



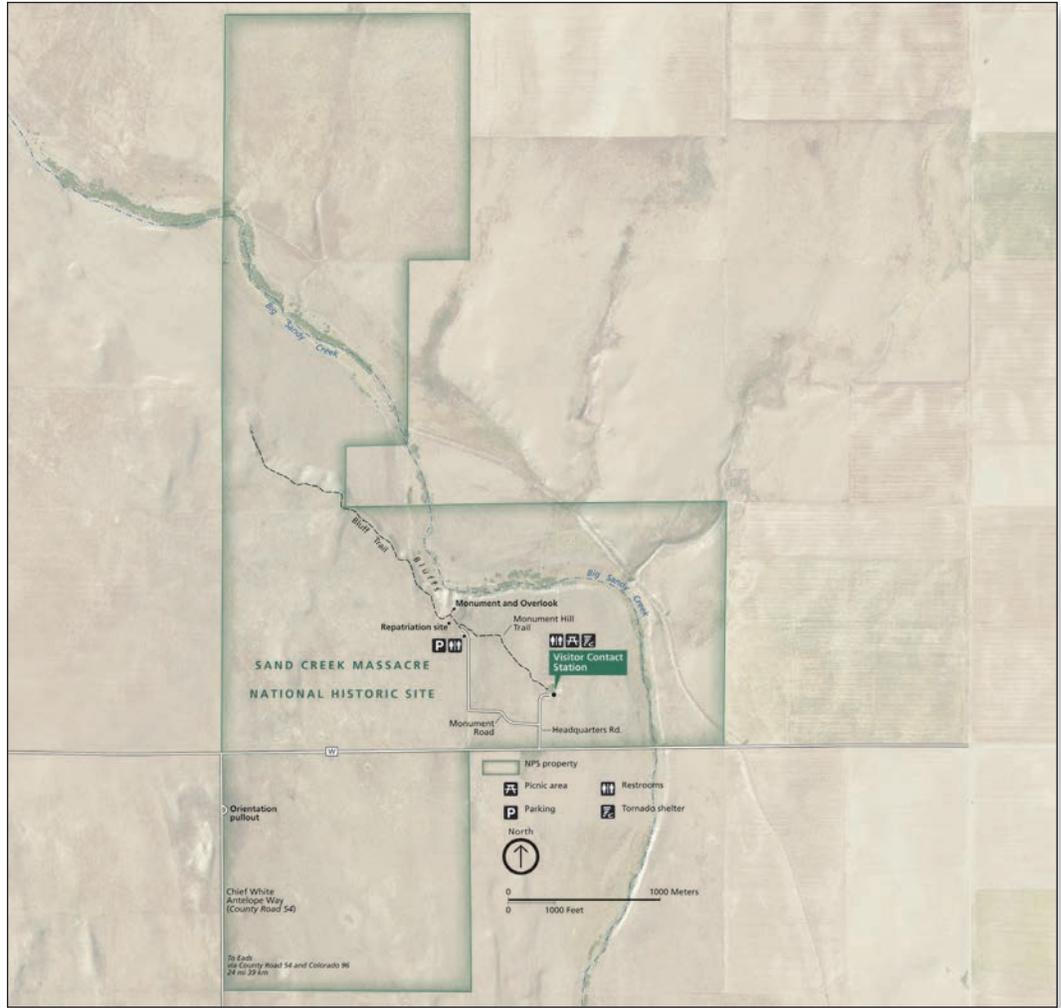
# Foundation Document

## Sand Creek Massacre National Historic Site

Colorado

December 2017





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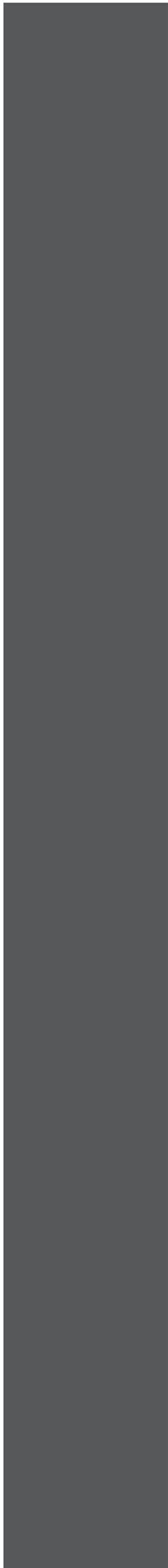
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## Mission of the National Park Service

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

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

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

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

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



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

## Introduction

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

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

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



## Part 1: Core Components

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

### Brief Description of the Park

Sand Creek Massacre National Historic Site commemorates the November 29, 1864, attack on a village of about 700 Southern Cheyenne and Arapaho people along Sand Creek (Big Sandy Creek and Sand Creek refer to the same drainage and are synonymous terms) in southeastern Colorado Territory, about 170 miles southeast of Denver. At dawn, approximately 675 soldiers of the 1st and 3rd Regiments, Colorado Volunteer (U.S.) Cavalry, killed more than 230 Cheyenne and Arapaho over the course of seven hours.

Colonel John M. Chivington, a Methodist minister, led an unprovoked surprise attack on a peaceful camp using small arms and howitzer fire to kill as many Cheyenne and Arapaho as possible. While many managed to escape the initial onslaught, others, particularly noncombatant women, children, and the elderly, fled into and up the bottom of the dry creek channel. The soldiers followed, shooting them as they struggled through the sandy ground. At a point several hundred yards above the village, the fleeing people frantically dug pits and trenches along either side of the streambed in a desperate attempt to escape the soldiers' bullets. Some tried to fight back with whatever weapons they had managed to retrieve from camp. At several places along Sand Creek, the soldiers shot from opposite banks in a cross-fire. Finally, the howitzers were brought forward to drive the Indians from their makeshift defenses.





Among the dead were 13 Cheyenne peace chiefs and one Arapaho chief, whose deaths severely disrupted the tribes' traditional forms of governance for generations. During that afternoon and the following day, soldiers committed atrocities on the dead, including taking human body parts as trophies. They departed the massacre site on December 1, taking 600 captured horses with them.

For more than 150 years, the Sand Creek Massacre has maintained its significance as one of the most emotionally charged and controversial events in U.S. history; a tragedy reflective of its time and place. The background of the Sand Creek Massacre lay in a whirlwind of events and issues triggered by the ongoing Civil War in the East and West, overreactions to the 1862–1863 Dakota uprising in Minnesota, the constant undercurrent of threatened Confederate incursions, the political and financial ambitions of Territorial Governor John Evans, and the substantial involvement of the Methodist Church in politics and the military in Colorado Territory. Perhaps most importantly, the causes of the Sand Creek Massacre lay in the irresistible momentum of Manifest Destiny—the U.S. belief in its right to establish dominance over the lands between the Mississippi River and the Pacific coast.

The National Park Service prepared a special resource study to evaluate the inclusion of the site as a national park unit in 2000. Congress designated Sand Creek Massacre as a national historic site in 2000, and the site was dedicated and formally opened to the public on April 27, 2007. The national historic site consists of 3,025 acres, of which about 1,560 acres are owned by the National Park Service and 1,465 acres are held in trust by the United States for the Cheyenne and Arapaho Tribes and managed by the National Park Service (see appendix E for a list of tribes traditionally associated with the historic site).

The site is on the grassland plains of southeast Colorado and remains largely undeveloped, but offers a visitor picnic area and visitor contact station with bookstore. Visitors can access the national historic site via a county road off Colorado State Highway 96. The Monument Hill area includes an overlook above Big Sandy Creek, a shade structure, and the Repatriation Area. A primitive trail continues along the bluff beyond the Monument Hill overlook, overlooking the creek bed and following the course of the massacre as tribal members fled along the creek with soldiers in pursuit. A number of interim interpretive wayside exhibits provide visitors with information about the massacre. Visitor information is also provided by a ranger-led interpretive program, a park brochure, site bulletins, and other printed material.

## Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Sand Creek Massacre National Historic Site was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The national historic site was authorized by Congress on November 7, 2000, pending sufficient land acquisition (see appendix A for the authorizing legislation and legislative acts). The purpose statement lays the foundation for understanding what is most important about the park.

*The purpose of SAND CREEK MASSACRE NATIONAL HISTORIC SITE is to protect and preserve the landscape of the massacre site and interpret the associated cultural values to enhance public understanding of the massacre and assist in minimizing the chances of similar incidents in the future.*



## Park Significance

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

The following significance statements have been identified for Sand Creek Massacre National Historic Site. (Please note that the sequence of the statements does not reflect the level of significance.)

1. The site of the Sand Creek Massacre has sacred significance to the Cheyenne and Arapaho Tribes, particularly those tribal members who are descended from victims and survivors of the massacre.
2. The site is a reminder of the tragic extremes of the 500 years of conflict between American Indians and European Americans over land that now comprises the United States.
3. The intense distrust resulting from the Sand Creek Massacre influenced virtually all subsequent conflicts between American Indians and the U.S. Army.
4. The Sand Creek Massacre is an essential symbol of the struggles of American Indian tribes to maintain their ancestral ways of life.
5. The massacre profoundly disrupted the social, political, and economic structures of the Cheyenne and Arapaho Tribes.
6. By eliminating most Cheyenne advocates for peace, the massacre hardened resistance to white expansion and escalated warfare between the U.S. Army and the Cheyenne, Arapaho, and Sioux Tribes.
7. The circumstances of the massacre elicited widespread national outrage, even against the backdrop of the Civil War, which forced substantial changes in U.S. Indian policy.



## Fundamental Resources and Values

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

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

The following fundamental resources and values have been identified for Sand Creek Massacre National Historic Site:

- **The Massacre Site.** The massacre site includes the Big Sandy Creek, three escape avenues, sand pits, the village site, bluffs, the troops' baggage drop site, routes of the troops' approach, lines of the companies' deployment, and the sites of skirmishes.
- **Cultural and Natural Landscape.** The intact short-grass prairie ecosystem closely resembles the appearance of the 1864 landscape, including the open views and vistas, ridgelines, riparian areas, and other topographical features. In addition, the remote location of the historic site allows for a similar night sky, natural sounds, and feeling of solitude that would have existed at the time of the massacre, providing for both cultural and natural continuity from 1864 to the present.
- **Museum and Archival Collections.** Historical objects, archival collections, library materials, and tribal records focused on the Sand Creek Massacre of 1864, including original manuscripts and family histories, are included in the museum and archival collections.
- **Place of Healing.** The national historic site creates an environment conducive to opportunities for healing for tribal members and descendants of those who were in the village and those killed in the attack.





- **Sense of Place, Memorialization, and Commemoration.** The contemplative atmosphere of Sand Creek Massacre National Historic Site fosters an awareness of the intangible spiritual qualities of the landscape and the lingering imprint the massacre left on the landscape, and contributes to a visceral and emotional response to the massacre. The site provides a physical location for commemorating those who were killed during the massacre, including locations that have been blessed or where tribal ceremonies occur and have occurred and through events such as the annual Sand Creek Massacre Spiritual Healing Run/Walk.
- **Repatriation Site.** This site includes interments of the remains of massacre victims that have been repatriated to the Cheyenne and Arapaho Tribes from museums and private individuals and interment sites for those that may be repatriated in the future.
- **Tribal Cultural Observances and Ethnographic Resources.** The national historic site creates a setting in which tribal members may connect with each other, their ancestors, their histories, and their current identities as descendants of the Sand Creek Massacre. Part of this connection includes the physical landscapes, topography, plants, animals, and in situ archeological resources that hold cultural value for the Arapaho and Cheyenne Tribes. The site is also a place where the general public and tribes can continue to learn about and understand the ongoing relevancy of the Sand Creek Massacre in the present day through the intangible and tangible ethnographic resources of the site.

## Other Important Resources and Values

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

The following other important resources and values have been identified for Sand Creek Massacre National Historic Site:

- **Sand Creek Massacre and the Legacy of Conquest.** The Sand Creek Massacre National Historic Site is an important symbol of the struggles of American Indian tribes. The site was established in part to provide for public understanding and appreciation of this tragic event, and facilitate continued research and study to help prevent similar incidents from occurring in the future. An off-site research and interpretive facility will allow for opportunities to study and learn from the past, without impacting the sacred landscape of the massacre site.

## Interpretive Themes

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

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

The following interpretive themes have been identified for Sand Creek Massacre National Historic Site. (Note that the order of the themes does not reflect the level of significance.)

1. To the Cheyenne and Arapaho people, particularly those who are descended from victims and survivors, the site of the Sand Creek Massacre has profound sacred and spiritual significance.
2. The inhuman brutality against the Cheyenne and Arapaho elicited territorial outrage, which spread nationally and destroyed the trust many Native people had in the U.S. government and those American ideals it was supposed to represent.
  - a. Even amidst the carnage of the Civil War, military and congressional investigations were launched resulting in official condemnation of the massacre.
3. The murderous betrayal of the Cheyenne and Arapaho at Sand Creek profoundly disrupted the traditional, spiritual, social, political, economic, and geographic structures of the tribes, with far-reaching impacts that are still painful today.
  - a. The loss of 13 chiefs of the Cheyenne Council of 44, killed at Sand Creek, greatly impacted the political structure and institutional knowledge of the tribe.
4. The Sand Creek Massacre teaches a universal lesson that rejection of conscience based on fear, hysteria, and stereotyping can lead to a catastrophic dehumanization of people of different cultures, beliefs, and ethnicities.
  - a. Through education and understanding of the value of diversity, all Americans can assist in minimizing the chances of similar incidents in the future.
5. The Sand Creek Massacre represents the attempted extermination of American Indian tribes as they struggle to maintain their lands, cultures, values, and identities in the face of centuries of expansionist repression and subjugation.
6. The Sand Creek Massacre reveals good and evil qualities, such as courage, anger, depravity, grief, indifference, perseverance, fear, hate, greed, forgiveness, and the quest for healing through its heroes, victims, perpetrators, survivors, and descendants.
7. The Cheyenne and Arapaho people at Sand Creek, representing a long developed, mature, complex, and successful civilization trying to follow the rules of tribal and U.S. law at a designated place of safety, were savagely attacked in an uncivilized manner by the U.S. Army.

