



Sand Creek Massacre National Historic Site

Dear Friends of the National Historic Site,

As most of you know, we have been working on a general management plan for Sand Creek Massacre National Historic Site. This planning process has several steps that lead to completing the final plan. One of the major steps is the development of management alternatives. This newsletter describes the preliminary management alternatives that have been developed for this important national historic site.

Federal law requires the National Park Service to consider a range of reasonable alternatives for the future management of national park units. In developing these alternatives, we must review the legislation that established this site to be sure that we are following Congress's intent for the site's future. We must also be sure that future management is consistent with the purpose and significance of the site, and that it addresses the issues that the public has told us to consider in order to manage the site in the most effective way. The legislation, purpose, significance, and issues, described on pages 2 and 3, form the planning framework for the site.

The description of the management alternatives begins on page 3. The law requires that we start with a "no action" alternative that outlines the current management of the site. This "no action" alternative is alternative A on page 4. Four other potential alternatives were then developed. They are labeled B through E and are referred to as "action" alternatives.

The action alternatives have three important parts. First there are management zones (page 5); these zones are applied to the site in different ways to create the different action alternatives. The second part of each action alternative consists of the elements that are common to all of the action alternatives (page 5); these are the elements or actions that would need to occur no matter which alternative is selected. The final part to each alternative is the group of "Key Elements" that are specific to each particular alternative. These are found on pages 4, 6, 7, 8, and 9, along with maps showing the management zones in each alternative.

Your comments and suggestions are important to completing the draft management alternatives. You can tell us which alternative you prefer, pick any elements that you believe should be part of the plan, or add your own ideas for us to consider.

Some of the language in the newsletter is required by law; we realize that it can be difficult to read. If you have any questions about this information, please contact me at the number below or email me at Alden_Miller@nps.gov. Otherwise, please use the enclosed postage-paid response form to share your thoughts with us or respond online at <http://parkplanning.nps.gov> and select Sand Creek Massacre. Thank you in advance for your assistance in the development of the *Draft General Management Plan for Sand Creek Massacre National Historic Site*.

Sincerely,

Alden Miller
Superintendent, Sand Creek Massacre NHS
719-438-5916



"The massacre lasted six or eight hours. ... I tell you Ned it was hard to see little children on their knees have their brains beat out by men professing to be civilized. ... there was no organization among our troops, they were a perfect mob. ... You would think it impossible for white men to butcher and mutilate human beings as they did there, but every word I have told you is the truth. ... It was almost impossible to save any of them. When the women were killed the Bucks did not seem to try and get away, but fought desperately. ... Charly Autobee saved John Smith. ... They were going to murder Charlie Bent, but I run him into the Fort. ... I expect we will have a hell of a time with Indians this winter."

Captain Silas Soule,
1st Colorado Cavalry (USV) to
Major Edward Wynkoop, former
commander, Fort Lyon, Colorado
Territory. December 14, 1864.

PLANNING FRAMEWORK

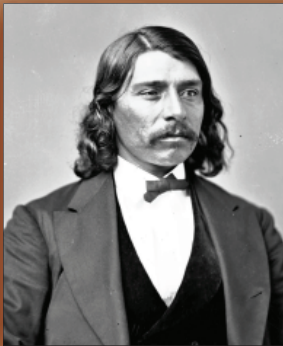
Legislative Mandates (PL 106-465)

In the bill establishing Sand Creek Massacre National Historic Site, Congress directed that the Secretary of the Interior shall protect and preserve the site, including

- the topographic features important to the site
- artifacts and other physical remains of the Sand Creek Massacre
- as closely as practicable, the cultural landscape of the site as it appeared at the time of the Sand Creek Massacre

Congress also directed the Secretary of the Interior to

- interpret the natural and cultural resource values associated with the site; provide for public understanding and appreciation of the site; and preserve those values for future generations.
- memorialize, commemorate, and provide information to visitors to the site; enhance cultural understanding about the site; and assist in minimizing the chances of similar incidents in the future.
- 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 a traditional, cultural, or historical observance.



"I was in the camp of the Cheyennes when Chivington made his attack... I was, at the time of the attack, sleeping in a lodge...I could see the soldiers begin to dismount. I thought they were artillerymen and were about to shell the camp...I went to the northeast; I ran about five miles, when I came across an Indian woman driving a herd of ponies...she was a cousin of mine—one of White Antelope's daughters. I went with her to the Smoky Hill [river]. I saw as soon as the firing began, from the number of troops, that there could be no resistance, and I escaped..."

*Sand Creek survivor **Edmond Guerrier**, mixed-blood son of the French trader William Guerrier and the Cheyenne woman Walks in Sight.*



"My shame is as big as the earth...I once thought that I was the only man that persevered to be the friend of the white man, but it is hard for me to believe the white man anymore."

Black Kettle, Southern Cheyenne Chief, seated third from left.





PURPOSE AND SIGNIFICANCE

Sand Creek Massacre National Historic Site's purpose and significance provide a foundation upon which all planning and management decisions are based. Purpose statements are based on Sand Creek's establishing legislation and National Park Service policies. They clarify the reasons the national historic site was set aside as a unit of the national park system and provide the foundation for the management and use of the site. Significance statements identify the resources and values that are central to managing the site and express the importance of the site to our natural and/or cultural heritage. Understanding the site's significance will help managers make decisions that preserve the resources and values necessary to fulfill the national historic site's purpose.

