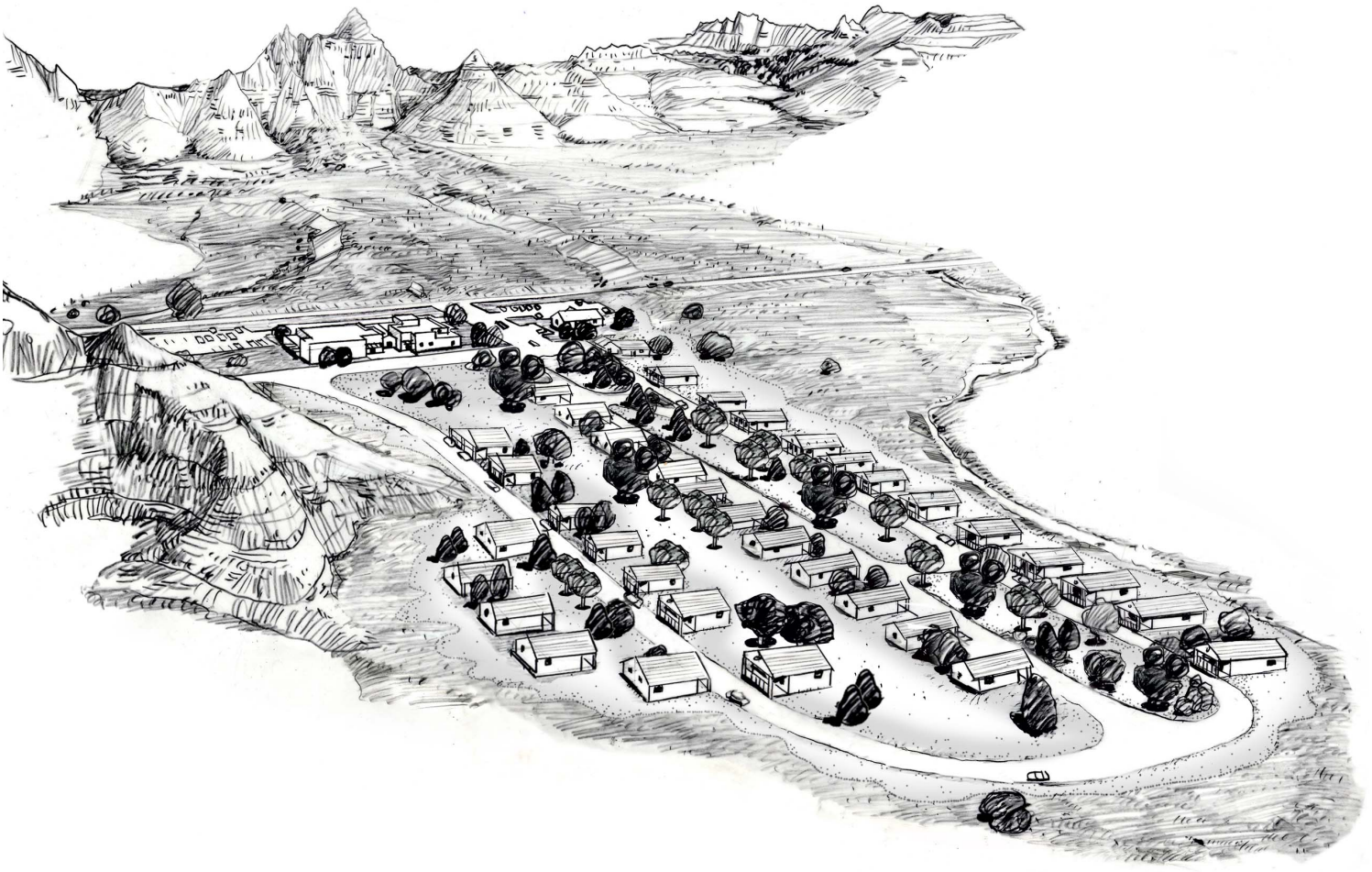
Maintain the spatial arrangement and organization of the complex in placing new buildings or structures.

a3. Locate new development to minimize impacts to natural resources and to reinforce the complex's spatial arrangement.