8. The Sand Creek Massacre led to an escalation in conflict between Plains Indians and the dominant American society, which carried forward for decades punctuated by episodes of intense military activity.
9. The intense competition for resources from large waves of European American immigrants settling the plains in a short span of time is one of the underlying causes of the Sand Creek Massacre.
  - a. The discovery of gold and the coming of the railroads led to an onslaught of migration to the region.
  - b. The competition between immigrants and Native peoples led to attempts to eradicate both the Native tribes and the resources on which they depended within the path of this migration.
10. Many of today's descendants owe their lives to the courage of the women at Sand Creek.
  - a. When Chivington ordered his troops to attack the Cheyenne and Arapaho encampment, he knowingly attacked a peace camp that was inhabited by the elderly, children, and women of various ages.
  - b. Women were not just passive victims of the attack; many girls and/or young women escaped, finding refuge wherever they could.
  - c. Some women helped other family members escape, and a few even chose to fight.
11. Due to the decision of officers such as Captain Silas Soule and Lieutenant Joseph Cramer to disregard their orders, many Cheyenne and Arapaho descendants, as well as Sand Creek Massacre National Historic Site, exist today.
12. The history of laws and treaties both before and after the massacre show a pattern by the U.S. government of both broken obligations and some later attempts to acknowledge culpability up to and including the passage of the legislation creating the Sand Creek Massacre National Historic Site.
  - a. The drive by the U.S. government to construct a transcontinental railroad in the 1800s led to extinguishment of treaties and displacement of Native peoples throughout the Great Plains and beyond.
  - b. In 1865, the U.S. government officially accepted culpability for the massacre and further agreed to indemnify massacre survivors through Article 6 of the Treaty of the Little Arkansas.
  - c. The tragedy of the Sand Creek Massacre shocked a nation, leading Congress to enact legislation creating the Sand Creek Massacre National Historic Site in 2000.



## Part 2: Dynamic Components

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

### Special Mandates and Administrative Commitments

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

#### Special Mandates

In the act authorizing Sand Creek Massacre National Historic Site (Public Law 106-465), Congress included several special mandates regarding management of the site. It directed the Secretary of the Interior to

- grant to any descendant or other member of the Cheyenne and Arapaho Tribes reasonable access to federally acquired land within the site for the purpose of carrying out traditional, cultural, or historical observances (section 9).
- consult with and solicit advice and recommendations from the tribes and the State of Colorado in preparing educational programs for the public about the site (section 5(c)).
- consider any reasonable needs of a descendant in park planning and operations, especially with and respect to commemorative activities in designated areas within the site (section 8(b)).
- close to the general public specific portions of the site when a descendant or other member of a tribe is carrying out a traditional, cultural or historical observance; the closure shall be made in a manner that affects the smallest practicable area for the minimum period necessary (section 9(b)).
- dedicate a portion of the federally acquired land within the site to the establishment and operation of a site for certain items (e.g., Native American human remains, associated funerary objects, unassociated funerary objects, sacred objects, objects of cultural patrimony) that are repatriated under the Native American Graves Protection and Repatriation Act or any other provision of law may be interred, reinterred, preserved, or otherwise protected (section 9(c)).



The Sand Creek Massacre National Historic Trust Act of 2005 (PL 109-45) included the following special mandate:

- Dedicate approximately 1,465 acres to the site as lands to be held in trust for the Cheyenne and Arapaho Tribes of Oklahoma. These lands are to be administered only for historical, traditional, cultural, and other uses in accordance with the park’s enabling legislation. Facilities on the trust property may only be built after consulting with, soliciting advice from, and obtaining the agreement of the tribes (sections 4(b) and 6(a)).

### **Administrative Commitments**

For more information about the existing administrative commitments for Sand Creek Massacre National Historic Site, please see appendix C.

## **Assessment of Planning and Data Needs**

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

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

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

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

### **Analysis of Fundamental Resources and Values**

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



Fundamental Resource or Value	The Massacre Site
<p><b>Related Significance Statements</b></p>	<ul style="list-style-type: none"> <li>• The site of the Sand Creek Massacre has sacred significance to the Cheyenne and Arapaho Tribes, particularly those tribal members who are descended from victims and survivors of the massacre.</li> <li>• The site is a reminder of the tragic extremes of the 500 years of conflict between American Indians and European Americans over land that now comprises the United States.</li> <li>• The intense distrust resulting from the Sand Creek Massacre influenced virtually all subsequent conflicts between American Indians and the U.S. Army.</li> <li>• The Sand Creek Massacre is an essential symbol of the struggles of American Indian tribes to maintain their ancestral ways of life.</li> <li>• The massacre profoundly disrupted the social, political, and economic structures of the Cheyenne and Arapaho Tribes.</li> <li>• By eliminating most Cheyenne advocates for peace, the massacre hardened resistance to white expansion and escalated warfare between the U.S. Army and the Cheyenne, Arapaho, and Sioux Tribes.</li> <li>• The circumstances of the massacre elicited widespread national outrage, even against the backdrop of the Civil War, which forced substantial changes in U.S. Indian policy.</li> </ul>

Fundamental Resource or Value	The Massacre Site
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Some of the places within the massacre site are inside the authorized boundary, some are within the current jurisdictional boundary, and some of the escape routes go beyond the authorized boundary.</li> <li>• The best projected location of the U.S. troops’ baggage drop site has been added to the park by the 2016 boundary revision.</li> <li>• Natural resource condition assessments have identified the massacre site area as stable and satisfactory.</li> <li>• The majority of the massacre site within the jurisdictional boundary, including the creek, riparian zone, and special resource areas, is not open to the general public.</li> <li>• The physical evidence within the massacre site has not been completely located.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• More of the site is being acquired as opportunities present themselves.</li> <li>• Ongoing research continues to identify more components of the massacre site.</li> <li>• Natural resource condition assessments have identified that resource conditions in the massacre site continue to improve within the jurisdictional boundary.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Potential development on private property within the massacre site has the potential to impact buried cultural resources and infringe upon open views and vistas resembling the 1864 landscape.</li> <li>• Visual intrusions, such as energy development.</li> <li>• Noise intrusions, such as overflights or local commercial traffic.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Acquire additional private properties within the authorized boundary and massacre site as willing sellers become available.</li> <li>• Continue to support archeological research of the massacre site.</li> <li>• Support oral history research and documentation.</li> <li>• Continue consultation and partnership with Cheyenne and Arapaho Tribes and descendants.</li> <li>• Continue to partner with other public and nonprofit institutions to encourage visitation to the site and convey accurate information about the massacre at Sand Creek.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Conduct archeological survey of the baggage drop site located in Section 36 of the authorized park boundary.</li> <li>• Cultural landscape inventory.</li> <li>• Conduct additional archeological surveys.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Exhibit plan for visitor and research center.</li> <li>• Signage/wayside exhibit plan.</li> <li>• Vegetation management plan (in progress).</li> <li>• Resource stewardship strategy (update).</li> <li>• Cultural landscape report, including determination of eligibility for the National Register of Historic Places.</li> <li>• Develop a Superintendent’s Compendium.</li> </ul>

Fundamental Resource or Value	The Massacre Site
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Sand Creek Massacre National Historic Site Establishment Act of 2000 (Public Law 106-465)</li> <li>• Sand Creek Massacre National Historic Site Study Act (Public Law 105-243)</li> <li>• Sand Creek Massacre National Historic Site Trust Act of 2005 (Public Law 109-45)</li> <li>• Antiquities Act of 1906</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• American Indian Religious Freedom Act of 1978</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Paleontological Resources Preservation Act of 2009</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• Executive Order 13007, “Indian Sacred Sites”</li> <li>• Executive Order 13175, “Consultation and Coordination with Indian Tribal Governments”</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (§1.4) “Park Management”</li> <li>• NPS <i>Management Policies 2006</i> (§1.6) “Cooperative Conservation Beyond Park Boundaries”</li> <li>• NPS <i>Management Policies 2006</i> (§4.9) “Soundscape Management”</li> <li>• NPS <i>Management Policies 2006</i> (§4.10) “Lightscape Management”</li> <li>• NPS <i>Management Policies 2006</i> (chapter 5) “Cultural Resource Management”</li> <li>• NPS <i>Management Policies 2006</i> (§8.2.2) “Recreational Activities”</li> <li>• NPS <i>Management Policies 2006</i> (§8.2.3) “Use of Motorized Equipment”</li> <li>• NPS <i>Management Policies 2006</i> (§8.4) “Overflights and Aviation Uses”</li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 28A: <i>Archeology</i></li> <li>• Director’s Order 47: <i>Soundscape Preservation and Noise Management</i></li> <li>• Director’s Order 71A: <i>Relationship with American Indian Tribes</i></li> <li>• Director’s Order 77-1: <i>Wetland Protection and NPS Procedural Manual #77-1: Wetland Protection</i></li> <li>• <i>The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• “Department of the Interior Policy on Consultation with Indian Tribes”</li> </ul>



Fundamental Resource or Value	Cultural and Natural Landscape
<p><b>Related Significance Statements</b></p>	<ul style="list-style-type: none"> <li>• The site of the Sand Creek Massacre has sacred significance to the Cheyenne and Arapaho Tribes, particularly those tribal members who are descended from victims and survivors of the massacre.</li> <li>• The site is a reminder of the tragic extremes of the 500 years of conflict between American Indians and European Americans over land that now comprises the United States.</li> </ul>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Natural resource condition assessments have identified the massacre site area as stable and satisfactory. The park has a healthy prairie ecosystem with good native biodiversity. The 2013 “Natural Resource Condition Assessment” found the overall conditions for exotic plants in the park to be good with a stable trend.</li> <li>• The short-grass prairie of the park and the open views and vistas closely resemble the appearance of the landscape in 1864.</li> <li>• The sylvatic plague decimated the black-tailed prairie dogs in and adjacent to the park. The population was reduced to zero. From an ecological standpoint, the condition of the black-tailed prairie dog population is of concern. This species loss directly impacts numerous other species that are directly dependent on the prairie dog. Monitoring continues for possible recovery.</li> <li>• The current condition of the cultural landscape is believed to be good. Auditory, visual, and developmental intrusions are minimized to avoid impairment. The cultural landscape is managed in keeping with the park’s enabling legislation. The general management plan preferred alternative is designed to avoid future impairment.</li> <li>• Archeological site condition assessments are completed as scheduled through the Archeological Site Management Information System (ASMIS). Archeological surveys are completed with the participation of tribal monitors prior to large projects.</li> </ul>

<b>Fundamental Resource or Value</b>	<b>Cultural and Natural Landscape</b>
<b>Current Conditions and Trends</b>	<p><b>Trends</b></p> <ul style="list-style-type: none"> <li>Natural resources management actions, based on various management plans, have resulted in a significant decrease in nonnative plants (i.e., Russian thistle, koschia, sand burr, puncture vine) within the jurisdictional boundary.</li> <li>Annual mean temperatures have slowly been increasing.</li> <li>Plains cottonwood is essentially the only woody species present. Three age classes of plains cottonwood dating as far back as the 1860s are present, but no new recruitment for the cottonwoods has occurred since around 1960. Those dating to the 1860s are reaching the end of their life cycle.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Climate change and air pollution are affecting biological communities of the short-grass prairie, and along with increasing development in the Front Range, may cause a decline in water resource availability.</li> <li>Tumbleweeds (Russian thistle) blowing in from outside the park boundary can spread nonnative seeds within the park. Occasionally, the accumulation of these invasive species can be a potential fire hazard, reaching 30–40 feet high and hundreds of yards deep. This nonnative species reduces the oxygen content in pond water, hinders the movement of wildlife, creates a significant fire hazard, and damages boundary fences.</li> <li>Visual intrusions, such as energy development (both conventional and renewable).</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Educate neighbors adjacent to the park and local and state government representatives about Sand Creek Massacre National Historic Site’s protection and sanctity values, as well as the importance of the site’s open landscape views, natural sounds, and night sky values.</li> <li>Develop interpretive programming about the impacts of climate change on the short-grass prairie landscape.</li> <li>Take additional measures to protect and conserve the views and vistas within the authorized park boundary should the transmission line proposal progress.</li> <li>Improve park sustainability and environmental leadership through the NPS Climate Friendly Parks certification and action plan.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>Water table study for Big Sandy Creek watershed.</li> <li>Analyze LiDAR data.</li> <li>Cultural landscape inventory.</li> <li>Grazing study.</li> <li>Visual resource inventory.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>Vegetation management plan (in progress).</li> <li>Lesser prairie chicken management plan.</li> <li>Resource stewardship strategy (update).</li> <li>Cultural landscape report, including determination of eligibility for the National Register of Historic Places.</li> <li>Planning for adaptation to climate change.</li> </ul>

