

National Park Service
U.S. Department of the Interior
www.nps.gov/sand



Scope of Collection Statement

Sand Creek Massacre National Historic Site



2011

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Cover Image, NPS Photograph, Sand Creek Massacre National Historic Site

SECTION I: INTRODUCTION

A. Executive Summary

This Scope of Collection Statement (SOCS) was administered through the Desert Southwest Cooperative Ecosystem Studies Unit and developed under Cooperative Agreement with the Organization of American Historians (OAH). In keeping with the spirit of the enabling legislation and subsequent agreements between the National Park Service (NPS) and the Cheyenne and Arapaho Tribes of Oklahoma, the Northern Arapaho Tribe and The Northern Cheyenne Tribe, a SOCS consultation meeting was held with tribal representatives. The meeting was held at Sand Creek Massacre National Historic Site (SAND) [to be referred to as 'site'] on May 4, 2010. A participant list is included as Appendix 1.

SAND is a truly unique unit of the NPS. It was authorized on November 7, 2000 by Public Law 106-465. One of the more significant and relatively uncommon characteristics of this NPS site is the fact that a portion of the federally acquired land is, by legislation, to be dedicated for 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.)...may be interred, reinterred, preserved or otherwise protected.” P.L. 106-465 Sec 9(c)(1).

Another important characteristic is that an area within SAND (i.e., formerly the Dawson Ranch) is legislated as Indian Trust property through Public Law 109-45 (the “Sand Creek Massacre National Historic Trust Act of 2005”). This land is held in trust for the benefit of the Cheyenne and Arapaho Tribes of Oklahoma, and administered in perpetuity by the Secretary of the Department of the Interior.

The enabling legislation also calls for consultation with the tribes and the state of Colorado in developing the site management plan and when preparing educational programs for the public about the site. In this regard, a collections consultation meeting with tribal representatives from the Northern Arapaho, Northern Cheyenne, and the Cheyenne and Arapaho Tribes of Oklahoma was held in May 2010. A list of participants is included in Appendix 1; the meeting notes are on file at SAND.

The mutually supportive partnership and other agreements between the NPS and the participating tribes has been a strong foundation for the early development and management of the site’s special resources and history. The site’s enabling legislation includes 2 additional provisions; it includes sections supporting “tribal access for traditional cultural and historical observances,” along with the “general” and “commemorative needs of descendants.”

A 1950 memorial monument is located in the park at a place overlooking the massacre site. It is not uncommon for the public to leave “commemorative items” or “offerings” during their visit.

Such material left at the monument or in other park locations, excluding prayer cloths and items left by tribal members along Big Sandy Creek, are managed in accordance with Sand Creek Massacre NHS Policy Directive 7 (see Appendix 4). “The interim site management plan calls for removing the 1950 stone marker, and replacing it with another monument designed by the tribes. The 1950s stone marker would be retained in the collections” (NPS 2006)

NPS museum collections comprise the institutional memory of NPS units and typically include both natural and cultural material. The SAND collection is no different and at the time of the site visit eight (8) accessions were noted in the Accession Ledger (see Appendix 2). As of fiscal year 2009, the SAND Interior Collections Management System (ICMS) database included cultural history museum collections totaling approximately 53,817 museum objects in the disciplines of biology, archeology, ethnology, history, and archives. The currently reported cataloged archival materials total approximately 51,923 items. The cataloged archeological materials total 894 artifacts. The natural history collection (herbarium specimens) consists of approximately 1,000 biological specimens. According to the 2009 CMR, SAND has a reported cataloging backlog of 2,203 items, most of which are reported as archeological artifacts and biological specimens. No cultural artifacts from the Indian Trust property have been included in the sites museum collection since the “Dawson Ranch” property was designated as Trust property in 2005 (PL 109-45, the “Sand Creek Massacre National Historic Site Trust Act of 2005”).