- Limit new development to previously developed areas or to areas of missing, non-extant historic buildings.
- Allow new cabins to be built in previously disturbed areas and arranged in a similar pattern to existing cabins.
- Cluster new cabins along a secondary road.
- Avoid development in natural and man-made drainages and geologic formations that are easily eroded.

a4. Preserve the relatively flat topography of the complex.

- Minimize alternations to topography.
- Limit modification to those needed for new construction and associated drainage.



Allow new cabins to be built in previously disturbed areas and arranged in a similar pattern to existing cabins.

b. Circulation and Accessibility

The developed areas of Cedar Pass are connected by a vehicular road system of secondary roads tied to the primary route, Badlands Loop Road.

Designed as a scenic route, Badlands Loop Road extends through the park's natural formations offering spectacular views, vistas, and overlooks. It connects cluster developments related to visitor experiences – visitor center / administration, campground and lodge /cabin court – as well as to secondary roads to the maintenance and housing complexes.

Cedar Pass Lodge complex is set strategically on Badlands Loop Road as a visual beacon to arriving visitors from both the north and south.

Cabin Loop Road, set perpendicular and south of the Lodge, accesses the cabin court for both vehicular and pedestrian circulation. Pedestrian routes generally share vehicular routes. The exception is at the Lodge where walkways connect building entrances, parking, and gathering spaces.

b1. Maintain vehicular routes and hierarchy that contribute to the historic form and character of Cedar Pass Lodge complex.

- Maintain Badlands Loop Road, Lodge parking, and Lodge Service Road.
- Preserve alignments and widths of contributing routes that create the intimate scale of the complex.
- Maintain Lodge Service Road as a narrow asphalt drive.
- Continue the practice of pedestrians sharing routes with vehicles. Maintain this informality within the cabin court and guest cabins.



View of the 'Wall' from the cabin court, 2017.

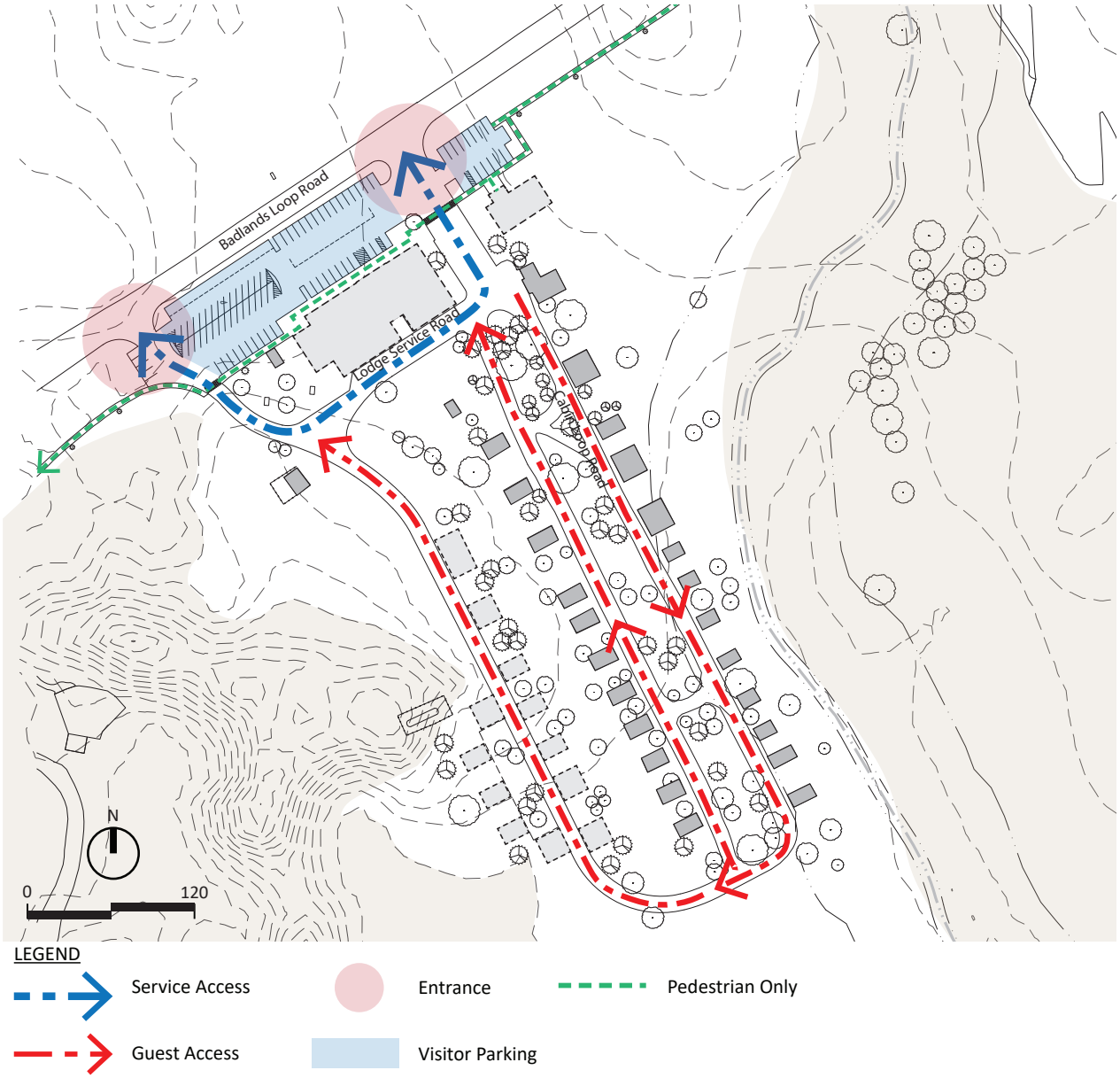
b2. Allow modifications to parking within the existing footprint or in areas previously disturbed to accommodate contemporary needs.