PURPOSE

The purpose of Sand Creek Massacre National Historic Site is to protect and preserve the cultural 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.

SIGNIFICANCE STATEMENTS

The site of the Sand Creek massacre has sacred significance to the Cheyennes and Arapahos, particularly those who are descended from victims and survivors of the massacre.

The site is a reminder of the tragic extremes of the 500 years of conflict between Native Americans and Euro-Americans over the land that now comprises the United States.

The intense distrust resulting from the Sand Creek massacre influenced virtually all subsequent conflicts between Native Americans and the U.S. Army.

The Sand Creek massacre is an essential symbol of the struggles of Native American tribes to maintain their ancestral ways of life.

The massacre profoundly disrupted the social, political, and economic structures of the Cheyenne and Arapaho tribes.

By eliminating most of the Cheyenne's advocates for peace, the massacre hardened resistance to white expansion and escalated warfare between the army and the Cheyenne, Arapaho, and other plains tribes.

The circumstances of the massacre elicited wide national outrage even against the backdrop of the Civil War and forced substantial changes in U.S. Indian policy.

ISSUES

During the initial stages of planning for Sand Creek, the National Park Service solicited federal, state, tribal, and local officials; tribal members; and other members of the public for ideas, suggestions, and concerns about Sand Creek. The National Park Service received many comments identifying issues and concerns that could affect the future of the site. These included the following:

What is the appropriate level of development at the site?

What is the appropriate level of visitor access?

How can the National Park Service best provide for tribal access for traditional, cultural, or historical observances?

What are the best ways to inform visitors about the history and significance of the site?

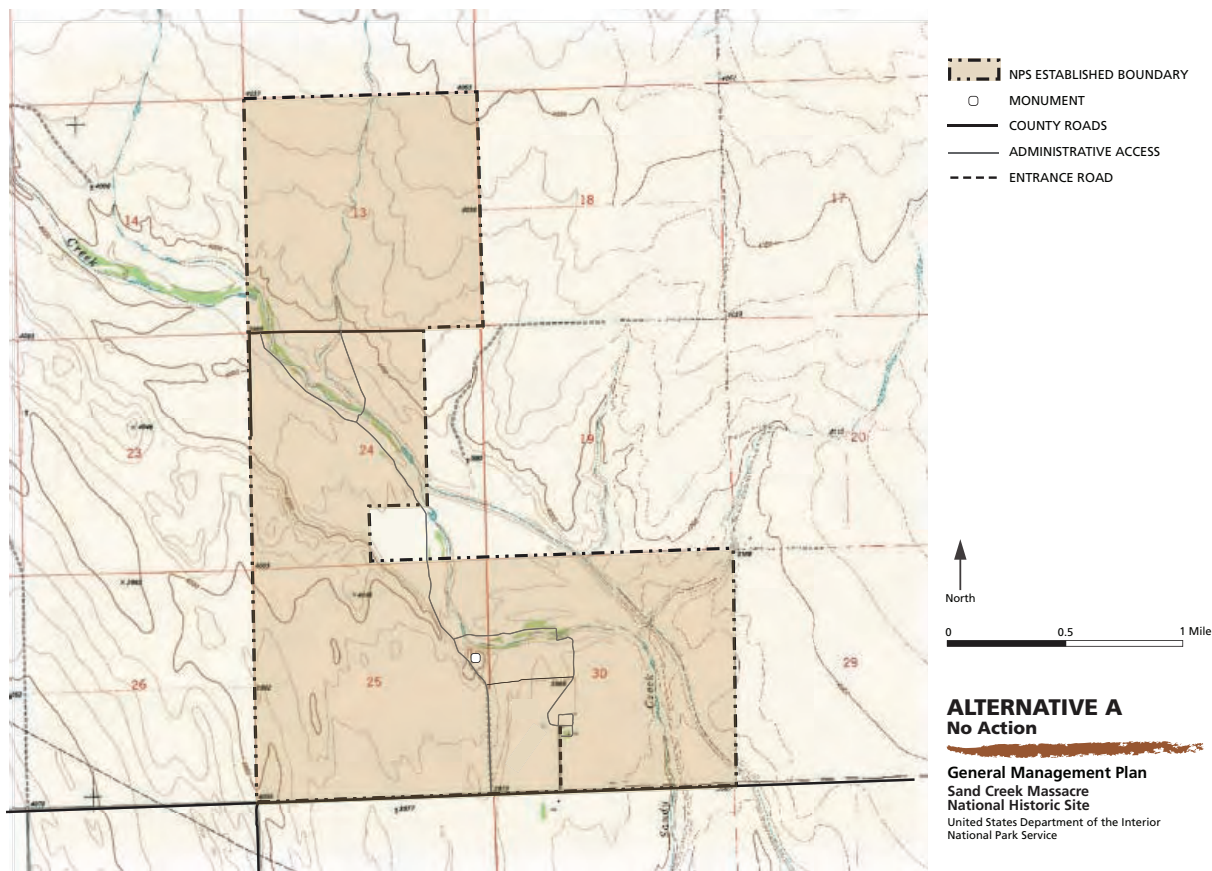
The alternatives described in this newsletter address these issues and concerns to varying degrees. The ways in which these issues and concerns are addressed help define the differences in the alternatives.