<b>Fundamental Resource or Value</b>	<b>Cultural and Natural Landscape</b>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Sand Creek Massacre National Historic Site Establishment Act of 2000 (Public Law 106-465)</li> <li>• Sand Creek Massacre National Historic Site Study Act (Public Law 105-243)</li> <li>• Sand Creek Massacre National Historic Site Trust Act of 2005 (Public Law 109-45)</li> <li>• Antiquities Act of 1906</li> <li>• Historic Sites Act of 1935</li> <li>• Museum Properties Management Act of 1955, as amended</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> <li>• Executive Order 13175, “Consultation and Coordination with Indian Tribal Governments”</li> <li>• National Invasive Species Act</li> <li>• Federal Noxious Weed Act of 1974, as amended</li> <li>• Clean Water Act</li> <li>• Clean Air Act</li> <li>• Paleontological Resources Preservation Act of 2009</li> <li>• Executive Order 13112, “Invasive Species”</li> <li>• Executive Order 11988, “Floodplain Management”</li> <li>• Executive Order 11990, “Protection of Wetlands”</li> <li>• Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (§1.4) “Park Management”</li> <li>• NPS <i>Management Policies 2006</i> (§1.6) “Cooperative Conservation Beyond Park Boundaries”</li> <li>• NPS <i>Management Policies 2006</i> (chapter 4) “Natural Resource Management”</li> <li>• NPS <i>Management Policies 2006</i> (chapter 5) “Cultural Resource Management”</li> <li>• Director’s Order 18: <i>Wildland Fire Management</i></li> <li>• Director’s Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 28A: <i>Archeology</i></li> <li>• Director’s Order 77-1: <i>Wetland Protection and NPS Procedural Manual #77-1: Wetland Protection</i></li> <li>• Director’s Order 100: <i>Resource Stewardship for the 21st Century</i></li> <li>• Director’s Policy Memorandum 12-02, “Applying National Park Service Management Policies in the Context of Climate Change”</li> <li>• Director’s Policy Memorandum 14-02, “Climate Change and Stewardship of Cultural Resources”</li> <li>• NPS <i>Natural Resource Management Reference Manual 77</i></li> <li>• NPS <i>Reference Manual 18: Wildland Fire Management</i></li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• “Department of the Interior Policy on Consultation with Indian Tribes”</li> </ul>

<b>Fundamental Resource or Value</b>	<b>Museum and Archival Collections</b>
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>• The site of the Sand Creek Massacre has sacred significance to the Cheyenne and Arapaho Tribes, particularly those tribal members who are descended from victims and survivors of the massacre.</li> <li>• The site is a reminder of the tragic extremes of the 500 years of conflict between American Indians and European Americans over land that now comprises the United States.</li> <li>• The intense distrust resulting from the Sand Creek Massacre influenced virtually all subsequent conflicts between American Indians and the U.S. Army.</li> <li>• The Sand Creek Massacre is an essential symbol of the struggles of American Indian tribes to maintain their ancestral ways of life.</li> <li>• The massacre profoundly disrupted the social, political, and economic structures of the Cheyenne and Arapaho Tribes.</li> <li>• By eliminating most Cheyenne advocates for peace, the massacre hardened resistance to white expansion and escalated warfare between the U.S. Army and the Cheyenne, Arapaho, and Sioux Tribes.</li> <li>• The circumstances of the massacre elicited widespread national outrage, even against the backdrop of the Civil War, which forced substantial changes in U.S. Indian policy.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Cultural resource collections are dispersed among the designated multi-park facility at Bent's Old Fort National Historic Site, Sand Creek Massacre National Historic Site, and the NPS Western Archeological and Conservation Center. The materials are in good condition and curated according to NPS museum standards.</li> <li>• Natural history collections are curated at Bent's Old Fort National Historic Site and at the C.P. Gillette Museum (Colorado State University) and are in good condition.</li> <li>• Facilities at Sand Creek Massacre National Historic Site that have objects on exhibit do not maintain the environmental controls necessary for museum exhibits.</li> <li>• Native and nonnative visitors sometimes leave memorial offerings at the national historic site, some of which may be accessioned in the park's collection.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The object collection for Sand Creek Massacre National Historic Site is minimally increasing at the current time under the guidance of the scope of collections statement.</li> <li>• Archival collections are growing rapidly, as donations are received from descendants and researchers.</li> <li>• Collections space is reaching capacity at designated repositories.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Lack of a collections storage plan.</li> <li>• The park herbarium is stored in the administrative building at Bent's Old Fort National Historic Site which does not meet National Park Service curatorial standards.</li> <li>• Lack of space for collection storage and display.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Provide researchers, tribal members and descendants, and the general public easy access to library materials and the contents of archival collections in digital or copied format in an appropriate and organized space once the park's visitor and research center in the gateway community of Eads is completed and leased by the National Park Service.</li> <li>• Provide the tribal members and descendants opportunities to record oral histories and traditional histories for long-term preservation.</li> <li>• Potential of acquisition of additional objects and records as guided by the scope of collections statement.</li> </ul>

<b>Fundamental Resource or Value</b>	<b>Museum and Archival Collections</b>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Collection conditions survey.</li> <li>• Develop a method to track data on virtual records access.</li> <li>• Copyright survey for all acquired art and archival material.</li> <li>• Index of traditional histories, stories, and primary source documentation.</li> <li>• Acquire research materials for the visitor and research center and provide virtual (electronic) access to the materials.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Collection storage plan.</li> <li>• Acquisition and collection development plan for visitor and research center.</li> <li>• Digital data management plan.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Sand Creek Massacre National Historic Site Establishment Act of 2000 (Public Law 106-465)</li> <li>• Sand Creek Massacre National Historic Site Study Act (Public Law 105-243)</li> <li>• Sand Creek Massacre National Historic Site Trust Act of 2005 (Public Law 109-45)</li> <li>• Museum Properties Management Act of 1955, as amended</li> <li>• Antiquities Act of 1906</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Paleontological Resources Preservation Act of 2009</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> <li>• “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79)</li> <li>• Executive Order 13175, “Consultation and Coordination with Indian Tribal Governments”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (§4.2.3) “Natural Resource Collections”</li> <li>• NPS <i>Management Policies 2006</i> (§5.3.5.5) “Museum Collections”</li> <li>• NPS <i>Management Policies 2006</i> (§9.4.2) “Museum Collections Management Facilities”</li> <li>• Director’s Order 19: <i>Records and Electronic Information Management</i></li> <li>• Director’s Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 28A: <i>Archeology</i></li> <li>• NPS <i>Museum Handbook</i>, parts I, II, and III</li> <li>• “Department of the Interior Policy on Consultation with Indian Tribes”</li> </ul>

Fundamental Resource or Value	Place of Healing
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>• The site of the Sand Creek Massacre has sacred significance to the Cheyenne and Arapaho Tribes, particularly those tribal members who are descended from victims and survivors of the massacre.</li> <li>• The site is a reminder of the tragic extremes of the 500 years of conflict between American Indians and European Americans over land that now comprises the United States.</li> <li>• The intense distrust resulting from the Sand Creek Massacre influenced virtually all subsequent conflicts between American Indians and the U.S. Army.</li> <li>• The Sand Creek Massacre is an essential symbol of the struggles of American Indian tribes to maintain their ancestral ways of life.</li> <li>• The massacre profoundly disrupted the social, political, and economic structures of the Cheyenne and Arapaho Tribes.</li> <li>• By eliminating most Cheyenne advocates for peace, the massacre hardened resistance to white expansion and escalated warfare between the U.S. Army and the Cheyenne, Arapaho, and Sioux Tribes.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Visitors are allowed to leave memorials or offerings within the park.</li> <li>• Certain areas of the park can be closed temporarily to the general public for tribal spiritual observances per enabling legislation.</li> <li>• The repatriation site within the park was placed with tribal approval, and Native American Graves Protection and Repatriation Act (NAGPRA) items continue to be interred there.</li> <li>• The park staff continues to regularly collaborate and consult with tribes and descendants. Tribal members and descendants continue to visit.</li> <li>• Park staff actively creates and seeks to maintain the contemplative atmosphere to respect the solemnity of the events that occurred at the site.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• There has been increasing interest and research by associated institutions and entities to understand their role in the massacre and to develop their own institutional histories to document that responsibility (e.g., the United Methodist Church, Northwestern University, the University of Denver, State of Colorado).</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Visual intrusions, such as energy development (both conventional and renewable).</li> <li>• Noise intrusions, such as overflights or local commercial traffic.</li> <li>• Tribes may perceive general park visitation a hindrance during times of tribal spiritual observances.</li> <li>• Overdevelopment or commercialization of the site (e.g., merchandising choices, overdone infrastructure).</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Creation of the formal contemplative area as proposed in the general management plan.</li> <li>• Establishment of a First Amendment area within the park, near an area where visitors can congregate.</li> <li>• Continue to work with tribes to host spiritual healing events at the park.</li> <li>• Continue genealogical research connected with the massacre.</li> <li>• Continue providing repatriation opportunities.</li> <li>• Continue to hold on-site/off-site tribal consultation meetings.</li> </ul>

Fundamental Resource or Value	Place of Healing
Threats and Opportunities	<p><b>Opportunities (continued)</b></p> <ul style="list-style-type: none"> <li>• Through continued communication, develop awareness among neighbors adjacent to the park and local and state government representatives about Sand Creek Massacre National Historic Site’s protection and sanctity values, as well as the importance of the site’s open landscape views, natural sounds, and night sky values.</li> <li>• Work with partners to establish a 501(c)(3) nonprofit foundation to assist in the development of a research center.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Visual resource inventory.</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Development concept plan, covering the location and design of the contemplative area per the general management plan.</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Sand Creek Massacre National Historic Site Establishment Act of 2000 (Public Law 106-465)</li> <li>• Sand Creek Massacre National Historic Site Study Act (Public Law 105-243)</li> <li>• Sand Creek Massacre National Historic Site Trust Act of 2005 (Public Law 109-45)</li> <li>• Antiquities Act of 1906</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• American Indian Religious Freedom Act of 1978</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• Executive Order 13007, “Indian Sacred Sites”</li> <li>• Executive Order 13175, “Consultation and Coordination with Indian Tribal Governments”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (§1.4) “Park Management”</li> <li>• NPS <i>Management Policies 2006</i> (§1.6) “Cooperative Conservation Beyond Park Boundaries”</li> <li>• NPS <i>Management Policies 2006</i> (§4.9) “Soundscape Management”</li> <li>• NPS <i>Management Policies 2006</i> (§4.10) “Lightscape Management”</li> <li>• NPS <i>Management Policies 2006</i> (chapter 5) “Cultural Resource Management”</li> <li>• NPS <i>Management Policies 2006</i> (§8.2.2) “Recreational Activities”</li> <li>• NPS <i>Management Policies 2006</i> (§8.2.3) “Use of Motorized Equipment”</li> <li>• NPS <i>Management Policies 2006</i> (§8.4) “Overflights and Aviation Uses”</li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 28A: <i>Archeology</i></li> <li>• Director’s Order 47: <i>Soundscape Preservation and Noise Management</i></li> <li>• Director’s Order 71A: <i>Relationship with American Indian Tribes</i></li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• “Department of the Interior Policy on Consultation with Indian Tribes”</li> </ul>

<b>Fundamental Resource or Value</b>	<b>Sense of Place, Memorialization, and Commemoration</b>
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>• The site of the Sand Creek Massacre has sacred significance to the Cheyenne and Arapaho Tribes, particularly those tribal members who are descended from victims and survivors of the massacre.</li> <li>• The site is a reminder of the tragic extremes of the 500 years of conflict between American Indians and European Americans over land that now comprises the United States.</li> <li>• The intense distrust resulting from the Sand Creek Massacre influenced virtually all subsequent conflicts between American Indians and the U.S. Army.</li> <li>• The Sand Creek Massacre is an essential symbol of the struggles of American Indian tribes to maintain their ancestral ways of life.</li> <li>• The massacre profoundly disrupted the social, political, and economic structures of the Cheyenne and Arapaho Tribes.</li> <li>• By eliminating most Cheyenne advocates for peace, the massacre hardened resistance to white expansion and escalated warfare between the U.S. Army and the Cheyenne, Arapaho, and Sioux Tribes.</li> <li>• The circumstances of the massacre elicited widespread national outrage, even against the backdrop of the Civil War, which forced substantial changes in U.S. Indian policy.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The quiet, contemplative atmosphere and the open vistas allow visitors to connect to the sense of place, which includes intangible spiritual qualities.</li> <li>• The views and vistas are currently in good condition.</li> <li>• Descendants of this massacre and others connect to this place and the events that occurred here.</li> <li>• Park interpretive walks and talks help visitors connect to the place, the events, and the views and vistas.</li> <li>• The 1950 memorial marker on top of Monument Hill is in good condition.</li> <li>• The general public leaves offerings on Monument Hill to commemorate those lost in the massacre. A policy exists for management of offerings.</li> <li>• The Southern Cheyenne and Arapaho Tribes would like to place another monument within the park.</li> <li>• The park staff supports an annual tribal Sand Creek Massacre Spiritual Healing Run/Walk every November from the park to Denver to commemorate those who were lost, retracing the route of the “trophy” that were taken from the massacre site back to Denver, and raising awareness about the massacre.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• There has been an increase in general public interest and participation in the annual Sand Creek Massacre Spiritual Healing Run/Walk event since 2000. The run continues to help Sand Creek Massacre National Historic Site achieve relevancy with multiple generations of American Indians and nonnatives who want to feel connected to this place and understand the profound impact of this atrocity in American history and Cheyenne and Arapaho cultures, and to connect with the sacred qualities of the massacre site.</li> <li>• The landscape has been relatively stable since the removal of livestock after the park’s establishment.</li> <li>• Extension of the visitor trail along the bluff line has allowed visitors more opportunities to connect with the timeline and story of the massacre.</li> <li>• More media accounts of the massacre have been produced since 2007.</li> </ul>