- Maintain the parking in front of the Lodge as the primary parking area.
- Retain the form of the Lodge parking as a broad open space, set to the front of the Lodge, and visible from Badlands Loop Road.
- Alterations may include drive lane changes, striping, or other improvements that facilitate safety or wayfinding.

b3. Allow new secondary vehicular routes, designating these to be integral with the circulation system.

- Respect the alignment of contributing circulation routes when adding new routes.
- Utilize historic routes prior to creating additional new routes.
- Design new circulation features to be compatible in form, scale, and materials to the original circulation system.

b4. Provide accessible parking and routes in compliance with ABAAS requirements, integrated with new and existing circulation.



Retain vehicular routes and hierarchy that contribute to the historic form and character of the complex.

c. Buildings

Cedar Pass Lodge complex (the complex) is a cluster of small, similarly scaled buildings and structures set in an organized linear arrangement. Cedar Pass Lodge (the Lodge) anchors the complex. The Lodge serves as a restaurant, gift shop, and lodging check in for the small guest cabins and Lodge Cottage. Support buildings include the Ice House, Maintenance Building, and Laundry Building.

The complex harmonizes with, and is subservient to, Cedar Pass's natural setting through the siting, scale and orientation of buildings and structures. The complex embodies the architectural character of traditional roadside development. Buildings harmonize with the landscape through color, materials, textures, and similarity in massing. Except for the Lodge, building forms are simple with rectangular or L-shaped floor plans and are one story with gabled roofs.

The Lodge is similar in color, texture, and materials to the complex, but is larger in plan and slightly larger in scale, i.e., height of center roof. Built during several periods, it has both gable and flat roof forms. The roof over the 1938 portion rises above the rest of the building and complex.

Canopies are a unifying element of the Lodge additions. They have taken a variety of forms including log shade structures, small extensions at the entrance, a bright green "butterfly" canopy, and a tall vertical wood canopy wrapping around most of the building. Besides visually tying the Lodge additions together, the canopies provide shade and cover and highlight the main entry. A large dormer was part of the original Lodge roof, so there is precedent for this element in future design.