Once the existing backlog of un-cataloged archives and natural history materials, un-accessioned archival material, and un-accessioned natural history collections is accessioned, processed, and cataloged, the true extent of the SAND collection will become clearer. Known archival collections and research permit information (see Appendix 3 for a preliminary list of research projects and management actions that should be represented in the museum collection), however, suggests that a conservative estimate for the total collection (accessioned and un-accessioned) is approximately closer to 100,000 specimens, artifacts, and archives. In addition, museum collections will continue to be created through research, resource management and interpretation needs, as well as through documentation of the park’s on-going history and management.

Management responsibilities for the SAND collection currently rest with the SAND Superintendent, SAND Chief of Resources and Operations, and the park’s Curator, located at Bent’s Old Fort National Historic Site (BEOL). During 2005 and 2006 the NPS was required to complete a curatorial facilities strategy. The Intermountain Region’s Curatorial Facility Plan was completed in 2005. This plan indicated that a multi-park repository at BEOL would be the primary storage location for the SAND museum collection. While the site is making progress in the museum management program, the overall status of the SAND program should be considered as being in an early developmental stage in terms of actively participating in the operation of the multi-park museum collection management facility and the full integration of the museum program into overall park operations.

It should not be surprising that the SAND museum collection program is considered developmental given the site’s enabling legislation was passed ca. 10 years ago and the site opened to the general public in 2007. The site has an Interim Site Management Plan; however, a General Management Plan (GMP) is in the process of being completed. The Interim Site

Management Plan only briefly discusses museum collections (NPS, 2006, p.33-34) and the museum collection is dismissed from further consideration because "... resource surveys conducted as part of this plan are not expected to appreciably add to the Historic Site's museum collections; ..." (NPS 2006, p. 33-34). However, it appears the Interim Site Management Plan is not fully considering the impact of project records and archival materials on the site's museum management program or the facility(s) in which the site's collection is to be housed and made accessible.

A substantial amount of resource management-related archival material and some voucher specimens have yet to make its way into the museum collection, interpretive themes have not been established, and an official visitor center, possibly with museum exhibits, is not in place. Active or on-going resource management project files are located at SAND. The vast majority of the SAND museum collection (specimens, artifacts and/or associated resource management records) is currently located at BEOL and at the Intermountain Region Museum Management Program's regional storage facility located in Tucson, AZ (formerly known as the Western Archeological and Conservation Center). Additionally, an entomology collection is located at Colorado State University.

As noted above, on-going park development, cultural research, and the Inventory and Monitoring (I & M) Program projects or other natural history research will continue to generate both objects and associated records for the SAND museum collection in the coming years.

B. Purpose of the Scope of Collection Statement

A Scope of Collection Statement (SOCS) is a stand-alone document that states the significance of the museum collection and sets limits on the contents based on the park's purpose and interpretive objectives as enunciated in legislation, other mandates, and park-specific planning documents (NPS 28, *Cultural Resource Management Guideline*, Chapter 9). Preparation of a SOCS is required by NPS *Management Policies* (2006, Chapter 5), Director's Order-24 (NPS *Museum Collection Management*) and Director's Order-28 (*Cultural Resource Management*).

This SOCS outlines the scope of present and future museum collection holdings of SAND that will contribute directly to the understanding and interpretation of the site's purpose(s), themes, and resources, as well as those objects that the Service is legally mandated to preserve. It is designed to ensure that the museum collection is clearly relevant to the site; it serves to prevent arbitrary, unnecessary, and excessive growth of the museum collection while preserving the unique values associated with SAND.

C. Legislation Related to National Park Service Museum Collections

The National Park Service's (NPS) legal mandate for acquiring and preserving museum collections is contained in the Antiquities Act of 1906 (16 USC 431-433); the Organic Act of 1916 (16 USC 1 et. seq.); the Historic Sites Act of 1935 (16 USC 461-467); the Management of Museum Properties Act of 1955, as amended (16 USC 18f); the Reservoir Salvage Act of 1960,

as amended (16 USC 469-469c); the National Historic Preservation Act of 1966, as amended (16 USC 470 et seq.); the Archeological and Historic Preservation Act of 1974, as amended (16 USC 469-469l-2); the Archaeological Resources Protection Act of 1979, as amended (16 USC 470aa-mm); the National Parks Omnibus Management Act of 1998 (16 USC 5901).