<b>Fundamental Resource or Value</b>	<b>Sense of Place, Memorialization, and Commemoration</b>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Visual intrusions such as energy development (both conventional and renewable).</li> <li>• Noise intrusions, such as overflights or local commercial traffic.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Continue youth events and programs, such as the Sand Creek Massacre Spiritual Healing Run/Walk, working with tribal fire crews, and initiating new programs when possible (e.g., tribal interns).</li> <li>• Continue meeting with officials and staff from the oil and gas industry in order to introduce them to Sand Creek Massacre National Historic Site protection issues and sanctity cultural values.</li> <li>• Continue to provide educational materials and to collaborate with the Cheyenne and Arapaho Tribes, History Colorado, and other partners on the development of memorials, interpretive exhibits, educational programs, publications, and online materials about the development of Sand Creek Massacre memorials. These include: the memorial at the state capitol, exhibits at History Colorado, programs, and educational materials for other off-site locations with complementary and/or related memorials, exhibits, and stories that have the potential to ensure consistency and accuracy of the Sand Creek Massacre story throughout the state and to help increase public awareness and visitation to the park.</li> <li>• Collaborate with the U.S. Holocaust Memorial Museum in Washington, DC, and other sites within the International Coalition of Sites of Conscience to explore interpretation, education, memorialization, commemoration, and other joint projects.</li> <li>• Work with other organizations, such as History Colorado, to develop off-site experiences (e.g., exhibits, brochures, online and audio programs) that can prepare visitors for what to expect at Sand Creek Massacre National Historic Site once they arrive.</li> <li>• Develop a formal contemplative area for all visitors as proposed in the general management plan.</li> <li>• Work with stakeholders to help ensure that any future drilling and/or resource extraction surrounding the national historic site would be done in concert with management goals and objectives, and to minimize impacts on park resources and visitor experience within the authorized park boundary.</li> <li>• Through continued communication, develop awareness among neighbors adjacent to the park and local and state government representatives about Sand Creek Massacre National Historic Site’s protection and sanctity values, as well as the importance of the site’s open landscape views, natural sounds, and night sky values.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Visitor use survey.</li> <li>• Complete administrative history (in progress) and conduct additional staff oral histories.</li> <li>• Visual resource inventory.</li> <li>• Analyze LiDAR data.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Signage/wayside exhibit plan.</li> <li>• Exhibit plan for visitor and research center.</li> <li>• Development concept plan for the park’s contemplative area.</li> </ul>

Fundamental Resource or Value	Sense of Place, Memorialization, and Commemoration
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Sand Creek Massacre National Historic Site Establishment Act of 2000 (Public Law 106-465)</li> <li>• Sand Creek Massacre National Historic Site Study Act (Public Law 105-243)</li> <li>• Sand Creek Massacre National Historic Site Trust Act of 2005 (Public Law 109-45)</li> <li>• Antiquities Act of 1906</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (§1.4) "Park Management"</li> <li>• NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries"</li> <li>• NPS Management Policies 2006 (§4.9) "Soundscape Management"</li> <li>• NPS Management Policies 2006 (§4.10) "Lightscape Management"</li> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• NPS Management Policies 2006 (§8.2.2) "Recreational Activities"</li> <li>• NPS Management Policies 2006 (§8.2.3) "Use of Motorized Equipment"</li> <li>• NPS Management Policies 2006 (§8.4) "Overflights and Aviation Uses"</li> <li>• NPS Management Policies 2006 (§9.6) "Commemorative Works and Plaques"</li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 47: <i>Soundscape Preservation and Noise Management</i></li> <li>• Director's Order 71A: <i>Relationship with American Indian Tribes</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• "Department of the Interior Policy on Consultation with Indian Tribes"</li> </ul>



<b>Fundamental Resource or Value</b>	<b>Repatriation Site</b>
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>• The site of the Sand Creek Massacre has sacred significance to the Cheyenne and Arapaho Tribes, particularly those tribal members who are descended from victims and survivors of the massacre.</li> <li>• The site is a reminder of the tragic extremes of the 500 years of conflict between American Indians and European Americans over land that now comprises the United States.</li> <li>• The intense distrust resulting from the Sand Creek Massacre influenced virtually all subsequent conflicts between American Indians and the U.S. Army.</li> <li>• The Sand Creek Massacre is an essential symbol of the struggles of American Indian tribes to maintain their ancestral ways of life.</li> <li>• The massacre profoundly disrupted the social, political, and economic structures of the Cheyenne and Arapaho Tribes.</li> <li>• The circumstances of the massacre elicited widespread national outrage, even against the backdrop of the Civil War, which forced substantial changes in U.S. Indian policy.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The repatriation site has been placed with tribal approval and is large enough to accommodate additional interments.</li> <li>• The site is preserved and maintained in natural condition.</li> <li>• The park staff continues to support tribal ceremonies in conjunction with repatriation.</li> <li>• Park staff follows repatriation protocols for each repatriation ceremony.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The park continues to assist tribal representatives with NAGPRA items related to the repatriation site.</li> <li>• Interment of human remains and items defined by the park’s legislation will continue as long as the Cheyenne and Arapaho Tribes seek or receive repatriations from museums and private collectors and wish to have them interred at Sand Creek Massacre National Historic Site.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Visual intrusions, such as energy development (conventional and renewable).</li> <li>• Noise intrusions, such as overflights or local commercial traffic.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Continue to provide opportunities for healing, particularly for tribal members who are descended from victims and survivors of the massacre.</li> <li>• Add additional features to the park’s GIS databank for the repatriation site so descendants of the massacre may access some data about relatives who have been repatriated, including photos. Maintain the GIS database about the interments so that information is never lost but is also not publicly accessible.</li> <li>• Educate the general public on the repatriation process.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Update, systematize, and implement use of the interment site database for future park managers.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• None identified.</li> </ul>

Fundamental Resource or Value	Repatriation Site
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Sand Creek Massacre National Historic Site Establishment Act of 2000 (Public Law 106-465)</li> <li>• Sand Creek Massacre National Historic Site Study Act (Public Law 105-243)</li> <li>• Sand Creek Massacre National Historic Site Trust Act of 2005 (Public Law 109-45)</li> <li>• Antiquities Act of 1906</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• American Indian Religious Freedom Act of 1978</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 71A: <i>Relationship with American Indian Tribes</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• "Department of the Interior Policy on Consultation with Indian Tribes"</li> </ul>



<b>Fundamental Resource or Value</b>	<b>Tribal Cultural Observances and Ethnographic Resources</b>
<b>Related Significance Statements</b>	<ul style="list-style-type: none"> <li>• The site of the Sand Creek Massacre has sacred significance to the Cheyenne and Arapaho tribes, particularly those tribal members who are descended from victims and survivors of the massacre.</li> <li>• The site is a reminder of the tragic extremes of the 500 years of conflict between American Indians and European Americans over land that now comprises the United States.</li> <li>• The intense distrust resulting from the Sand Creek Massacre influenced virtually all subsequent conflicts between American Indians and the U.S. Army.</li> <li>• The Sand Creek Massacre is an essential symbol of the struggles of American Indian tribes to maintain their ancestral ways of life.</li> <li>• The massacre profoundly disrupted the social, political, and economic structures of the Cheyenne and Arapaho Tribes.</li> <li>• By eliminating most Cheyenne advocates for peace, the massacre hardened resistance to white expansion and escalated warfare between the U.S. Army and the Cheyenne, Arapaho, and Sioux Tribes.</li> </ul>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Tribal members consider the entire massacre site sacred.</li> <li>• Less than 10% of the site is accessible by the public; resources are respected and protected.</li> <li>• Active ceremonial presence provides an additional level of traditional management and protection for these ethnographic resources, albeit one that is difficult to quantify.</li> <li>• These cultural values include presentations or conversations about or including the tribal stories of Sand Creek.</li> <li>• Cooperative agreements are in place to ensure ongoing tribal consultation on-site management.</li> <li>• Management of ethnographic landscape includes substantive tribal involvement.</li> <li>• Park staff maintains oral histories and genealogical records.</li> <li>• Tribal histories inform park interpretive and education programs.</li> <li>• Park staff and researchers do not have immediate access to digital records of tribal histories.</li> <li>• Ongoing tribal involvement in interpretive and educational programs at the park.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Archeological surveys continue to collect data on the massacre.</li> <li>• Bluff lines are stable.</li> <li>• Overall, risk of erosion on the bluff line and overlook is low.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Potential for vandalism and removal of cultural objects.</li> <li>• Loss of tribal descendants and tribal memory.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Focus on inclusion of tribal youth and other young people.</li> <li>• Continue collecting oral histories from descendants.</li> <li>• The research center will facilitate collection of oral histories and stories, including interviews conducted by tribal members.</li> </ul>

Fundamental Resource or Value	Tribal Cultural Observances and Ethnographic Resources
Threats and Opportunities	<p><b>Opportunities (continued)</b></p> <ul style="list-style-type: none"> <li>• Build relationships with other related memorial sites and institutions involved in gathering stories and information in order to develop and enhance interpretive programs that inform the public about the impact of conflicts related to the conquest of the American West.</li> <li>• Cooperate in implementation of recommendations from the Governor’s Sand Creek Massacre Commemoration Commission.</li> </ul>
Data and/or GIS Needs	<ul style="list-style-type: none"> <li>• Tribal vetting and revision of the draft ethnographic overview of Sand Creek Massacre National Historic Site.</li> <li>• Tribal review and input on updated ethnobotanical study of Sand Creek Massacre National Historic Site.</li> <li>• Conduct archeological survey (metal detection survey) of the baggage drop site and the new pull-out in section 36.</li> <li>• Index of traditional histories, stories, and primary source documentation.</li> <li>• Primary source data and oral histories related to the massacre.</li> <li>• Complete administrative history (in progress) and conduct additional staff oral histories.</li> <li>• Vegetation management plan (In progress).</li> </ul>
Planning Needs	<ul style="list-style-type: none"> <li>• Acquisition and collection development plan for visitor and research center.</li> <li>• Resource stewardship strategy (update).</li> </ul>
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Sand Creek Massacre National Historic Site Establishment Act of 2000 (Public Law 106-465)</li> <li>• Sand Creek Massacre National Historic Site Study Act (Public Law 105-243)</li> <li>• Sand Creek Massacre National Historic Site Trust Act of 2005 (Public Law 109-45)</li> <li>• Antiquities Act of 1906</li> <li>• Historic Sites Act of 1935</li> <li>• Museum Properties Management Act of 1955, as amended</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• American Indian Religious Freedom Act of 1978</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• “Protection of Historic Properties” (36 CFR 800)</li> <li>• “Curation of Federally-Owned and Administered Archaeological Collections” (36 CFR 79)</li> <li>• Executive Order 11593, “Protection and Enhancement of the Cultural Environment”</li> <li>• Executive Order 13007, “Indian Sacred Sites”</li> <li>• Executive Order 13175, “Consultation and Coordination with Indian Tribal Governments”</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS <i>Management Policies 2006</i> (chapter 5) “Cultural Resource Management”</li> <li>• Director’s Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director’s Order 28: <i>Cultural Resource Management</i></li> <li>• Director’s Order 28A: <i>Archeology</i></li> <li>• Director’s Order 71A: <i>Relationship with American Indian Tribes</i></li> <li>• <i>The Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• “Department of the Interior Policy on Consultation with Indian Tribes”</li> </ul>