Character Defining Features - Buildings

- Prominent entry
- Canopies that create a unifying element
- One story building with hierarchy of roof forms
- Stucco exterior finish
- Large picture windows facing views and windows with horizontal muntins
- Knotty pine and natural wood with a clear finish
- Stairway to basement
- Exposed structure in interior space

c1. Retain and preserve contributing buildings associated with the complex – Lodge Cottage, Ice House, Maintenance Building, and Laundry Building.

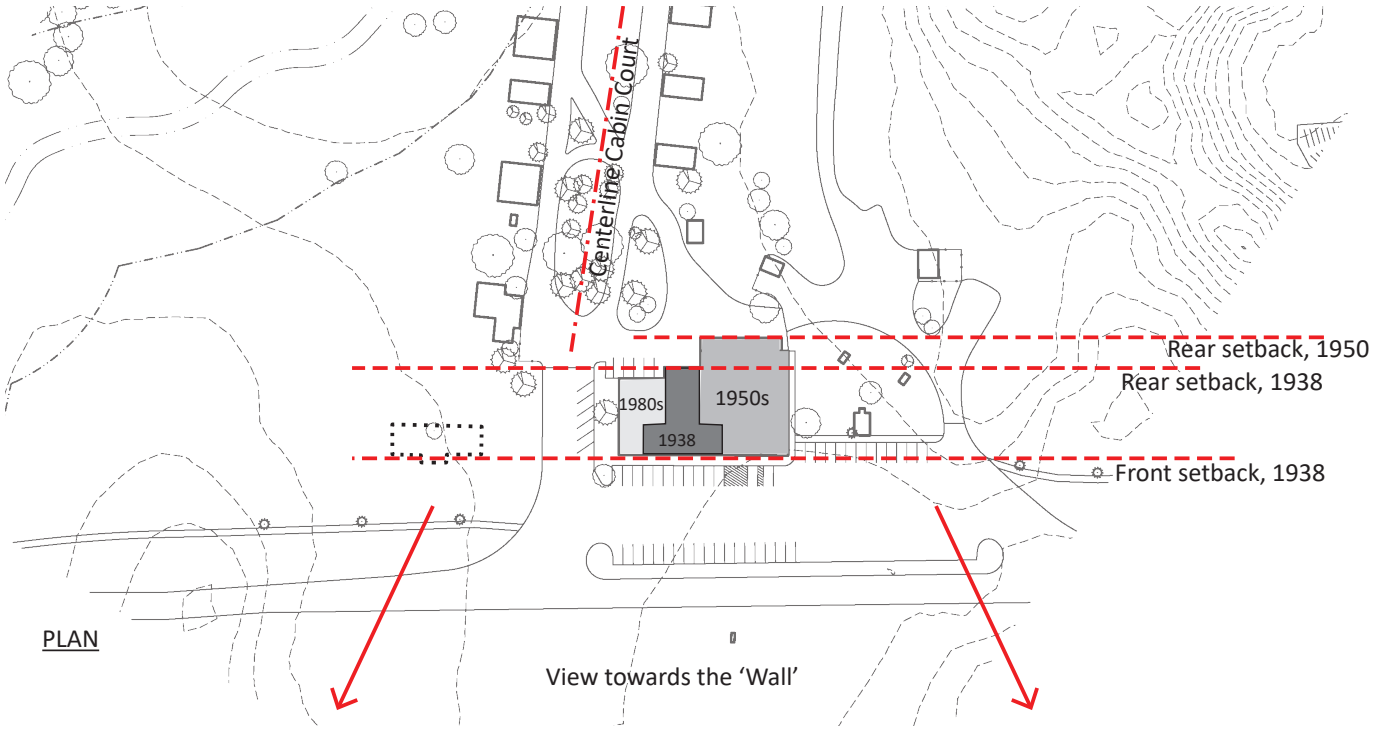
- Preserve the architectural character of Lodge Cottage, Maintenance Building, and Laundry Building. Preserve the one-story, gable roofed wood frame construction present during the period of significance.
- Rehabilitate Lodge Cottage, and return exterior elements (especially the window sash) to the 1950s configuration with horizontal muntins in window sashes.
- Rehabilitate Ice House to reflect its historic character by removing the wood canopy added in 1987.
- Rehabilitate support buildings – Laundry Building and Maintenance Building.