D. Sand Creek Massacre National Historic Site Purpose and Significance

Sand Creek Massacre National Historic Site Enabling Legislation

Through Public Law 106-465, Congress authorized the establishment of the Sand Creek Massacre National Historic Site on November 7, 2000 (114 Stat. 2019). This legislation is commonly referred to as the “Sand Creek Massacre National Historic Site Establishment Act of 2000.” Congress passed another law, Public Law 109-45 (119 Stat. 445) on August 2, 2005 to further the purposes of the Sand Creek Massacre National Historic Site Establishment Act. This second act is commonly referred to as the “Sand Creek Massacre National Historic Site Trust Act of 2005.”

Purpose and Significance of the Sand Creek Massacre National Historic Site

SAND is a uniquely interwoven concentration of spiritual qualities and places, cultural history, and natural forces. The Sand Creek Massacre National Historic Site Establishment Act of 2000 (PL 106-465) includes the following statements related to significance and purpose:

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;
- (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;

b. PURPOSES – The Purposes of this Act are –

- (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;

(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.

The Interim Site Management Plan (NPS 2006) also indicates that the site is historically significant for several reasons, including:

- In the lives lost at Sand Creek, both the Cheyenne and Arapaho people experienced familial and societal disruptions that have since spanned the generations of their societies. For both peoples, the site of the massacre comprises sacred ground,
- The Sand Creek Massacre was one of several clearly indisputable human catastrophes that influenced the course of Indian-white relations on the frontier during the last half of the nineteenth century, having produced an atmosphere of pervasive and nervous distrust between the federal government – principally the army, as the instrument of national policy – and the plains tribes that complicated their associations and compounded negotiations on virtually every matter.
- Thus, in its immediate, direct, and long-range impacts upon the Cheyenne and Arapaho societies and the plains Indian community, as well as in its immediate and subsequent bearing on the progression of federal Indian and military policy respecting the plains tribes, the Sand Creek Massacre comprised an event of outstanding significance as reflected within the broad national patterns of United States history.

SAND is also “listed in the National Register of Historic Places under Criterion A (association with an important event) and Criterion D (data potential) ...” (NPS, 2006, p. 8). The period of significance is listed as 1864 and the areas of significance include Ethnic Heritage (Native American), Military and Archeology (Historic-Aboriginal and military).

No federally listed threatened and endangered species have been identified at SAND. However, the State of Colorado listed species of “management concern” that are included for SAND are the Black-Tailed Prairie Dog (*Cynomys ludovicianus*), the Mountain Plover (*Charadrius montanus*), the Ferruginous Hawk (*Buteo regalis*), the Northern Leopard Frog (*Rana pipens*), the Prairie Gentian (*Eustoma grandiflorum*), Swift Fox (*Vulpes velox*), and the Texas Horned Lizard (*Phrynosoma cornutum*). The Burrowing Owl (*Athene cunicularia*), Arkansas Darter (*Etheostoma cragini*), Lesser Prairie Chicken (*Tympanuchus pallidicinctus*), the Mountain Plover

(*Chradrius montanus*), and Plains Ambrosia (*Ambrosia linearis*) are present at the site and considered threatened by the State of Colorado.

SAND has the potential for both continued and expanded archeological, ethnographic, sociological, and terrestrial and aquatic natural history studies, thereby adding material to the site's museum collection. Such studies will also provide opportunities for expanded direct involvement with affiliated tribes, local communities and educational institutions.