## Analysis of Other Important Resources and Values

Other Important Resource or Value	Sand Creek Massacre and the Legacy of Conquest
<p><b>Related Significance Statements</b></p>	<ul style="list-style-type: none"> <li>• The site of the Sand Creek Massacre has sacred significance to the Cheyenne and Arapaho Tribes, particularly those tribal members who are descended from victims and survivors of the massacre.</li> <li>• The site is a reminder of the tragic extremes of the 500 years of conflict between American Indians and European Americans over land that now comprises the United States.</li> <li>• The intense distrust resulting from the Sand Creek Massacre influenced virtually all subsequent conflicts between American Indians and the U.S. Army.</li> <li>• The Sand Creek Massacre is an essential symbol of the struggles of American Indian Tribes to maintain their ancestral ways of life.</li> <li>• The massacre profoundly disrupted the social, political, and economic structures of the Cheyenne and Arapaho Tribes.</li> <li>• By eliminating most Cheyenne advocates for peace, the massacre hardened resistance to white expansion and escalated warfare between the U.S. Army and the Cheyenne, Arapaho, and Sioux Tribes.</li> <li>• The circumstances of the massacre elicited widespread national outrage, even against the backdrop of the Civil War, which forced substantial changes in U.S. Indian policy.</li> </ul>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The park staff has been working with Kiowa County since 2007 on the rehabilitation of a historic building in the park’s gateway community of Eads to serve as an off-site visitor and research center for the park. The building belongs to Kiowa County, which is in the process of completing rehabilitation of the exterior. The National Park Service is responsible for completing tenant finishes so a portion of the building can be leased and occupied by the National Park Service. The National Park Service is in the process of completing design and construction drawings for its tenant finishes and is attempting to identify fund sources for construction. Once completed, the Sand Creek Massacre research center will fulfill fundamental aspects of the park’s mission.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• None identified.</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Loss of tribal descendants and tribal memory.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Develop a shuttle between the visitor research center in Eads and the Sand Creek Massacre National Historic Site to facilitate visitor understanding of the massacre site and the larger historical context of Western conquest.</li> <li>• Develop a volunteer program for transcription of records, recruitment of docents, etc., with seniors from the community who will be using the new senior citizens center adjacent to the NPS visitor/research center.</li> <li>• Develop an interpretive film.</li> <li>• Support oral history research and documentation.</li> <li>• Provide scholars, descendants, researchers, and the general public access to library materials and archives (digitally and in the form of reproductions).</li> <li>• Continue consultation and partnership with Cheyenne and Arapaho Tribes and descendants.</li> <li>• Continue to partner with other public and nonprofit institutions to encourage visitation to the site and convey accurate information about the massacre at Sand Creek.</li> <li>• Focus on inclusion of tribal youth and other young people.</li> <li>• Collaborate with the U.S. Holocaust Memorial Museum in Washington, DC, and other sites within the International Coalition of Sites of Conscience to explore interpretation, education, memorialization, commemoration, and other joint projects.</li> </ul>

Other Important Resource or Value	Sand Creek Massacre and the Legacy of Conquest
<b>Threats and Opportunities</b>	<b>Opportunities (continued)</b> <ul style="list-style-type: none"> <li>• Develop a formal contemplative area for all visitors as proposed in the general management plan.</li> <li>• Build relationships with other related memorial sites and institutions involved in gathering stories and information in order to develop and enhance interpretive programs that inform the public about the impact of conflicts related to the conquest of the American West.</li> <li>• Work with partners to establish a 501(c)(3) nonprofit foundation as a fundraising arm of the park.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Collection conditions survey.</li> <li>• Acquire research materials for the visitor and research center and provide virtual (electronic) access to the materials.</li> <li>• Complete administrative history (in progress) and conduct additional staff oral histories.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Collection storage plan.</li> <li>• Exhibit plan for visitor and research center.</li> <li>• Acquisition and collection development plan for visitor and research center.</li> <li>• Shuttle system plan.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</b>	<b>Laws, Executive Orders, and Regulations That Apply to the OIRV</b> <ul style="list-style-type: none"> <li>• Sand Creek Massacre National Historic Site Establishment Act of 2000 (Public Law 106-465)</li> <li>• Sand Creek Massacre National Historic Site Study Act (Public Law 105-243)</li> <li>• Sand Creek Massacre National Historic Site Trust Act of 2005 (Public Law 109-45)</li> <li>• National Historic Site Support Facility Improvements Act (section 3053 of Public Law 113-291)</li> <li>• Antiquities Act of 1906</li> <li>• Museum Properties Management Act of 1955, as amended</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Native American Graves Protection and Repatriation Act of 1990</li> <li>• Archeological Resources Protection Act of 1979</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> <li>• "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79)</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Executive Order 13175, "Consultation and Coordination with Indian Tribal Governments"</li> </ul> <b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006 (chapter 5) "Cultural Resource Management"</li> <li>• Director's Order 19: <i>Records and Electronic Information Management</i></li> <li>• Director's Order 24: <i>NPS Museum Collections Management</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Director's Order 28A: <i>Archeology</i></li> <li>• Director's Order 71A: <i>Relationship with American Indian Tribes</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> <li>• "Department of the Interior Policy on Consultation with Indian Tribes"</li> </ul>

## Identification of Key Issues and Associated Planning and Data Needs

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

The following are key issues for Sand Creek Massacre National Historic Site and the associated planning and data needs to address them:

- **Oil and Gas Leasing.** Sand Creek Massacre National Historic Site lies on an oil and gas play (positive investment) known as the Las Animas Arch. The long history of oil and gas activity includes sporadic discoveries and development of traditional sandstone and limestone reservoirs. Several wells have been drilled, produced, and eventually capped in what is now Sand Creek Massacre National Historic Site. The Atoka and Cherokee shales in Kiowa County and neighboring counties are geologically less attractive, but have sparked leasing interest—improving economics and technologies could make the shale plays here viable. Subsurface mineral rights on portions of the national historic site are currently held by individual landowners. Private mineral ownership and a possibility that undeveloped oil and gas resources occur beneath the national historic site create the potential for additional drilling inside the national historic site.

Drilling outside the park unit has occurred in the recent past and may continue in the future. Potential impacts on cultural and natural resources from drilling and production activities adjacent to the national historic site would probably consist of visual, sound, light, and air pollution impacts on the cultural and natural landscape and visitor experience.

- **Potential Landscape Intrusions.** The enabling legislation for Sand Creek Massacre National Historic Site directs the National Park Service to preserve as closely as practicable the 1864 cultural landscape. In 2013, the park staff proposed to remove the last human-made intrusion to the viewshed within the park's control by burying three miles of powerlines, thus removing a visual intrusion while still maintaining the power grid. The lack of structures and utilities in the area contributes to historic authenticity with the extensive viewsheds to the north, east, and south. Scenic and historic viewsheds are considered an important contributing factor to a positive visitor experience. Potential wind infrastructure, transmission lines, and any development adjacent to the park on the landscape could impact the valuable resources of the cultural and natural landscape and detract from the sense of place afforded through memorialization, commemoration, and the place of healing. Strong relationships and regular communication with neighbors and government representatives will allow the park be made aware of any potential threats to the preservation of the landscape surrounding the historic site. A visual resource inventory will inform this key issue.
- **Loss of Institutional Knowledge.** With the ongoing retirement of long-term park employees and the passing away of knowledgeable tribal members and other subject matter experts, an irreplaceable body of knowledge about the Sand Creek Massacre, the massacre site itself, and the history and creation of the national historic site is being lost. The knowledge that is lost with each and every departing individual could easily leave huge gaps in the background information necessary for new managers and administrators to make informed decisions, especially for such a sensitive site built upon long-term tribal relationships. The visitor experience also could be threatened with the loss of this knowledge. Completing the administrative history, conducting additional staff oral histories, and a records management plan are needed.



- Maintaining Partner Relationships and Meeting Visitor Expectations.** Since opening to the public in 2007, park staff remains challenged with being able to improve facilities to NPS standards. Current visitor facilities consist of basic improvements to the former ranch headquarters from which the park unit was carved between 2001 and 2007. For nearly a decade, park staff has worked extremely hard to create a safe and educational visitor experience. According to comments in visitor satisfaction surveys, the park does not meet the NPS standards visitors expect to see when they visit a unit of the national park system. Proposed facility improvements are listed in detail in the general management plan and include the installation of an Americans with Disabilities Act-accessible trail, restrooms, a small visitor contact station, improved circulation and parking (for example, so that visitors do not need to walk through a maintenance yard to access the 800-square-foot modular building that serves as the park offices, visitor contact station, and bookstore). To maintain their commitment to the historic site's tribes, partners, and the general public these improvements must be implemented to ensure a high-quality experience and to live up to the commitment the National Park Service made to the Cheyenne and Arapaho Tribes to honor and provide respectful stewardship of the site of the Sand Creek Massacre. In addition, the park staff has been working with Kiowa County since 2007 in the rehabilitation of an off-site visitor services facility in the park's gateway community of Eads, pursuant to the park's authorizing legislation and NPS directive to prevent impairment to the site's extremely sensitive landscape. When completed, the facility will house the park's visitor and research center, which will extend the interpretive context of the Sand Creek Massacre beyond the massacre site itself, to include the complex causes and consequences of the massacre as well as further understanding of the Cheyenne and Arapaho people, historically and today. Both the visitor center and the research center are vital components of fulfilling congressional mandates and the mission of the national historic site, among other things. A visitor use strategy related to the visitor and research center is needed.

## Planning and Data Needs

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

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

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
Museum and Archival Collections; Tribal Cultural Observances and Ethnographic Resources; Sand Creek Massacre and the Legacy of Conquest	Acquisition and collection development plan for visitor and research center	H	This plan would clarify the mission of the research center and also identify the format and access capability of park-related repositories and collections, as well as clarifying procedures and protocols for the recording and curation of oral histories. (Note: Acquisition of research materials for the research center and providing virtual access to the materials would follow the development of this plan.)
Museum and Archival Collections; Sand Creek Massacre and the Legacy of Conquest	Collection storage plan	H	Make long-term recommendations for storage of Sand Creek museum and archival collections.
Massacre Site	Develop a Superintendent's Compendium	H	A compilation of designations, closures, permit requirements, and other restrictions made by the superintendent, in addition to what is contained in Title 36 of the Code of Federal Regulations and other applicable federal statutes and regulations.
Sense of Place, Memorialization, and Commemoration; Sand Creek Massacre and the Legacy of Conquest	Exhibit plan for visitor and research center	H	This plan would address exhibit design size, content, graphics, sounds, and accessibility and visitor flow within the space of the visitor and research center.
Massacre Site; Sense of Place, Memorialization, and Commemoration	Signage/wayside exhibit plan	H	Determine locations of interpretive signs and waysides in the national historic site within the jurisdictional boundary.
Key Issue: Maintaining Partner Relationships and Meeting Visitor Expectations	Visitor use strategy related to visitor and research center	M	Proactively plan for traffic flow, potential parking, safe street crossings to related organizations or services, and possible relationship to future shuttle system planning.
Museum and Archival Collections	Digital data management plan	M	This plan is required for the acquisition and management of digital records and images for the park's archives and the research center.

<b>Planning Needs – Where A Decision-Making Process Is Needed</b>			
<b>Related to an FRV, OIRV, or Key Issue?</b>	<b>Planning Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes</b>
Key Issue: Loss of Institutional Knowledge	Records management plan	M	This plan will ensure accurate park administrative records, providing a framework for accurate filing of records according to the retention schedule and orderly movement of appropriate records to museum archives or other dispositions. Collection of oral histories from exiting employees will contribute to periodic updates of park oral history.
Place of Healing; Sense of Place, Memorialization, and Commemoration	Development concept plan for the park's contemplative area	L	To define the location and design of the contemplative area proposed in the general management plan.
Sand Creek Massacre and the Legacy of Conquest	Shuttle system plan	L	Assess potential options for a shuttle system between the visitor/research center in Eads and the national historic site.
Massacre Site; Cultural and Natural Landscape; Tribal Cultural Observances and Ethnographic Resources	Vegetation management plan (in progress)	L	Incorporate climate change considerations and recommend mitigation of invasive species based on results of latest vegetation inventory.
Massacre Site; Cultural and Natural Landscape; Tribal Cultural Observances and Ethnographic Resources	Resource stewardship strategy (update)	L	The national historic site's resource stewardship strategy needs updating.
Massacre Site; Cultural and Natural Landscape	Cultural landscape report	L	The report would include a determination of eligibility for the National Register of Historic Places.
Cultural and Natural Landscape	Lesser prairie chicken management plan	L	This plan would enable park staff to manage habitat for the lesser prairie chicken, a federally listed species.
Cultural and Natural Landscape	Planning for adaptation to climate change	L	Integrate climate change considerations in all park planning needs.

<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV, OIRV, or Key Issue?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes, Including Which Planning Need This Data Need Relates To</b>
Museum and Archival Collections; Sand Creek Massacre and the Legacy of Conquest	Collection conditions survey	H	Assess condition of museum collection objects and identify conservation treatment priorities to help inform the collection storage plan and the exhibit plan for the visitor and research center.
Museum and Archival Collections; Tribal Cultural Observances and Ethnographic Resources	Index of traditional histories, stories, and primary source documentation	H	Create user guided index to facilitate cataloging of traditional histories, stories, primary source data, and research. Add interviews with Jeff Campbell and Craig Moore, subject matter experts on primary source materials. Ask Craig Moore to identify methodology for how to create the genealogical trees to aid in creation of the index.
Cultural and Natural Landscape; Sense of Place, Memorialization, and Commemoration	Analyze LiDAR data	H	Comprehensive review of the park's existing LiDAR data to determine if there is are historical land formations or human impacts remaining from the 1864 time period and to show human-made impacts/changes to the natural resources over the last 100 years.
Sense of Place, Memorialization, and Commemoration; Tribal Cultural Observances and Ethnographic Resources; Sand Creek Massacre and the Legacy of Conquest; Key Issue: Loss of Institutional Knowledge	Complete administrative history (in progress) and conduct additional staff oral histories	H	The administrative history will document the park's legislative history, tribal consultation efforts, community outreach efforts, general management planning, and ongoing site development and management. This effort will continue the collection of oral histories of staff members and other NPS professionals. File management for succession planning would be part of completing the administrative history.
Repatriation Site	Update, systematize, and implement use of the interment site database for future park managers	H	The park maintains an interment site and would like to be able to track any documentation and activity associated with individual interments from the past and ongoing.
Museum and Archival Collections	Copyright survey for all acquired art and archival material	M	Copyrights need to be established for all material given to or acquired by the park and can include rights for sharing with the public or not.