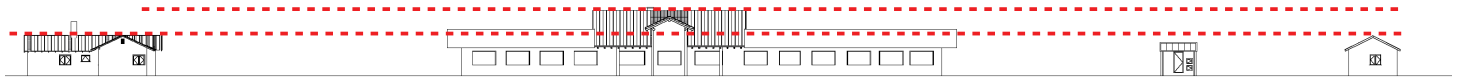
c2. Remove non-contributing buildings and structures where they disrupt the character of the complex.

- Remove mobile units used for storage, offices and housing. Replace functions off-site or in new buildings that are designed and sited to be compatible with the Lodge complex's character.
- Allow non-contributing cabins to remain.

c3. Consider new construction or new construction with alterations to meet contemporary needs. Ensure design is informed by established mass and scale precedents.

- Consider retaining the central 1938 Lodge structure including the cross gabled roof form, remaining original windows, and interior spaces.
- Respect the north entry as the historic primary entrance and orientation to the 'Wall.'
    - Consider a prominent entry element, either by projection or a gabled roof or by a similar focusing element.
- Allow a combination of flat and sloped roof profiles if designed as a cohesive whole using unifying elements such as fenestration and canopies.
    - Larger scale buildings should be visually broken up by discontinuous roof lines, simple cross gables, dormers recesses, etc.
    - Although there is precedent for asymmetrical gables, most roofs were and should maintain symmetrical proportions.
- Encourage canopies along perimeters of large flat roofed areas to reduce the scale of large, planar wall surfaces and to unify other sloped roof elements of the building.
- Consider dividing the Lodge program into two buildings, one in the location of the existing Lodge. A smaller second building could be to the east in the location of a previous structure or to the west as a location consistent with the established site plan.