Resource Management Goals and Objectives

NPS has revised the previous Resource Management Plan (RMP) approach to resources management and planning with the Resource Stewardship Strategy (RSS) approach (Director's Order 2-1: *Resource Stewardship and Planning*). SAND is working on the preparation of a RSS in conjunction with the site's GMP process.

Nevertheless, certain potentially major issues NPS units commonly identify when preparing resource management or stewardship plans, relative to archives, collections and curation, undoubtedly are pertinent at SAND; these include:

1. The preservation of documents, records, photographs, maps, specimens and specimen information created in the inventory and monitoring of both cultural and natural resources within site boundaries.
2. The preservation of information concerning natural specimens collected from within site boundaries or from adjacent lands under approved research project permits is necessary for future management activities. This should include copies of all permits, related correspondence, copies of project reports, and copies of related field notes, photographs, maps and geospatial information regarding prepared specimens.

Interpretation Themes and Objectives

A Long Range Interpretive Plan (LRIP) or an equivalent interpretive planning document has not yet been completed for SAND. However, the enabling legislation calls for managing the site in a manner that interprets the natural and cultural resource values of the site and to memorialize, commemorate, and provide information to site visitors to enhance cultural understanding about the site and assist in minimizing the chances of similar incidents in the future.

The site's Interim Site Management Plan and the Sand Creek Massacre Project Volume II, Special Resource Study and Environmental Assessment, outline several areas of potential interpretive emphasis and visitor experience. These include opportunities for:

- A cross-cultural and spiritual experience;
- Understanding the relationship of present-day tribal people, especially Sand Creek descendants, to the massacre;

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- Interacting with descendants of Sand Creek Indian victims or survivors;
- Access to tribal oral histories of the Sand Creek Massacre – for appreciation and understanding by non-Indians, and for remembrance by tribal youth;
- Solitude and contemplation of the massacre site;
- Interpretive and educational programs, both on- and off-site, which reach all age levels and cultural backgrounds.

Planning Documents

SAND is to be developed and managed in a manner that will “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.” (P.L. 106-465 sec 2(a)(3))

SAND’s current planning-related documents include:

- Sand Creek Massacre Project; Vol. I Site Location Study, Vol. II Special Resource Study and Environmental Assessment (2000)
- Interim Site Management Plan/Environmental Assessment (2006)

In Progress Planning Documents and Projects:

No museum collection related funding requests have been submitted through the Project Management Information System (PMIS) process. However, the park did either receive requested funds or used park base funds to move collections from the Midwest Archeological Center to the Western Archeological and Conservation Center and to catalog, including making copies, of all the archives from the site location study. The site is currently considering revising funding requests to include, or is initiating new requests, covering topics such as:

- Processing and cataloging the backlog of both cultural and natural history collections; including archival materials, archeological and ethnographic artifacts, and biological specimens.
- Ensuring curation costs are included in project budgets for all natural science and cultural history research projects, resource management projects, and in pertinent planning projects.

The park has been awarded funding through PMIS to develop the following planning-related documents and all were in progress when this SOCS was approved:

General Management Plan
Resource Stewardship Strategy
Administrative History

E. Mandated Collections

In most NPS units, archeological collections, except inalienable and communal property (as defined by the Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 [25 USC 3001-13]), recovered from within park boundaries through systematic collection are Federal property and must be retained in the park's museum collection in accordance with 43 CFR 7.13 and NPS *Management Policies* (2006).

The Sand Creek Massacre National Historic Trust Act of 2005 states that "On conveyance of the trust property by the Tribe to the United States ... the trust property shall be held in trust for the benefit of the tribe." (Sec 3.a) While they will undoubtedly be included in the SAND collections, it appears that the 'ownership' of or title to archeological artifacts that may be recovered in the future from Indian Trust property within SAND ultimately belongs to the Cheyenne and Arapaho Tribes of Oklahoma. This question has been submitted to the Solicitor's office and an opinion or other clarification will be forthcoming.