EDUCATION AND INTERPRETATION

Interpretation—providing opportunities for people to connect intellectually and emotionally with Sand Creek Massacre—is integral to park management and the understanding of the site. A comprehensive interpretive plan will be developed by park staff, tribal partners, and stakeholders in the near future. That document will identify the main messages (stories) and the best means and locations to tell them.

MANAGEMENT ALTERNATIVES

The National Environmental Policy Act requires the National Park Service to consider a range of reasonable alternatives for the management of national park units. These action alternatives are measured against a baseline established by current management, also known as the no-action alternative. The following pages describe the no-action alternative and the potential action alternatives for the future management of Sand Creek Massacre NHS.



THE NO-ACTION ALTERNATIVE (ALTERNATIVE A)

The site would be managed in accordance with the interim site plan developed in September 2007.

KEY ELEMENTS

- The temporary administrative/visitor contact station would remain at the site.
- The headquarters would remain in Eads, CO.
- Existing interpretive and informational media and programs onsite would be maintained.
- The maintenance facility would remain in the existing shop.
- The cemetery onsite would remain accessible for repatriation of human remains, funerary objects, or other tribal artifacts related to the Sand Creek Massacre.
- Existing monument overlook and trail would remain accessible to visitors.

PRELIMINARY ACTION ALTERNATIVES

The NPS planning team is required to develop and analyze alternative ways to manage the site to address the issues and to achieve the site's stated purpose and protect its nationally significant stories, resources, and values. The planning team considered comments and suggestions from the public and legislative partners to develop the preliminary alternatives described in this newsletter. These preliminary alternatives may change based on public input to this newsletter.

The development of the action alternatives for the future management of the national historic site began with the development of broad concepts regarding the story and resources of the site—concepts related to the need to preserve the resources of the site, the need to educate people about the events that occurred at the site, and the need to reflect on those events. When these broad concepts were identified, management zones were developed to identify a range of desired conditions for the site's resources, possible visitor experiences, and general levels of development based on the purpose and significance of the site. These management zones were then applied to the site in different ways to reflect the concept of each alternative.

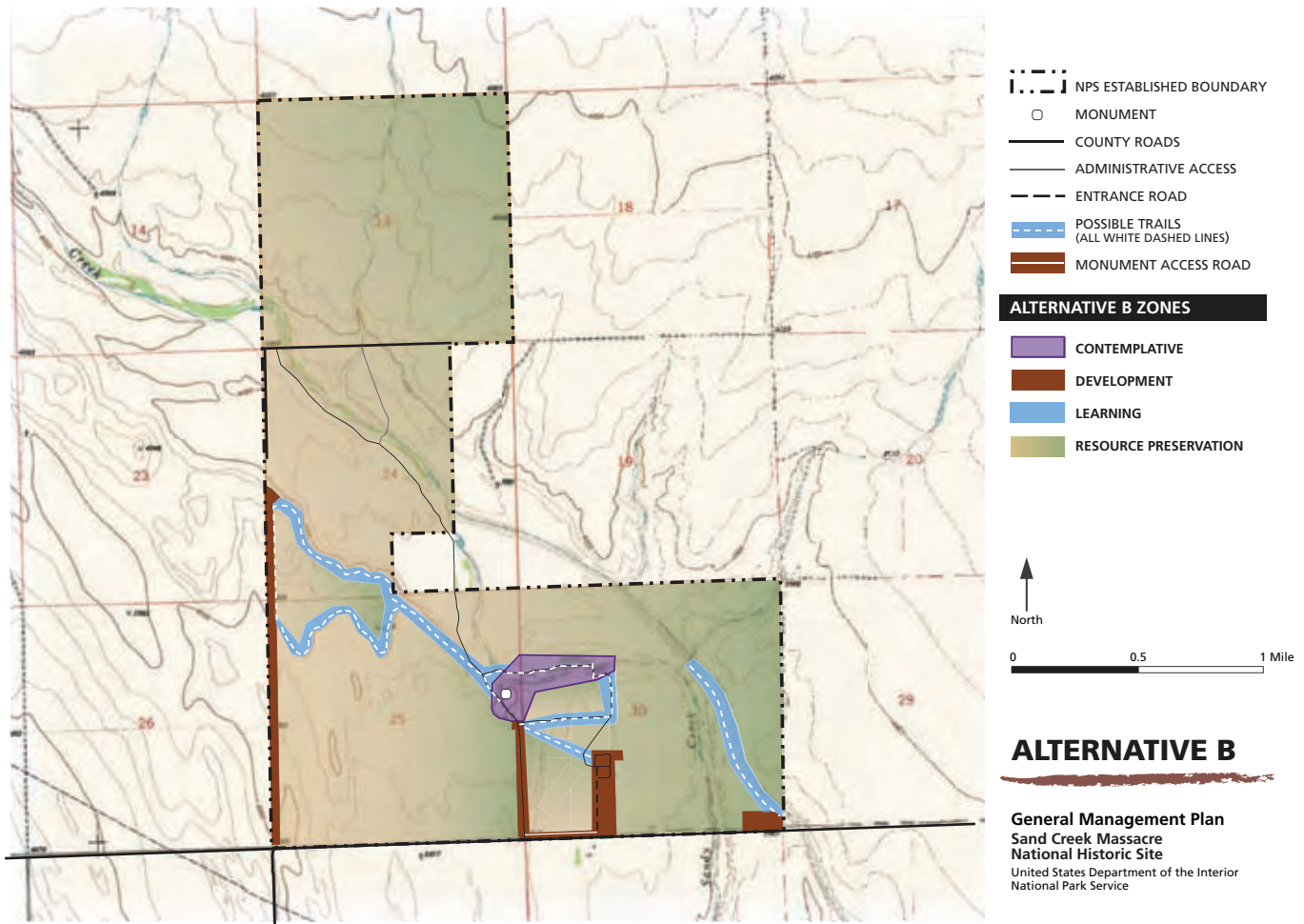
MANAGEMENT ZONES

Management zones describe the potential visitor experiences, desired resource conditions, and appropriate activities and facilities that could be part of the future of Sand Creek Massacre National Historic Site. The ways in which these management zones are applied to the site reflect the different action alternatives for the site. Since the management zones have been designed to describe future management of the site, they are not applied to the no-action alternative.