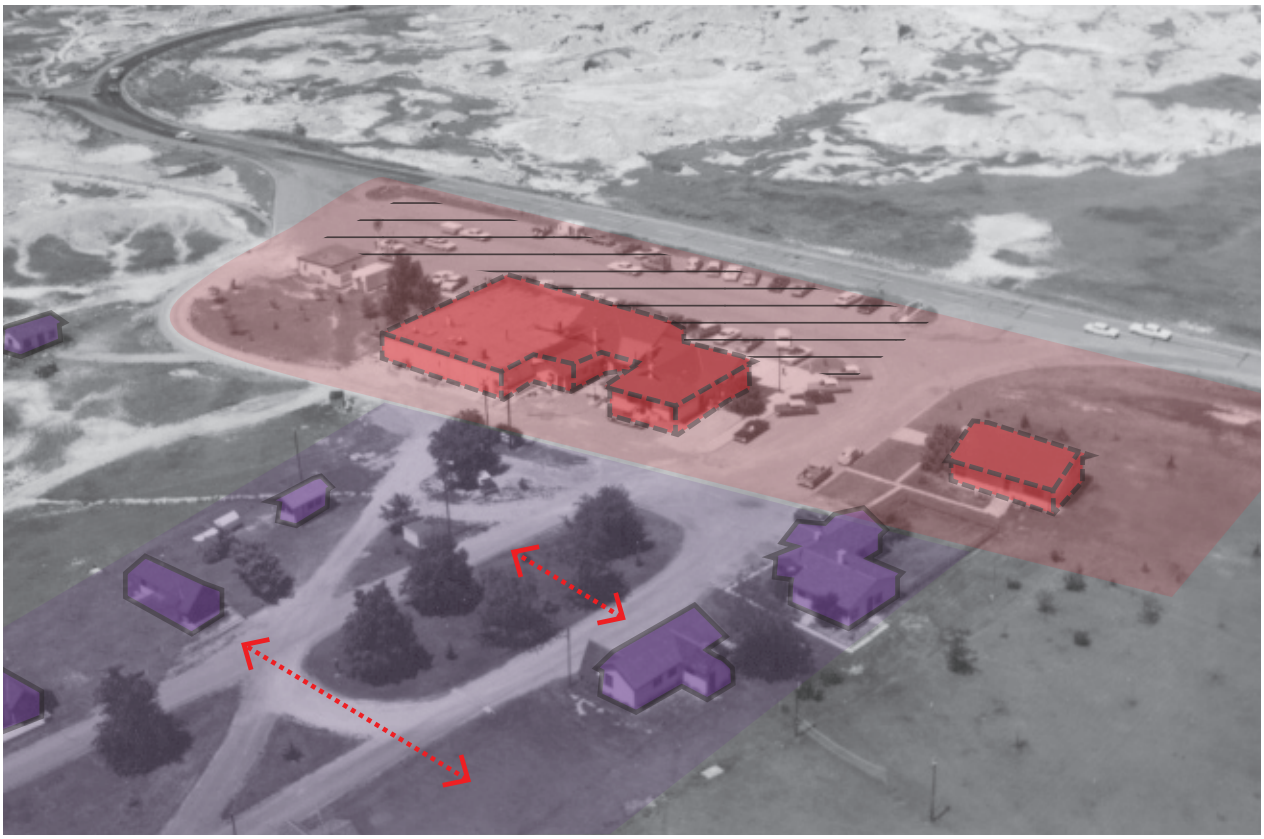


ELEVATION

Design new buildings to project the appearance of one-floor structures that follow established roof heights within the complex.

c4. Design new buildings to share an architectural language across the complex including scale, massing and roof forms, fenestration, and consistency of color and materials.

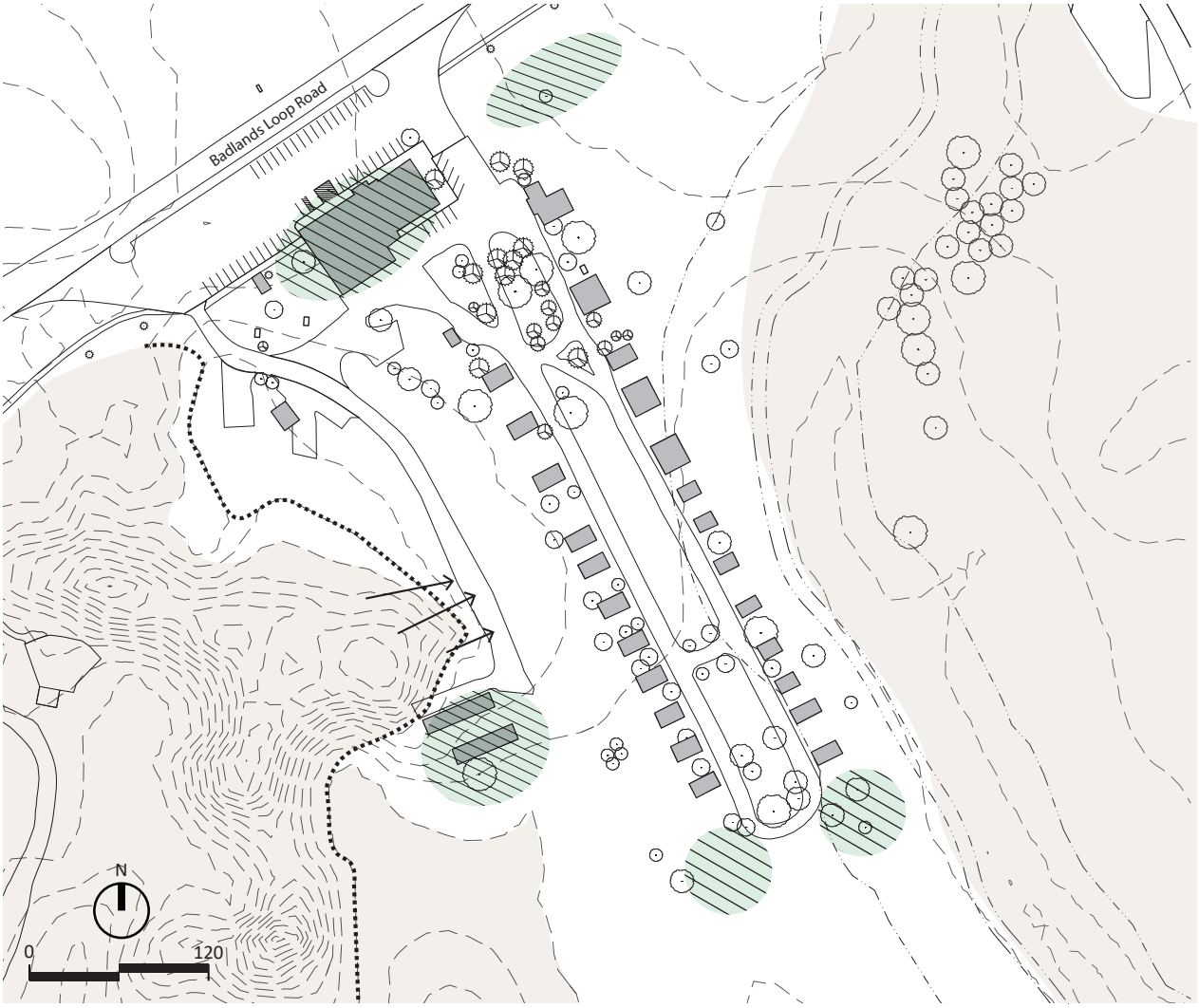
- Ensure proportions of openings and architectural elements are generally consistent throughout the complex.
- Design new buildings to project the appearance of one-floor structures, that follow established roof heights within the complex.
- Ensure fenestration in the guest areas of the complex are residential in scale and geared toward privacy while providing views.
    - Maintain established head and sill heights of historic buildings in the guest area.
    - Ensure window sashes are operable double hung or awning sash.
- Ensure windows in visitor areas in the Lodge and public buildings are large picture windows to capture views. Use similar head and sill heights to historic building openings.
- Ensure windows in service areas of these buildings have sill and head heights consistent with the rest of the complex.
- Allow roof slopes consistent with slopes of historic buildings and structures. These range from 4:12 to 6:12. Overhangs should range from 1'-0" to 2'-6", and be proportionate to the building's size and height.