In accordance with the NPS Research Permit and Reporting System, permits to collect natural resource specimens state that retained specimens remain Federal property, are incorporated into the park museum collection and, as required by 36 CFR 2.5g, must bear official National Park Service museum labels and their catalog numbers will be registered in the National Park Service National Catalog (ICMS). In addition to the General Conditions for Scientific Research and Collecting Permit requirements, SAND has developed a set of Park Specific Conditions that provide researchers with additional conditions (Research Permit Specific Conditions) as part of the Research Permit and Reporting System (RPRS) process that provide researchers additional guidance or requirements. (See Appendix 5)

Curation of collections and associated costs must also be covered in collecting permits as described in NPS *Management Policies* (2006), DO-24 (*Museum Collection Management*) and NPS-77 (*Natural Resource Management Guideline*). Specifically, project budgets must include funding for the basic management of collections that are project-generated. This is of particular concern for SAND simply because of the relatively large number of completed studies for which the documentation has yet to be included in the collections and the anticipated number of research projects yet to be completed.

Collections management includes cataloging and accessioning; labeling; conservation examination and treatment (including specimen preparation); initial storage of objects and specimens; and organization and storage of project documentation, including appraisal, arrangement, description, finding aid production, and appropriate archival housing.

F. Laws, Regulations, and Conventions Related to Museum Collections

Other laws, regulations, directives and conventions pertinent to the acquisition of museum collections at the park include: the Lacey Act of 1900 (18 USC 43-44); the Migratory Bird Treaty Act of 1918 (16 USC 703-711); the Bald Eagle Protection Act of 1940, as amended (16 USC 668-668d); the Federal Property and Administrative Services Act of 1949, as amended (40

USC 483[b]); the Federal Records Act of 1950, as amended (“Records Management by Federal Agencies” [44 USC 3101 et. seq.]); the Freedom of Information Act of 1966, as amended (5 USC 552); the Marine Mammal Protection Act of 1972 (16 USC 1361-1407); the Endangered Species Act of 1973, as amended (16 USC 1531-1543); the Privacy Act of 1974 (5 USC 552a); the Copyright Act of 1976 (17 USC 101 et seq. [1988 & Supp. V 1993]); the American Indian Religious Freedom Act of 1978 (42 USC 1996); the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA) (25 USC 3001-3013); Federal Property Management Regulations (FPMR), 41 CFR 101; 410 Departmental Manual, Interior Property Management Regulations (IPMR); 411 Departmental Manual, “Managing Museum Property,” Chapters 1-3; “Curation of Federally-Owned and Administered Archeological Collections,” 36 CFR 79; “Disposition of Federal Records,” 36 CFR 1228; “Protection of Archeological Resources”, 43 CFR 7; “Preservation of American Antiquities”, 43 CFR 3; “Preservation, Arrangement, Duplication, Exhibition of Records” (44 USC 2109); “Disposal of Records” (44 USC 3301 et seq.); Director’s Order #19: *Records Management*; Director’s Order #21: *Donations and Fund Raising*; Director’s Order #24: *NPS Museum Collections Management*; Director’s Order #28: *Cultural Resource Management*; Director’s Order #44: *Personal Property Management*; Director’s Order #77: *Natural Resource Management Guideline*; the 1983 Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES); the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export, and Transfer of Ownership of Cultural Property (implemented in the United States by P.L. 97-446 in 1983, 19 USC 2601).

G. Structures, Landmarks, and Other Park Resources Listed on National or International Registries

SAND has 2 structures included on the List of Classified Structures (LCS); HS-01, LCS # 652944, Chivington/Brandon Canal, and HS-02, LCS # 660870, 1950 Battleground Marker.

The Sand Creek Massacre Site (5KW28) is listed on the National Register of Historic Places under Criteria A and Criteria D. The National Register areas of significance include ethnic heritage (American Indian), military, and archaeology (historic-aboriginal and military). The period(s) of significance is listed as 1864 with November 29, 1864 listed as the significant date. It should also be noted that a National Register Nomination for the Chivington/Brandon Canal (5KW122.1) is being reviewed.