	RESOURCE PRESERVATION ZONE	CONTEMPLATIVE ZONE	LEARNING ZONE	DEVELOPMENT ZONE	SENSITIVE RESOURCE ZONE (Alternative E only)
Overview	The primary purpose of this zone is to provide for protection of significant cultural and natural resources.	The primary purpose of this zone is to provide opportunities for quiet contemplation, healing activities, and traditional tribal observances.	The purposes of this zone are to provide interpretive and educational experiences, and opportunities for visitor access to the site.	The purposes of this zone are to provide for park administration and operations and to provide visitor orientation to the site.	The primary purpose of this zone is to provide the highest level of protection for highly sensitive or at-risk cultural and natural resources.
Desired Resource Condition	The natural landscape reflects the native High Plains cultural environment. The cultural landscape reflects the appearance of the massacre site to the greatest extent practicable.	Natural and cultural resources in this zone would be managed to support and enhance the contemplative experience.	The natural environment in this zone would be managed to maintain its representative High Plains character. Cultural sites in this zone would be monitored and protected.	Development in this zone would not detract from the cultural and natural landscape of the rest of the site. There would be a low probability of cultural resources occurring in this zone but these resources would be protected and monitored should they be found.	This zone would contain many of the site's most sensitive or at-risk cultural and natural resources. The ethnographic associations with the resources in this zone are particularly strong. Features of the 1864 cultural landscape such as reproductions of Cheyenne and Arapaho lodges could be placed in this zone.
Desired Visitor Experiences	Visitor access to this zone would be by ranger-guided tours only. Natural views would predominate and visitors would gain a sense of the expanse of the plains environment and the extent of the actual massacre site.	This zone would have opportunities for commemorative healing activities, traditional tribal observances, and ceremonies. This zone would also provide opportunities for self-guided experiences that would enable personal reflection and quiet contemplation.	This zone would provide for the most extensive visitor access to the site. A variety of interpretive and educational media would be found here. This zone would be a destination for school groups and other group tours.	Visitors would receive their initial orientation to this site in this zone. They would encounter the most extensive educational and interpretive programs here, both on the site and at the main visitor center in Eads. They would have the greatest likelihood of encountering NPS staff and other visitors here.	There would be no visitor access in this zone.
Appropriate Facilities	Facilities in this zone would be limited to primitive roads for NPS administrative access.	Facilities in this zone would include a sheltered seating area, limited interpretive media, trails with unobtrusive informational signs, and appropriate commemorative features.	Facilities in this zone would include a sheltered seating area for groups, trails, educational and interpretive panels and signs, and benches.	Facilities in this zone would include the site's maintenance and administration offices, the main visitor center (offsite, in Eads,) interpretive signs and panels, restrooms and other visitor facilities, roads, and parking areas.	There would be no new facility development for administrative or visitor use in this zone. Primitive roads would remain for NPS administrative use. Facilities representing the historic scene of Sand Creek, such as reproductions of tribal lodges, could be placed in this zone.

Key Elements Common to all of the Action Alternatives (Alternatives B through E)

- Locate visitor center and research center offsite in Eads, CO.
- Onsite facilities would include administrative and maintenance facilities, restrooms, trails, interpretive signs, roads, and parking areas.
- Access to the monument, on ranger tours and on some portions of the trails, would be improved to accommodate visitors of all ability levels.
- Restore components of the cultural landscape to 1864 appearance where practicable.
- Encourage and maintain partnerships with federal and state agencies, tribes, and neighboring landowners for resource management.
- Restore and maintain hydrology of Sand Creek.
- The broad historical context necessary to understanding Sand Creek Massacre, including the legacy of conflict, impacts of the tragedy on the Cheyenne and Arapaho tribes, and lessons learned, would be presented in the park visitor center located in Eads, CO.
- Tribes, park staff, and stakeholders resolved that the letters of Captain Silas Soule and Lieutenant Joseph Cramer, which served as first-hand testimony of the massacre, will be produced in their entirety on interpretive panels at the site.
- A new road will be developed from the administrative area to facilitate access to the monument.

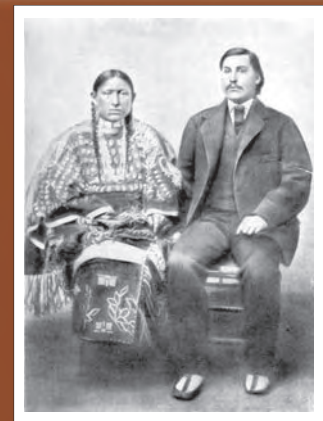


ALTERNATIVE B

This alternative would offer the greatest variety and depth of interpretive media, programs, and services, both onsite and offsite. It would provide visitors opportunities to access and experience certain areas of the landscape and gain a broader understanding of the massacre. At the site, visitors would have opportunities to comprehend the events of November 29, 1864 and the role the landscape played in those events.