<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV, OIRV, or Key Issue?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes, Including Which Planning Need This Data Need Relates To</b>
Sense of Place, Memorialization, and Commemoration	Visitor use survey	M	Gather and evaluate data on visitor characteristics and baseline conditions related to visitor use levels and patterns to inform ongoing park management and future decision making.
Massacre Site; Tribal Cultural Observances and Ethnographic Resources	Conduct archeological survey (metal detection survey) of the baggage drop site and the new pull-out in section 36	M	Assessment of resources needed for baggage drop site and for creation of the wayside and new pull-out.
Massacre Site	Conduct additional archeological surveys	M	Additional archeological surveys can verify the extent of the massacre site and the escape routes of survivors.
Museum and Archival Collections; Sand Creek Massacre and the Legacy of Conquest	Acquire research materials for the visitor and research center and provide virtual (electronic) access to the materials	M	This data need is related to the mandate to minimize the possibility of such tragedies happening again. This provides materials for researchers to use to study the global context of massacres. This is also needed to implement the acquisition and collection plan as stated in the planning needs table. (Note: An acquisition and collections development plan would need to be completed before this data need can be met.)
Cultural and Natural Landscape; Place of Healing; Sense of Place, Memorialization, and Commemoration; Key Issue: Intrusion on the Landscape	Visual resource inventory	M	The park's viewshed is a critical resource, and visual resource inventory would provide the park with a systematic and defensible inventory of scenic values that can be used for integrating visual resources in to overall park management. The inventory would provide a baseline for monitoring changes over time and would provide information to strategize on how to conserve important views. Finally, it could be used in discussions with developers and stakeholders about how future development within the shared viewed landscape can occur while retaining the valued characteristics of important views.

<b>Data Needs – Where Information Is Needed Before Decisions Can Be Made</b>			
<b>Related to an FRV, OIRV, or Key Issue?</b>	<b>Data and GIS Needs</b>	<b>Priority (H, M, L)</b>	<b>Notes, Including Which Planning Need This Data Need Relates To</b>
Tribal Cultural Observances and Ethnographic Resources	Tribal vetting and revision of the draft ethnographic overview of Sand Creek Massacre National Historic Site	L	The University of Montana accomplished its Cooperative Ecosystem Studies Units agreement with the National Park Service in 2012 by delivering a draft ethnographic overview. The overview still needs to be revised, edited, and vetted with the tribes.
Tribal Cultural Observances and Ethnographic Resources	Tribal review and input on updated ethnobotanical study of Sand Creek Massacre National Historic Site	L	Use needs to be determined in consultation.
Massacre Site; Cultural and Natural Landscape	Cultural landscape inventory	L	
Cultural and Natural Landscape	Grazing study	L	Determine if grazing would be a feasible vegetation management tool in the park. Grazing may be considered in the future as a vegetation management tool. The grazing study would help determine feasibility, establishing parameters, and monitoring protocols.
Museum and Archival Collections	Develop a method to track data on virtual records access	L	Data is required for annual accountability reporting and would help prioritize development of access protocols to the records.
Tribal Cultural Observances and Ethnographic Resources	Primary source data and oral histories related to the massacre	L	The information compiled in this effort would contribute to future interpretive programs and to archival collections. Access to these collections will be available through the research center.
Cultural and Natural Landscape	Water table study for Big Sandy Creek watershed	L	

## Part 3: Contributors

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# Appendixes

## Appendix A: Enabling Legislation and Legislative Acts for Sand Creek Massacre National Historic Site

On October 6, 1998, Public Law 105-243 was passed by Congress, authorizing the Secretary of the Interior, acting through the Director of the National Park Service, to undertake a site study in consultation with the tribes and the State of Colorado.

### Public Law 105-243 105th Congress

#### An Act

To authorize the Secretary of the Interior to study the suitability and feasibility of designating the Sand Creek Massacre National Historic Site in the State of Colorado as a unit of the National Park System, and for other purposes.

Oct. 6, 1998  
[S. 1695]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

Sand Creek  
Massacre  
National Historic  
Site Study Act of  
1998.

#### SECTION 1. SHORT TITLE.

This Act may be cited as the "Sand Creek Massacre National Historic Site Study Act of 1998".

#### SEC. 2. FINDINGS.

(a) FINDINGS.—Congress finds that—

(1) on November 29, 1864, Colonel John M. Chivington led a group of 700 armed soldiers to a peaceful Cheyenne village of more than 100 lodges on the Big Sandy, also known as Sand Creek, located within the Territory of Colorado, and in a running fight that ranged several miles upstream along the Big Sandy, slaughtered several hundred Indians in Chief Black Kettle's village, the majority of whom were women and children;

John M.  
Chivington.  
Black Kettle.

(2) the incident was quickly recognized as a national disgrace and investigated and condemned by 2 congressional committees and a military commission;

(3) although the United States admitted guilt and reparations were provided for in article VI of the Treaty of Little Arkansas of October 14, 1865 (14 Stat. 703) between the United States and the Cheyenne and Arapaho Tribes of Indians, those treaty obligations remain unfulfilled;

Cheyenne Tribe.  
Arapaho Tribe.

(4) land at or near the site of the Sand Creek Massacre may be available for purchase from a willing seller; and

(5) the site is of great significance to the Cheyenne and Arapaho Indian descendants of those who lost their lives at the incident at Sand Creek and to their tribes, and those descendants and tribes deserve the right of open access to visit the site and rights of cultural and historical observance at the site.

#### SEC. 3. DEFINITIONS.

In this Act:

(1) SECRETARY.—The term "Secretary" means the Secretary of the Interior acting through the Director of the National Park Service.

(2) SITE.—The term "site" means the Sand Creek Massacre site described in section 2.

112 STAT. 1580

PUBLIC LAW 105-243—OCT. 6, 1998

- (3) TRIBES.—The term “Tribes” means—  
    (A) the Cheyenne and Arapaho Tribe of Oklahoma;  
    (B) the Northern Cheyenne Tribe; and  
    (C) the Northern Arapaho Tribe.

**SEC. 4. STUDY.**

Deadline

(a) IN GENERAL.—Not later than 18 months after the date on which funds are made available for the purpose, the Secretary, in consultation with the Tribes and the State of Colorado, shall submit to the Committee on Energy and Natural Resources of the Senate and the Committee on Resources of the House of Representatives a resource study of the site.

(b) CONTENTS.—The study under subsection (a) shall—

(1) identify the location and extent of the massacre area and the suitability and feasibility of designating the site as a unit of the National Park System; and

(2) include cost estimates for any necessary acquisition, development, operation and maintenance, and identification of alternatives for the management, administration, and protection of the area.

**SEC. 5. AUTHORIZATION OF APPROPRIATIONS.**

There are authorized to be appropriated such sums as are necessary to carry out this Act.

Approved October 6, 1998.

Public Law 106-465  
106th Congress

An Act

To authorize the Secretary of the Interior to establish the Sand Creek Massacre National Historic Site in the State of Colorado.

Nov. 7, 2000  
[S. 2950]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

**SECTION 1. SHORT TITLE.**

This Act may be cited as the "Sand Creek Massacre National Historic Site Establishment Act of 2000".

Sand Creek  
Massacre  
National Historic  
Site  
Establishment  
Act of 2000.  
16 USC 461 note.

**SEC. 2. FINDINGS AND PURPOSES.**

(a) **FINDINGS.**—Congress finds that—

(1) on November 29, 1864, a peaceful village of Cheyenne and Arapaho Indians under the leadership of Chief Black Kettle, along Sand Creek in southeastern Colorado territory was attacked by approximately 700 volunteer soldiers commanded by Colonel John M. Chivington;

(2) more than 150 Cheyenne and Arapaho were killed in the attack, most of whom were women, children, or elderly;

(3) during the massacre and the following day, the soldiers committed atrocities on the dead before withdrawing from the field;

(4) the site of the Sand Creek Massacre is of great significance to descendants of the victims of the massacre and their respective tribes, for the commemoration of ancestors at the site;

(5) the site is a reminder of the tragic extremes sometimes reached in the 500 years of conflict between Native Americans and people of European and other origins concerning the land that now comprises the United States;

(6) Congress, in enacting the Sand Creek Massacre National Historic Site Study Act of 1998 (Public Law 105-243; 112 Stat. 1579), directed the National Park Service to complete a resources study of the site;

(7) the study completed under that Act—

(A) identified the location and extent of the area in which the massacre took place; and

(B) confirmed the national significance, suitability, and feasibility of, and evaluated management options for, that area, including designation of the site as a unit of the National Park System; and

(8) the study included an evaluation of environmental impacts and preliminary cost estimates for facility development, administration, and necessary land acquisition.

(b) **PURPOSES.**—The purposes of this Act are—

114 STAT. 2020

PUBLIC LAW 106-465—NOV. 7, 2000

(1) to recognize the importance of the Sand Creek Massacre as—

(A) a nationally significant element of frontier military and Native American history; and

(B) a symbol of the struggles of Native American tribes to maintain their way of life on ancestral land;

(2) to authorize, on acquisition of sufficient land, the establishment of the site of the Sand Creek Massacre as a national historic site; and

(3) to provide opportunities for the tribes and the State to be involved in the formulation of general management plans and educational programs for the national historic site.

### SEC. 3. DEFINITIONS.

In this Act:

(1) **DESCENDANT.**—The term “descendant” means a member of a tribe, an ancestor of whom was injured or killed in, or otherwise affected by, the Sand Creek Massacre.

(2) **MANAGEMENT PLAN.**—The term “management plan” means the management plan required to be developed for the site under section 7(a).

(3) **SECRETARY.**—The term “Secretary” means the Secretary of the Interior, acting through the Director of the National Park Service.

(4) **SITE.**—The term “site” means the Sand Creek Massacre National Historic Site established under section 4(a).

(5) **STATE.**—The term “State” means the State of Colorado.

(6) **TRIBE.**—The term “tribe” means—

(A) the Cheyenne and Arapaho Tribes of Oklahoma;

(B) the Northern Cheyenne Tribe; or

(C) the Northern Arapaho Tribe.

### SEC. 4. ESTABLISHMENT.

(a) **IN GENERAL.**—

(1) **DETERMINATION.**—On a determination by the Secretary that land described in subsection (b)(1) containing a sufficient quantity of resources to provide for the preservation, memorialization, commemoration, and interpretation of the Sand Creek Massacre has been acquired by the National Park Service, the Secretary shall establish the Sand Creek Massacre National Historic Site, Colorado.

(2) **PUBLICATION.**—The Secretary shall publish in the Federal Register a notice of the determination of the Secretary under paragraph (1).

(b) **BOUNDARY.**—

(1) **MAP AND ACREAGE.**—The site shall consist of approximately 12,480 acres in Kiowa County, Colorado, the site of the Sand Creek Massacre, as generally depicted on the map entitled, “Sand Creek Massacre Historic Site”, numbered, SAND 80,013 IR, and dated July 1, 2000.

(2) **LEGAL DESCRIPTION.**—The Secretary shall prepare a legal description of the land and interests in land described in paragraph (1).

(3) **PUBLIC AVAILABILITY.**—The map prepared under paragraph (1) and the legal description prepared under paragraph (2) shall be on file and available for public inspection in the appropriate offices of the National Park Service.

Federal Register,  
publication.

(4) **BOUNDARY REVISION.**—The Secretary may, as necessary, make minor revisions to the boundary of the site in accordance with section 7(c) of the Land and Water Conservation Act of 1965 (16 U.S.C. 4601-9(c)).

**SEC. 5. ADMINISTRATION.**

(a) **IN GENERAL.**—The Secretary shall manage the site in accordance with—

- (1) this Act;
  - (2) the Act entitled “An Act to establish a National Park Service, and for other purposes”, approved August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 et seq.);
  - (3) the Act of August 21, 1935 (16 U.S.C. 461 et seq.);
- and
- (4) other laws generally applicable to management of units of the National Park System.

(b) **MANAGEMENT.**—The Secretary shall manage the site—

- (1) to protect and preserve the site, including—
  - (A) the topographic features that the Secretary determines are important to the site;
  - (B) artifacts and other physical remains of the Sand Creek Massacre; and
  - (C) the cultural landscape of the site, in a manner that preserves, as closely as practicable, the cultural landscape of the site as it appeared at the time of the Sand Creek Massacre;
- (2)(A) to interpret the natural and cultural resource values associated with the site; and
- (B) provide for public understanding and appreciation of, and preserve for future generations, those values; and
- (3) to memorialize, commemorate, and provide information to visitors to the site to—
  - (A) enhance cultural understanding about the site; and
  - (B) assist in minimizing the chances of similar incidents in the future.

(c) **CONSULTATION AND TRAINING.**—

- (1) **IN GENERAL.**—In developing the management plan and preparing educational programs for the public about the site, the Secretary shall consult with and solicit advice and recommendations from the tribes and the State.
- (2) **AGREEMENTS.**—The Secretary may enter into cooperative agreements with the tribes (including boards, committees, enterprises, and traditional leaders of the tribes) and the State to carry out this Act.