Design new buildings to share an architectural language across the complex including scale, massing, roof forms, fenestration, and consistency of color and materials.

c5. Allow new buildings or structures to be added to the complex as integrated components that harmonize and respect the site arrangement and building character.

- Respect the architectural mass and scale of existing buildings and follow the existing hierarchy.
    - Design new buildings within the established variations of scale and hierarchy based upon use and consistent with the established scale and hierarchy of the complex.
    - Set larger public buildings closest to Badlands Loop Road, and smaller guest and support buildings set away from the road.
- Design new buildings to express their role within the complex.
    - Design visitor facilities as individualistic buildings that are compatible with the complex. Public building entries should be obvious and welcoming, oriented to Badlands Loop Road and parking.
    - New cabins should be small, individual buildings of a similar scale to historic cabins in which single, duplex, and cottage cabins were present. Large block or dormitory-style buildings are not appropriate.
- Design new buildings and structures to be secondary to, and not obstruct, the natural features and views of the Badlands. This includes siting, orientation, color, materials, textures, roofline/pitch, and access points.
    - Place windows strategically and orient buildings to views, taking advantage of views to the formations while providing privacy.
    - Include measures to effectively screen service areas including refuse areas and utility boxes.



Allow new buildings or structures to be added to the complex as integrated components that harmonize and respect the site arrangement and building character.

- When designing new features and buildings, respect the historic building materials and colors – stucco, wood, neutral colors with highlights of brighter colors – by using these materials or other new materials that provide the same characteristics in texture, appearance, and feeling.
    - Use locally sourced materials that are renewable, environmentally sensitive, and reflect the regional vocabulary.
- Use a consistent palette of colors within the complex, compatible with the historic intent of blending buildings with the natural landscape.
    - Use subdued colors, such as earth tones, to blend with the Badlands geology and vegetation.
    - Allow bright or more vivid secondary colors as accents to highlight architectural features or to convey information (e.g. part of a sign).
    - Ensure roof colors complement the building color and blend with the natural landscape.

d. Small Scale Features

Small landscape elements provide function and a human-scale to Cedar Pass Lodge complex. Many are recent additions, such as lighting, furniture, and signs. Small scale extant features from the Mission 66 period are vertical board fencing at Lodge Cottage and Maintenance Building, and light fixtures / poles at the Lodge.

d1. Preserve contributing small scale features.