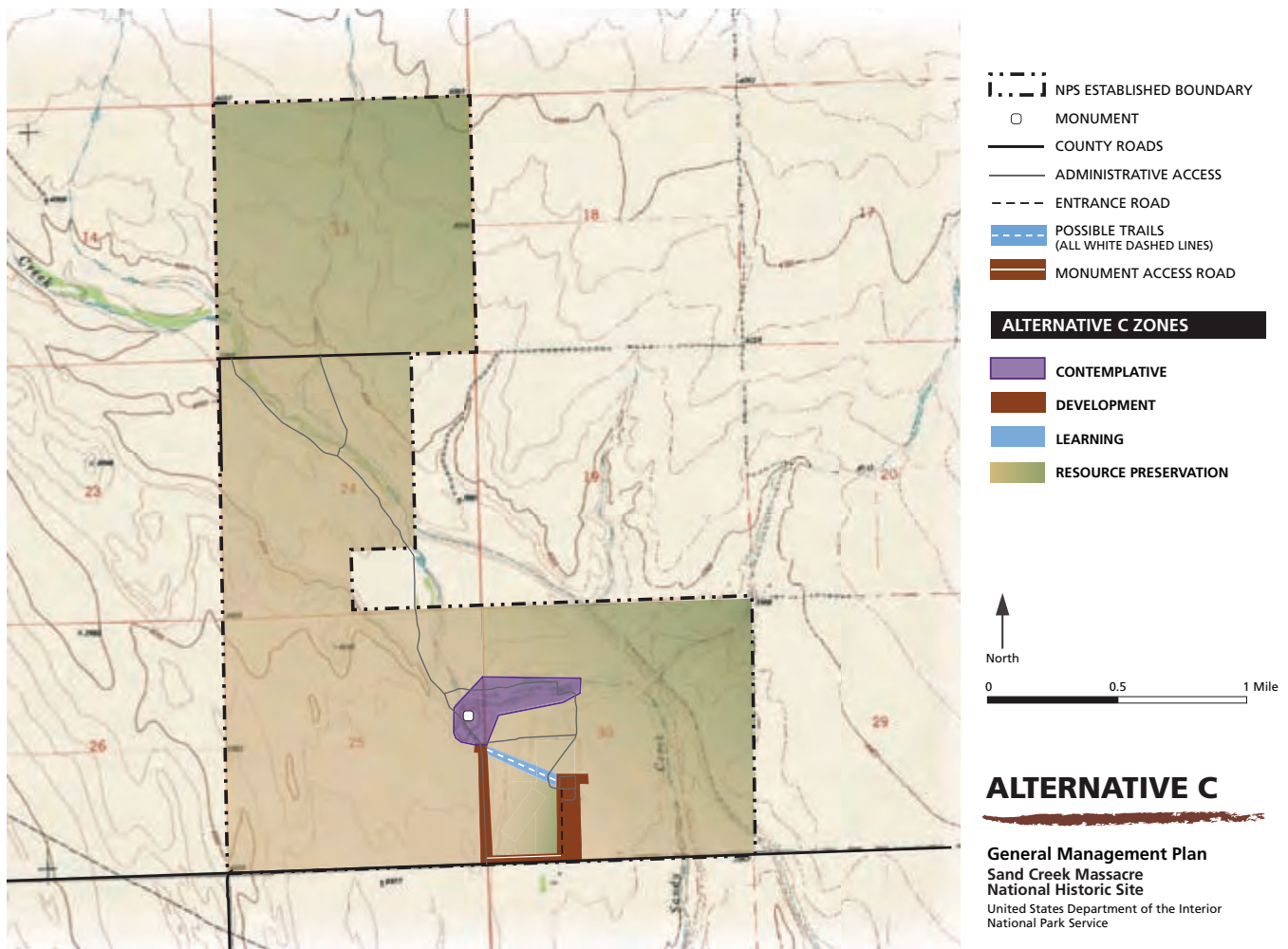
KEY ELEMENTS

- There would be opportunities for visitor access to the site through additional trail, road, and parking development.
- The trails system would be extended to 4.8 miles to provide additional visitor access and interpretation.
- Varied onsite interpretive media and programs would provide visitors with a detailed narrative of the attack on the Sand Creek village.
- Facilities onsite would include maintenance, staff offices, water and comfort stations, benches, shade shelters, and additional parking in the southeast corner and on the western boundary.



"Everyone was crying, even the warriors and the women and children. . . Nearly everyone present had lost some relations or friends, and many of them in their grief were gashing themselves with their knives until the blood flowed in streams."

George Bent, mixed-blood son of trader William Bent, Sand Creek survivor.

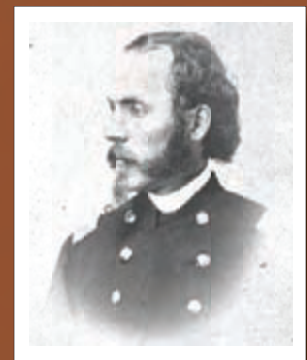


ALTERNATIVE C

This alternative would offer visitors enhanced opportunities for reflection, reverence, and remembrance of the physical and emotional costs of the Sand Creek massacre. Development and visitor access would be the minimum necessary to commemorate the event. Visual and auditory distractions would be limited.