**SEC. 6. ACQUISITION OF PROPERTY.**

(a) **IN GENERAL.**—The Secretary may acquire land and interests in land within the boundaries of the site—

- (1) through purchase (including purchase with donated or appropriated funds) only from a willing seller; and
- (2) by donation, exchange, or other means, except that any land or interest in land owned by the State (including a political subdivision of the State) may be acquired only by donation.

(b) **PRIORITY FOR ACQUISITION.**—The Secretary shall give priority to the acquisition of land containing the marker in existence on the date of enactment of this Act, which states “Sand Creek

114 STAT. 2022

PUBLIC LAW 106-465—NOV. 7, 2000

Battleground, November 29 and 30, 1864", within the boundary of the site.

(c) **COST-EFFECTIVENESS.**—

(1) **IN GENERAL.**—In acquiring land for the site, the Secretary, to the maximum extent practicable, shall use cost-effective alternatives to Federal fee ownership, including—

(A) the acquisition of conservation easements; and

(B) other means of acquisition that are consistent with local zoning requirements.

(2) **SUPPORT FACILITIES.**—A support facility for the site that is not within the designated boundary of the site may be located in Kiowa County, Colorado, subject to an agreement between the Secretary and the Commissioners of Kiowa County, Colorado.

**SEC. 7. MANAGEMENT PLAN.**

Deadline.

(a) **IN GENERAL.**—Not later than 5 years after the date on which funds are made available to carry out this Act, the Secretary shall prepare a management plan for the site.

(b) **INCLUSIONS.**—The management plan shall cover, at a minimum—

(1) measures for the preservation of the resources of the site;

(2) requirements for the type and extent of development and use of the site, including, for each development—

(A) the general location;

(B) timing and implementation requirements; and

(C) anticipated costs;

(3) requirements for offsite support facilities in Kiowa County;

(4) identification of, and implementation commitments for, visitor carrying capacities for all areas of the site;

(5) opportunities for involvement by the tribes and the State in the formulation of educational programs for the site; and

(6) opportunities for involvement by the tribes, the State, and other local and national entities in the responsibilities of developing and supporting the site.

**SEC. 8. NEEDS OF DESCENDANTS.**

(a) **IN GENERAL.**—A descendant shall have reasonable rights of access to, and use of, federally acquired land within the site, in accordance with the terms and conditions of a written agreement between the Secretary and the tribe of which the descendant is a member.

(b) **COMMEMORATIVE NEEDS.**—In addition to the rights described in subsection (a), any reasonable need of a descendant shall be considered in park planning and operations, especially with respect to commemorative activities in designated areas within the site.

**SEC. 9. TRIBAL ACCESS FOR TRADITIONAL CULTURAL AND HISTORICAL OBSERVANCE.**

(a) **ACCESS.**—

(1) **IN GENERAL.**—The Secretary shall grant to any descendant or other member of a tribe reasonable access to federally acquired land within the site for the purpose of carrying out a traditional, cultural, or historical observance.

(2) **NO FEE.**—The Secretary shall not charge any fee for access granted under paragraph (1).

(b) **CONDITIONS OF ACCESS.**—In granting access under subsection (a), the Secretary shall temporarily close to the general public one or more specific portions of the site in order to protect the privacy of tribal members engaging in a traditional, cultural, or historical observance in those portions; and any such closure shall be made in a manner that affects the smallest practicable area for the minimum period necessary for the purposes described above.

(c) **SAND CREEK REPATRIATION SITE.**—

(1) **IN GENERAL.**—The Secretary shall dedicate a portion of the federally acquired land within the site to the establishment and operation of a site at which certain items referred to in paragraph (2) that are repatriated under the Native American Graves Protection and Repatriation Act (25 U.S.C. 300 et seq.) or any other provision of law may be interred, reinterred, preserved, or otherwise protected.

(2) **ACCEPTABLE ITEMS.**—The items referred to in paragraph (1) are any items associated with the Sand Creek Massacre, such as—

- (A) Native American human remains;
- (B) associated funerary objects;
- (C) unassociated funerary objects;
- (D) sacred objects; and
- (E) objects of cultural patrimony.

(d) **TRIBAL CONSULTATION.**—In exercising any authority under this section, the Secretary shall consult with, and solicit advice and recommendations from, descendants and the tribes.

**SEC. 10. AUTHORIZATION OF APPROPRIATIONS.**

There are authorized to be appropriated such sums as are necessary to carry out this Act.

Approved November 7, 2000.

Public Law 109–45  
109th Congress

An Act

To further the purposes of the Sand Creek Massacre National Historic Site Establishment Act of 2000.

Aug. 2, 2005

[H.R. 481]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

Sand Creek  
Massacre  
National Historic  
Trust Act of  
2005.  
16 USC 461 note.

**SECTION 1. SHORT TITLE.**

This Act may be cited as the “Sand Creek Massacre National Historic Site Trust Act of 2005”.

**SEC. 2. DEFINITIONS.**

In this Act:

(1) **FACILITY.**—The term “facility” means any structure, utility, road, or sign constructed on the trust property on or after the date of enactment of this Act.

(2) **IMPROVEMENT.**—The term “improvement” means—

(A) a 1,625 square foot 1-story ranch house, built in 1952, located in the SW quarter of sec. 30, T. 17 S., R. 45 W., sixth principal meridian;

(B) a 3,600 square foot metal-constructed shop building, built in 1975, located in the SW quarter of sec. 30, T. 17 S., R. 45 W., sixth principal meridian;

(C) a livestock corral and shelter; and

(D) a water system and wastewater system with all associated utility connections.

(3) **SECRETARY.**—The term “Secretary” means the Secretary of the Interior.

(4) **TRIBE.**—The term “Tribe” means the Cheyenne and Arapaho Tribes of Oklahoma, a federally recognized Indian tribe.

(5) **TRUST PROPERTY.**—The term “trust property” means the real property, including rights to all minerals, and excluding the improvements, formerly known as the “Dawson Ranch”, consisting of approximately 1,465 total acres presently under the jurisdiction of the Tribe, situated within Kiowa County, Colorado, and more particularly described as follows:

(A) The portion of sec. 24, T. 17 S., R. 46 W., sixth principal meridian, that is the Eastern half of the NW quarter, the SW quarter of the NE quarter, the NW quarter of the SE quarter, sixth principal meridian.

(B) All of sec. 25, T. 17 S., R. 46 W., sixth principal meridian.

(C) All of sec. 30, T. 17 S., R. 45 W., sixth principal meridian.

**SEC. 3. CONVEYANCE OF LAND TO BE HELD IN TRUST FOR THE CHEYENNE AND ARAPAHO TRIBES OF OKLAHOMA.**

(a) **LAND HELD IN TRUST FOR THE CHEYENNE AND ARAPAHO TRIBES OF OKLAHOMA.**—On conveyance of title to the trust property by the Tribe to the United States, without any further action by the Secretary, the trust property shall be held in trust for the benefit of the Tribe.

(b) **TRUST.**—All right, title, and interest of the United States in and to the trust property, except any facilities constructed under section 4(b), are declared to be held by the United States in trust for the Tribe.

**SEC. 4. IMPROVEMENTS AND FACILITIES.**

(a) **IMPROVEMENTS.**—The Secretary may acquire by donation the improvements in fee.

(b) **FACILITIES.**—

(1) **IN GENERAL.**—The Secretary may construct a facility on the trust property only after consulting with, soliciting advice from, and obtaining the agreement of, the Tribe, the Northern Cheyenne Tribe, and the Northern Arapaho Tribe.

(2) **OWNERSHIP.**—Facilities constructed with Federal funds or funds donated to the United States shall be owned in fee by the United States.

(c) **FEDERAL FUNDS.**—For the purposes of the construction, maintenance, or demolition of improvements or facilities, Federal funds shall be expended only on improvements or facilities that are owned in fee by the United States.

**SEC. 5. SURVEY OF BOUNDARY LINE; PUBLICATION OF DESCRIPTION.**

Deadline.

(a) **SURVEY OF BOUNDARY LINE.**—To accurately establish the boundary of the trust property, not later than 180 days after the date of enactment of this Act, the Secretary shall cause a survey to be conducted by the Office of Cadastral Survey of the Bureau of Land Management of the boundary lines described in section 2(5).

(b) **PUBLICATION OF LAND DESCRIPTION.**—

Federal Register, publication.

(1) **IN GENERAL.**—On completion of the survey under subsection (a), and acceptance of the survey by the representatives of the Tribe, the Secretary shall cause the full metes and bounds description of the lines, with a full and accurate description of the trust property, to be published in the Federal Register.

(2) **EFFECT.**—The description shall, on publication, constitute the official description of the trust property.

**SEC. 6. ADMINISTRATION OF TRUST PROPERTY.**

(a) **IN GENERAL.**—The trust property shall be administered in perpetuity by the Secretary as part of the Sand Creek Massacre National Historic Site, only for historical, traditional, cultural, and other uses in accordance with the Sand Creek Massacre National Historic Site Establishment Act of 2000 (16 U.S.C. 461 note; Public Law 106-465).

(b) **ACCESS FOR ADMINISTRATION.**—For purposes of administration, the Secretary shall have access to the trust property, improvements, and facilities as necessary for management of the Sand Creek Massacre National Historic Site in accordance with the Sand Creek Massacre National Historic Site Establishment Act of 2000 (16 U.S.C. 461 note; Public Law 106-465).

(c) **DUTY OF THE SECRETARY.**—The Secretary shall take such action as is necessary to ensure that the trust property is used only in accordance with this section.

(d) **SAVINGS PROVISION.**—Nothing in this Act supersedes the laws and policies governing units of the National Park System.

**SEC. 7. ACQUISITION OF PROPERTY.**

Section 6(a)(2) of the Sand Creek Massacre National Historic Site Establishment Act of 2000 (16 U.S.C. 461 note; Public Law 106-465) is amended by inserting “or exchange” after “only by donation”.

Approved August 2, 2005.

## Appendix B: Related Federal Legislation

### Public Law 113-291, Section 3053, National Historic Site Support Facility

**Improvements** – authorizing the Secretary of the Interior, acting through the Director of the National Park Service, to make improvements to a support facility, including a visitor center, for a national historic site, providing that certain conditions are met. This authority enables the park staff to cooperate with Kiowa County in the development of the Sand Creek Massacre Visitor and Research Center in the park’s gateway community of Eads.

[113th Congress Public Law 291]

### CARL LEVIN AND HOWARD P. “BUCK” MCKEON NATIONAL DEFENSE AUTHORIZATION ACT FOR FISCAL YEAR 2015

Public Law 113-291  
113th Congress

#### An Act

To authorize appropriations for fiscal year 2015 for military activities of the Department of Defense, for military construction, and for defense activities of the Department of Energy, to prescribe military personnel strengths for such fiscal year, and for other purposes. <<NOTE: Dec. 19, 2014 - [H.R. 3979]>>

### SEC. 3053. <<NOTE: 54 USC 320102 note.>> NATIONAL HISTORIC SITE SUPPORT FACILITY IMPROVEMENTS.

(a) Improvement.--The Secretary of the Interior, acting through the Director of the National Park Service (referred to in this section as the “Secretary”), may make improvements to a support facility, including a visitor center, for a National Historic Site operated by the National Park Service if the project--

- (1) is conducted using amounts included in the budget of the National Park Service in effect on the date on which the project is authorized;
- (2) is subject to a 50 percent non-Federal cost-sharing requirement; and
- (3) is conducted in an area in which the National Park Service was authorized by law in effect before the date of enactment of this Act to establish a support facility.

(b) Operation and Use.--The Secretary may operate and use all or part of a support facility, including a visitor center, for a National Historic Site operated by the National Park Service--

- (1) to carry out duties associated with operating and supporting the National Historic Site; and
- (2) only in accordance with an agreement between the Secretary and the unit of local government in which the support facility is located.