- Maintain board fences and light fixtures / poles. Modify using similar materials and finishes when needed.

d2. Allow new small scale features to provide contemporary functions, designed to be compatible with complex's human-scale.

- Design new site features to be simple and timeless, of a similar scale to historic features. Do not replicate historic features.
- Ensure new features are compatible with historic buildings and structures, and are of colors that blend with the natural landscape.
- Ensure materials and colors reflect the historic without mimicking these. Colors should be subdued with an even tone.
- Allow new site furnishings, i.e., benches, picnic tables, and trash receptacles, in locations that serve visitors. Ensure these do not visually intrude or distract from the complex's character.

d3. Consider a district-wide system of site furnishings for benches, trash receptacles, light fixtures / poles, drinking fountains, sign systems, and other small-scale features.

- Ensure signage is consistent with the park-wide system.
- Ensure signs are compatible with building design in relative scale, colors, and materials.

e. Vegetation

The complex's vegetation consists of the manicured cabin court and public areas, surrounded by the native grasslands of the Badlands. The manicured, park-like space is planted with native and non-native species including a low native grass lawn, ornamental shade trees, and native "cedar" trees. "Cedar" is the local term for the native juniper tree, *Juniperus scopulorum*, after which Cedar Pass is named.

Ornamental plantings were limited in the early design of the complex. Shade trees and cedars were planted in the open spaces between buildings and at building entries. Planted in groupings, these trees provide a human scale and shade to the cabin court and enhance privacy between cabins. A few ornamental shrubs are adjacent to Lodge Cottage and Cedar Pass Lodge.

The native, dry-land scrub surrounding the complex is Western Wheatgrass Alliance Grassland on flatter slopes and Badlands sparse vegetative complex on formations. The floodplain to the east of the complex is a wash. To its east is a screen planting of historic Siberian Elm trees.

e1. Preserve contributing vegetation and established vegetation patterns.

- Preserve the pattern of manicured areas for public and guest use, contrasted by native grasslands in surrounding open spaces.
- Preserve the extant cedar trees, many of which were planted in the 1950s, in open spaces and at building entries. Replace trees once they have reached the end of their natural lives with the same species, *Juniperus scopulorum*.
- Maintain a low native grass lawn within the center green, cabin court, and around buildings and structures. Use similar species when repairing and maintaining the grass lawns, i.e., a buffalograss and blue grama grass mixture.

e2. Allow removal of non-contributing shrubs, trees, and invasive exotic species.

- Allow removal of invasive exotic plant species such as Russian Olive and Siberian elm trees.
- Replace these with a compatible but non-invasive deciduous tree, preferably a native species, of similar form and character.

e3. Follow historic patterns and intent when planting new plant species.

- Plant new trees to provide shade for building entries and gathering areas, and to frame or to screen views as was done historically.
- Reestablish groupings of trees at the cabin court that existed historically. Allow new trees for shade in patterns compatible to original plantings.
- Maintain the cabin court, adjacent landscape spaces, and traffic islands with short native grasses.
- Include new low growing native shrubs, i.e., native chokecherry, wild plum and buffaloberry, in visitor areas contrasted by the native grasslands of the surrounding landscape.

e4. Incorporate native species into new plantings, ensuring new plant species are consistent with the historic character of the complex and to assist in meeting sustainability goals.

- Consider planting native tree, shrub, and grass species that currently and were historically grown within the complex. Avoid invasive plant species.
- Recommended tree species include cedar (*Juniperus scopulorum*), cottonwood (*Populus deltoides*), and hackberry (*Celtis occidentalis*).



5 | Appendices

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Design Guidelines

Cedar Pass Development Area &
Cedar Pass Lodge Complex
Badlands National Park

November 2018