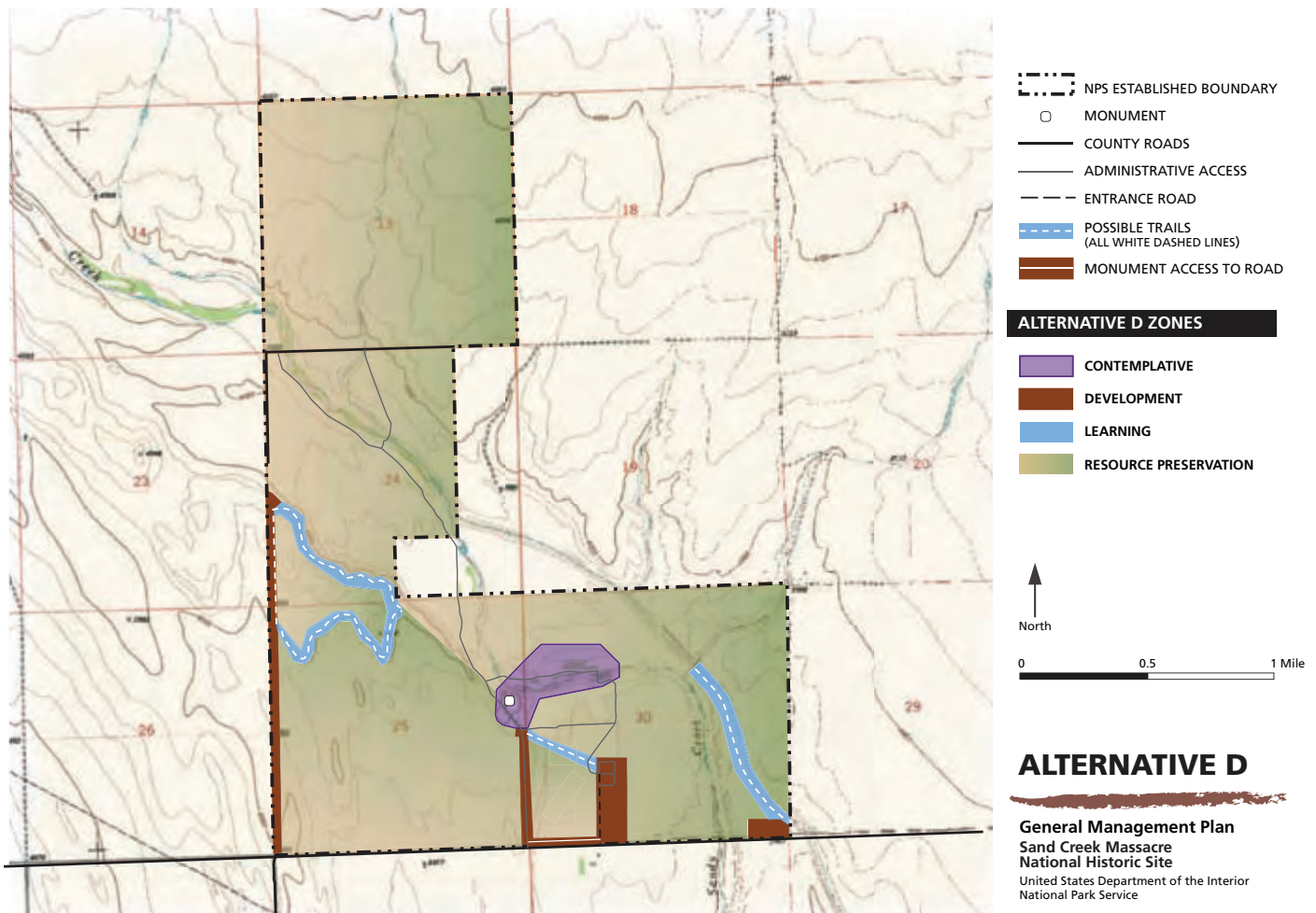
KEY ELEMENTS

- Visitor access would be confined to the developed area and the monument overlook.
- There would be minimal trail development (0.3 mile) only between the developed area and the monument overlook.
- There would be limited interpretive media onsite.
- Facilities onsite would include maintenance facilities, staff offices, water and comfort stations, benches, and shade shelters.



"I heard Colonel Chivington give no orders in regard to prisoners. I tried to take none myself, but killed all I could...I think and earnestly believe the Indian to be an obstacle to civilization and should be exterminated."

Major Jacob Downing,
3rd Colorado Cavalry (USV)

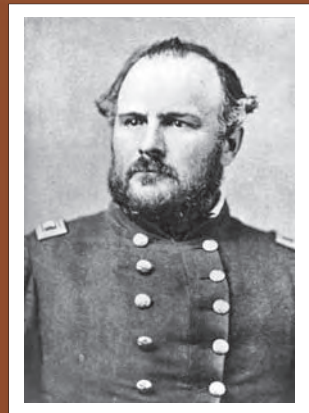


ALTERNATIVE D

This alternative would provide equal opportunities for interpretation and memorialization. The stories of the massacre would be shared through a variety of onsite and offsite educational and interpretive programs, media, and services. Visitors would also have opportunities to access and experience certain areas of the landscape for reflection, reverence, and remembrance. At the site, visitors would have opportunities to comprehend the events of November 29, 1864 and the role the landscape played in those events.