## Appendix C: Inventory of Administrative Commitments

Title / Agency / Organization	Purpose / Description	Dates	Responsible Party / Parties
<b>Memorandums of Agreement</b>			
Memorandum of Agreement Implementing the Government-to-Government Relationship Between the Sovereign Nations of the Northern Cheyenne Tribe of Montana, the Northern Arapaho Tribe of Wyoming, the Cheyenne and Arapaho Tribes of Oklahoma, and History Colorado	Regarding consultation among History Colorado, the Northern and Southern Cheyenne and Arapaho Tribes and the National Park Service regarding exhibits, artifacts, educational programs, and all other matters pertaining to the Sand Creek Massacre.	Renewed annually	The National Park Service is a consulting party to the agreement
<b>General Agreements</b>			
Kiowa County Annual Operating Plan	This local annual operating plan is applicable to all signatory parties (Kiowa County, Colorado Division of Fire Prevention and Control, U.S. Forest Service Rocky Mountain Region, and USDI Colorado Bureau of Land Management). It addresses how signatories will implement cooperation, interagency working relationships and protocols, financial arrangements, and joint fire management activities within Kiowa County, Colorado.	Recurring annually	All
General Agreement Between Kiowa County Sheriff’s Office and Sand Creek Massacre National Historic Site	This agreement covers law enforcement patrolling and emergency response.	Annual renewal	Kiowa County Sheriff’s Office
<b>Special Park Uses (Rights-of-Way)</b>			
Southeast Colorado Power Association	RW 2445-14-001 is a utility right-of-way permit for an electric utility line located within the boundaries of the historic site.	6/13/2014–6/13/2024	Superintendent
Union Pacific Land Company	Reservation of all oil, coal, and other minerals and the right of ingress, egress, and regress pertaining to T17S R46W Section 13. In 1992, this became the Mace parcel. The Mace Trust Fund #1 has a surface owner’s agreement with mineral rights reserved by Union Pacific Resources Company, including ingress and egress.	4/16/1906 (original); 12/16/1992 (current)	Lloyd E. and Clara M. Mace Trust Fund #1 and Union Pacific Resources Company
Eastern Slope Rural Telephone Association		11/25/1981	

Title / Agency / Organization	Purpose / Description	Dates	Responsible Party / Parties
<b>Special Park Uses (Rights-of-Way) - Continued</b>			
State of Colorado	On State of Colorado parcel (T17S R46W Section 36) mineral rights retained by the state with right of ingress and egress. There is, however, no Surface Occupancy Agreement, limiting the state's right to develop the surface. The state also reserves groundwater rights.	10/14/2015	State of Colorado and the Department of Interior, National Park Service
Colorado Interstate Gas Company	Gas pipeline		Colorado Interstate Gas Company, National Park Service
<b>Cooperative Agreements</b>			
Cooperative Agreement (P16AC01706) Between the United States Department of the Interior National Park Service and Kiowa County	To facilitate development of Sand Creek Massacre National Historic Site support facilities pursuant to Public Law 113-291, Section 3053.	9/01/2016 – 8/31/2021	Kiowa County, Colorado, Sand Creek Massacre National Historic Site
Agreement for consultation, education		6/1–5/31 Annual	Northern Cheyenne Tribe
Agreement for consultation, education		6/1–5/31 Annual	Northern Arapaho Tribe
Cooperative Agreement Between the United States Department of the Interior National Park Service and the Northern Cheyenne Tribe	To facilitate consultation between the NPS and the Northern Cheyenne Tribe pursuant to the provisions of P.L. 106-465, The Sand Creek Massacre National Historic Site Establishment Act of 2000.	6/1/2017 – 5/31/2021	Northern Cheyenne Tribe (Montana), Sand Creek Massacre National Historic Site
Cooperative Agreement Between the United States Department of the Interior National Park Service and the Northern Arapaho Tribe	To facilitate consultation between the NPS and the Northern Arapaho Tribe pursuant to the provisions of P.L. 106-465, The Sand Creek Massacre National Historic Site Establishment Act of 2000.	6/1/2017 – 5/31/2021	Northern Arapaho Tribe (Wyoming), Sand Creek Massacre National Historic Site
Cooperative Agreement Between the United States Department of the Interior National Park Service and the Cheyenne and Arapaho Tribes	To facilitate consultation between the NPS and the Cheyenne and Arapaho Tribe pursuant to the provisions of P.L. 106-465, The Sand Creek Massacre National Historic Site Establishment Act of 2000.	6/1/2017 – 5/31/2021	Cheyenne and Arapaho Tribes (Oklahoma), Sand Creek Massacre National Historic Site
Cooperative Agreement between Sand Creek Massacre National Historic Site and Kiowa County Economic Development Foundation	Agreement for assistance with special events and other park needs.	6/1 – 5/31 Annual	Kiowa County Economic Development Foundation

## Appendix D: Past and Ongoing Park Planning and Data Collection Efforts

Data or Planning Document	Year
"Architect's Field Report/Preliminary Park Planning and Brief Condition Assessment of Existing Facilities"	n.d.
<i>An Ethnological and Ethnohistorical Assessment of Ethnobotanical and Cultural Resources at SAND/BEOL. Vol 1 and 2</i>	n.d.
"Sand Creek NHS Plant List" – Public File Only	n.d.
Plant List with Photographs	n.d.
"Cottonwoods Resource Brief"	n.d.
"The Insects of the Sand Creek Massacre National Historic Site"	n.d.
"Trip Report for Evaluation of Fish Species at SAND NHS"	n.d.
"Inventory and Status of Arkansas River Native Fishes in Colorado 1999"	n.d.
"Patterns and Processes of Dispersal of Black-Tailed Prairie Dogs in a Heavily Managed Landscape of the Great Plains"	n.d.
"Status and History of Prairie Dogs in Colorado and at Sand Creek NHS"	n.d.
<i>Resource Stewardship Strategy</i>	n.d.
"SAND Night Skies Photoc Environment Summary"	n.d.
"SAND Ordnance Artifacts Technical and Historical Report"	n.d.
"Air Quality Conditions & Trends by NPS Units: For Sand Creek Massacre NHS"	n.d.
"Ozone Sensitive Species in Sand Creek Massacre National Historical Park (SAND)"	n.d.
"Archeological Reconnaissance"	1998
"Historical Research Interim Report 1"	1998
"Historical Research Interim Report 2"	1998
"Historical Research Interim Report 3"	1999
"Geoarchaeological Assessment of the Sand Creek Massacre Site, Kiowa County, CO"	1999
"Analysis of Aerial Photography from 1936-37, 1954 and 1975"	1999
"Geophysical Investigations at the Sand Creek Massacre Site, Colorado"	1999
<i>Sand Creek Massacre Project, Volume 1: Site Location Study</i>	2000
<i>Special Resource Study and Environmental Assessment. Sand Creek Massacre Project. Volume 2</i>	2000
<i>Phase 1 Environmental Site Assessment</i>	2003
"Ecological Site Descriptions of Sand Creek Massacre National Historic Site, Colorado"	2004

Data or Planning Document	Year
"Ozone risk assessment for Southern Plains Network"	2004
<i>Preliminary Assessment of Wetland, Riparian, Geomorphology and Flood Plain Conditions at SAND NHS</i>	2005
<i>Birds of Sand Creek Massacre National Historic Site Inventory and Monitoring Final Report</i>	2005
<i>Prairie and Wetlands Focus Area Strategic Plan</i>	2005
"Southern Plains Network Vital Signs Monitoring Plan: Phase I Appendices"	2005
<i>Survey of the Dawson Ranch Buildings Complex (5KW123) and the Remains of the Thompson-Bohart Ranch/Dawson Family Line Camp, Sand Creek Massacre National Historic Site, Kiowa County, Colorado. RM-CESU Cooperative Agreement Number H1200040001, University of Colorado at Denver. Ainlay-Conley, Jacqui.</i>	2005
<i>Interim Site Management Plan / Environmental Assessment</i>	2006
<i>Potential Groundwater Sources for a Potable Water Supply at Sand Creek Massacre Site</i>	2006
<i>BEOL/SAND Vegetation Classification Project</i> by Colorado Natural Heritage	2006
"Special Soil Survey Report"	2006
"Trip Report for Evaluation of Fish Species at SAND NHS"	2006
"Riparian Forest Age Structure and Past Hydroclimatic Variability"	2006
<i>Fire Management Plan</i>	2006
"Pollen Analysis of Sediment Cores Recovered from SAND NHS"	2007
"Environmental History Report"	2007
"An Archaeological Monitoring Project at Sand Creek Massacre National Historic Site (5KW28), Kiowa County, Colorado." Cuartelejo HP Associates, Inc. Carrillo, Richard F.	2007
<i>Vegetation Classification and Mapping, A Report for the Southern Plains Network</i>	2007
"Site Inventory Range of Natural Variability"	2007
"Vegetation Resource Brief"	2008
"Rare Vertebrate Species Inventory"	2008
"Rare Species Inventory"	2008
"Rare Species Project Summary"	2008
"Rare Species Research Brief"	2008
"Pollen Analysis Project Summary"	2008
"Hydrogeology and Groundwater Sources Project Summary"	2008
"Hydrology Resource Brief"	2008
"Vegetation Inventory"	2008

Data or Planning Document	Year
<i>Prairie Dog Management Plan and Environmental Assessment</i>	2008
"Documented Fish Species Project Summary"	2008
"Birds Resource Brief"	2008
"Exotic Plant Monitoring in the Southern Plains Network Project Report"	2009
"Status and History of Prairie Dogs in Colorado and at Sand Creek Massacre NHS"	2009
"Environmental History of Sand Creek Massacre National Historic Site"	2009
"Class III Archaeological Survey of Proposed Burn Area at Sand Creek Massacre National Historic Site (5KW28), Kiowa County, Colorado." Cuartelejo HP Associates, Inc. Carrillo, Richard F.	2009
Sand Creek Massacre National Historic Site Yearly Landbird Inventory and Monitoring by SOPN beginning in 2009	2009+
<i>Sand Creek Massacre National Historic Site Restoration Plan</i>	2010, 2011
"Unexpected Patterns of Sensitivity to Drought in Three Semi-Arid Grasslands" <i>Oecologia</i>	2011
"Final Acoustical Monitoring Report"	2011
"Geomorphic Assessment of Big Sandy Creek"	2011
"Sand Creek NHA Scope of Collection Statement"	2011
<i>Alternatives Transportation Plan for the General Management Plan</i>	2011
"Assessment of nitrogen deposition effects and empirical critical loads of nitrogen for ecoregions of the United States"	2011
"Patterns and Processes of Dispersal of Black-Tailed Prairie Dogs in a Heavily Managed Landscape of the Great Plains"	2012
<i>Fire Management Plan</i>	2012
"Southern Plains Network Grassland and Fire Effects Monitoring 2010-2011 Report"	2012
"Results of Archeological Metal Detection Sample Survey Within Sand Creek Massacre NHS: Identification of the Big Head Site. USU Archeological Services, Logan, Utah. USUAS Technical Report Number 2012-007. Cannon, Kenneth P., Johnathan M. Peart, Jeff Campbell, Charles Haecker, and Joseph Lamb.	2012
"A Class III Survey of Proposed Locales of Proposed Underground Electrical Utility Placement, Sand Creek Massacre National Historic Site (5KW.28), Kiowa County, Colorado." Cuartelejo HP Associates, Inc. Carrillo, Richard F.	2012
"Geomorphic and Hydrologic Assessment of the Historic Channel Position of Big Sandy Creek through SAND NHS"	2012, 2013
<i>NPS Sand Creek Massacre NHS Physical Security Assessment</i>	2013
"Natural Resource Condition Assessment"	2013
"Oil and Gas Development Potential Near and Within Sand Creek Massacre National Historic Site"	2013

Data or Planning Document	Year
"Southern Plains Network Grassland and Fire Effects Monitoring 2012 Report"	2013
"Climate Change Trends for Planning"	2013
"NPS High Plains Group Law Enforcement Policy Audit"	2013
"Vegetation Monitoring Data Summary"	2013, 2014
<i>Fire Management Plan</i>	2014
"Climate Change Resource Brief"	2014
"Archaeological Monitoring During Underground Electrical Utility Placement, Sand Creek Massacre National Historic Site, Kiowa County, Colorado." Cuartelejo HP Associates, Inc. and Avalon Archaeology, LLC. Carrillo, Richard F. and Michelle A. Slaughter.	2014
"Report of the John Evans Study Committee" – Northwestern University - May 2014	2014
<i>Plan for Repatriation Site Management at Sand Creek Massacre NHS</i>	2014
"SAND Species List"	2014
<i>Riparian Assessment of Big Sandy Creek</i>	2014
"NPS FY14 Safety and Health Program Evaluation Sand Creek Massacre NHS"	2014
<i>General Management Plan / Environmental Assessment</i>	2015
"Water Resources Division, Water Rights Branch Trip Report to SAND"	2015
"NPS Environmental Audit Program—Environmental Compliance Audit Report Exec. Summary"	2015
"SAND Acoustic Environment Soundscape Summary"	2015
<i>Fire Management Plan</i>	2015
"SAND GIS/GPS Map Catalog"	2015
"Southern Plains Network Paleontological Inventory" Tweet, J. S., V. L. Santucci, and T. Connors. Paleontological resource inventory and monitoring: Southern Plains Network. Natural Resource Report NPS/SOPN/NRR—2015/971. National Park Service, Fort Collins, Colorado.	2015
"Water Rights Assessment" by Gwen Gerber, WASO	2016
<i>Fire Management Plan EA</i>	2016
"Archeological Survey of a Proposed Cutoff Road and Two Trail Alignments" (NPS Heritage Partnerships Program)	2016
"Interpretive Trail Recommendations Report"	2016
"Long-Range Interpretive Plan Draft"	2016
"Air quality related values (AQRVs) for Southern Plains Network (SOPN) Parks: Effects from ozone; visibility reducing particles; and atmospheric deposition of acids, nutrients and toxics"	2016

## Appendix E: List of Tribes Traditionally Associated with the Sand Creek Massacre National Historic Site

- Arapaho Tribe of the Wind River Reservation, Wyoming
- Northern Cheyenne Tribe of the Northern Cheyenne Indian Reservation, Montana
- Cheyenne and Arapaho Tribes, Oklahoma (the Southern Cheyenne of Oklahoma and Southern Arapaho of Oklahoma)



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## Intermountain Region Foundation Document Recommendation Sand Creek Massacre National Historic Site

August 2017

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

*Alexa Roberts*

*8/15/17*

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RECOMMENDED

Alexa Roberts, Superintendent, Sand Creek Massacre National Historic Site

Date

*Kate H. H. P. for*

*12/6/2017*

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APPROVED

Sue E. Masica, Regional Director, Intermountain Region

Date



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

SAND 042/141348

December 2017

# Foundation Document • Sand Creek Massacre National Historic Site