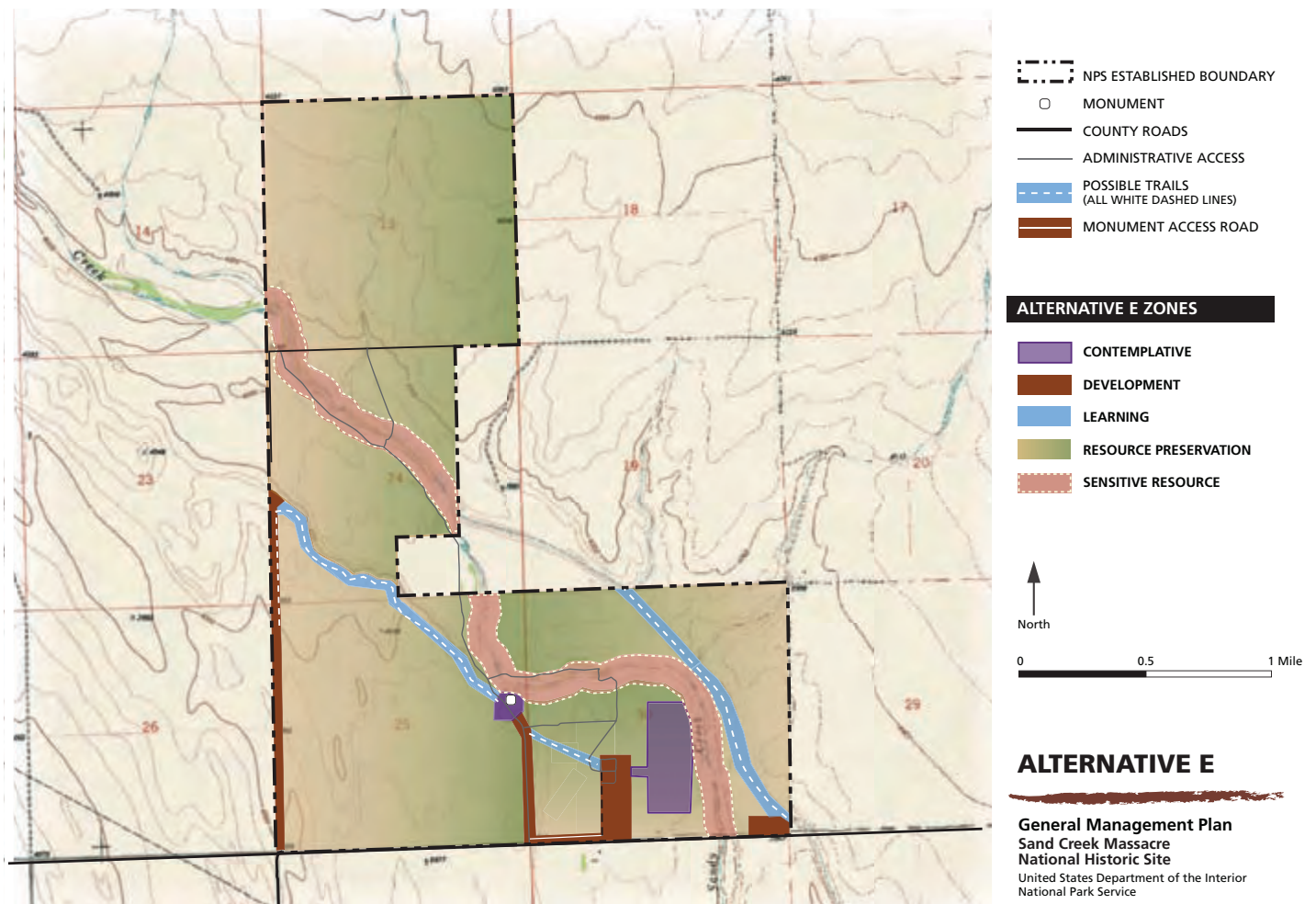
KEY ELEMENTS

- The trail system would be extended to 3.2 miles, including a loop trail accessible from the road on the western boundary of the site.
- There would be moderate opportunities for public access.
- There would be moderate level of interpretive media onsite.
- Facilities onsite would include maintenance, staff offices, water and comfort stations, benches, shade shelters, and additional parking in the southeast corner and on the western boundary.



*"As to **Colonel Chivington**, [the] committee can hardly find fitting terms to describe his conduct. . .he deliberately planned and executed a foul and dastardly massacre which would have disgraced the veriest savages among those who were the victims of his cruelty."*

Report of the Congressional Joint Committee on the Conduct of the War, May 1865.



ALTERNATIVE E

This alternative would place the greatest emphasis on resource preservation by placing sensitive or at-risk resources in the Sensitive Resource Zone. Access to the current monument site would remain. Another Contemplative Zone would be placed west of the creek and accessed via existing roads. A low level of development would support visitor access and interpretation. Onsite interpretation would include natural resource information and the post-massacre evolution of the site.

KEY ELEMENTS

- The Sensitive Resource zone, located along the creek bottom, would be closed to protect highly sensitive cultural and natural resources.
- The trail system would be extended to 2.7 miles, including the entire section of the Chivington Canal berm within the site boundary.
- There would be moderate opportunities for public access.
- There would be moderate levels of interpretive media onsite.
- Facilities onsite would include maintenance, staff offices, water and comfort stations, benches, shade shelters, a small foot bridge over the breach in the canal berm, and additional parking the southeast corner and on the western boundary.



"He [Chivington] has whipped the only peaceable Indians in the country..."

Major Scott Anthony,
 commander, Fort Lyon, Colorado
 Territory, December 23, 1864.

ALTERNATIVES CONSIDERED BUT ELIMINATED FROM ANALYSIS

Restore the Historic Landscape

This alternative was eliminated due to the fact that restoration to 1864 conditions would have been extremely difficult and would have resulted in substantial impacts on the existing resources, including the cotton-woods, grasslands, and existing facilities and infrastructure.

PREFERRED ALTERNATIVE

The National Park Service has not yet identified a preferred alternative. The preferred alternative will be identified after public input on the preliminary alternatives is received. This information will be used when the National Park Service conducts a decision-making analysis. The preferred alternative could be one of the preliminary alternatives shown in this newsletter or it could be a composite made up of elements from two or more of the preliminary alternatives. The preferred alternative will be described in the Draft General Management Plan / Environmental Impact Statement.

NEXT STEPS

Here are the steps in the planning process that will follow public review of the draft management alternatives:

- Prepare and publish Draft General Management Plan / Environmental Impact Statement
- Revise draft and publish Final General Management Plan / Environmental Impact Statement
- Implement the approved plan.



"Governor Evans...stated that... he had not punished the Indians sufficiently....He also said that if peace was made before [the Third Colorado Cavalry] had gone into the field, they would suppose at Washington that he had misrepresented matters, and that there never had been any necessity for the government to go to the expense of raising that regiment; that, therefore, there must be something for the third regiment to do."

Major Edward Wynkoop,
(kneeling, left) 1st Colorado Cavalry, (USV) before the Military Commission investigating the Sand Creek Massacre, March 10, 1865. Wynkoop testified to a conversation with Colorado Territorial Governor John Evans in September, 1864, two months before the massacre.

Sand Creek Massacre National Historic Site Public Meeting Schedule (to be determined)

The National Park Service will be holding public meetings on the Sand Creek Massacre NHS GMP/EIS early in 2011 in Colorado, Montana, Oklahoma, and Wyoming.

We will announce specific meeting dates, locations, and times in the near future.

The Treaty of the Little Arkansas with the Cheyenne and Arapaho: October 14, 1865

A treaty made and concluded at the camp of the Little Arkansas, in the State of Kansas, on the fourteenth day of October, in the year of our Lord one thousand eight hundred and sixty-five, by and between John B. Sanborn, William S. Harney, Thomas Murphy, Kit Carson, William W. Bent, Jesse H. Leavenworth, and James Steele, commissioners on the part of the United States, and the undersigned chiefs and head-men and representing the confederate tribes of Arrapahoe and Cheyenne Indians of the Upper Arkansas River, they being duly authorized by their respective tribes to act in the premises.

ARTICLE 6.

The United States being desirous to express its condemnation of, and, as far as may be, repudiate the gross and wanton out-rages perpetrated against certain bands of Cheyenne and Arrapahoe Indians, on the twenty-ninth day of November, A. D. 1864, at Sand Creek, in Colorado Territory, while the said Indians were at peace with the United States, and under its flag, whose protection they had by lawful authority been promised and induced to seek, and the Government being desirous to make some suitable reparation for the injuries then done, will grant three hundred and twenty acres of land by patent to each of the following-named chiefs of said bands, viz: Moke-ta-ve-to, or Black Kettle; Oh-tah-ha-ne-so-weel, or Seven Bulls; Alik-ke-home-ma, or Little Robe; Moke-tah-vo-ve-hoe, or Black White Man; and will in like manner grant to each other person of said bands made a widow, or who lost a parent upon that occasion, one hundred and sixty acres of land, the names of such persons to be ascertained under the direction of the Secretary of the Interior. . . The United States will also pay in United States securities, animals, goods, provisions, or such other useful articles as may, in the discretion of the Secretary of the Interior, be deemed best adapted to the respective wants and conditions of the persons named in the schedule hereto annexed, they being present and members of the bands who suffered at Sand Creek, upon the occasion aforesaid, the sums set opposite their names, respectively, as a compensation for property belonging to them, and then and there destroyed or taken from them by the United States troops aforesaid.

Moke-ta-ve-to, or Black Kettle, head chief, his x mark.
Oh-to-ah-ne-so-to-wheo, or Seven Bulls, chief, his x mark.
Hark-kah-o-me, or Little Robe, chief, his x mark.
Moke-tah-vo-ve-ho, or Black White Man, chief, his x mark.
Mun-a-men-ek, or Eagle's Head, headman, his x mark.
O-to-ah-nis-to, or Bull that Hears, headman, his x mark.
On the part of the Cheyennes.

Oh-has-tee, or Little Raven, head chief, his x mark.
Oh-hah-mah-hah, or Storm, chief, his x mark.
Pah-uf-pah-top, or Big Mouth, chief, his x mark.
Ah-cra-kah-tau-nah, or Spotted Wolf, chief, his x mark.
Ah-nah-wat-tan, or Black Man, headman, his x mark.
Nah-a-nah-cha, or Chief in Everything, headman, his x mark.
Chi-e-nuk, or Haversack, headman, his x mark.
On the part of the Arrapahoes.



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Sand Creek Massacre National Historic Site