H. Sand Creek Massacre National Historic Site Museum Collection

Purpose of the Museum Collection

Although museum objects are sometimes perceived as entities separate from other site resources, they are inextricably interwoven. NPS museum collections inform and enhance every aspect of the site’s work, from resource management and interpretation, to research and public accountability (DO-24, *NPS Museum Collection Management*). In addition, for SAND, the

museum collection will support tribal consultation efforts and help “to memorialize, commemorate, and provide information to visitors to the site to enhance cultural understanding about the site... .” [PL 106-465 Sec. 5 (b)(3)].

It should be noted that material collected from the trust property within the site (formerly known as the Dawson Ranch) and subsequently curated, will be held in trust for the Cheyenne and Arapaho Tribes of Oklahoma (P.L. 109-45, Sec. 3). Documentation covering such collections or records documenting natural or cultural history research activities where specimens or artifacts are not collected may be held in a similar ‘in trust’ condition, pending a Solicitor’s opinion.

Natural and cultural objects and their associated records provide baseline data, serving as scientific and historical documentation of the park’s resources and purpose (NPS-28, *Cultural Resource Management Guideline*, Chapter 9). Museum objects are acquired, preserved, exhibited, and researched to foster understanding and increase knowledge. They are primary sources of cultural and scientific information and must be preserved in perpetuity while safely utilized to the benefit of the site’s affiliated tribes, general public, interested parties, and the scientific community.

The general purposes of the SAND museum collection, summarized from park legislation and planning documents, are:

- To preserve, document, and make accessible historical, archeological, and scientific collections and documentation related to the cultural and natural resources of SAND.
- To document and support Cheyenne and Arapaho consultations about SAND, education programs and overall site development.
- To preserve, document, and support scientific research related to the site’s cultural and natural resources.
- To increase knowledge and inspiration among present and future generations through exhibits, research, and interpretive and educational programs.
- To contribute to the scientific body of data through research, accessibility, and dissemination of information.
- To preserve and document the management actions associated with the development and preservation of the site and its resources.
- To hold in trust for the tribes materials collected from the trust lands.

Museum Collection Development and Growth

The Sand Creek Massacre National Historic Site was authorized by Congress on November 7, 2000 and dedicated on April 28, 2007.

Collecting of artifacts and objects apparently began in 1999 when studies were undertaken to officially locate the massacre site. At the time the SOCS on-site research work was completed in 2010 the park had 11 accessions in their accession register (See Appendix 2: SAND Accessions). The first park accession, a field collection, SAND-00001 was assigned May 30, 2002. SAND-00002, a donation, was accepted by the Regional Director on June 25, 1999. This donation was accepted in anticipation of the establishment of SAND as an official NPS unit. SAND-00003 is another donation; it includes archeological materials donated by Mr. and Mrs. Dawson. SAND-00007 is a gift; the donation includes 25 “pre-1900s” Cheyenne and Arapaho ethnographic objects.

Most of the remaining accessions, SAND-0004 through -0006 and SAND-0008 are associated with major park planning efforts or research permits for a variety of natural and cultural resource research projects. Additional follow-up on the status of curated specimens, samples, testing, reports, or documentation from those and other research projects is still advisable.

The park reported museum collections are relatively small in numbers, totaling approximately 53,817 items (2009 Collection Management Report). As noted above, this number probably underestimates the actual size of the site’s museum collection, especially in the area of resource management archives. Additionally, the size of the collection will undoubtedly expand in the future. The on-going park planning, resource research, development of educational programs and museum exhibits, Inventory and Monitoring (I & M) activities in the park, for example, are expected to generate museum collection accessions. The material related to the April 2007 dedication ceremony has not yet been included in the museum collection totals. The park is anticipating undertaking significant steps over the next several years to further improve management, protection, and accessibility of the collections.

The park, in consultation with affiliated tribes, developed a policy directive (See Appendix 4) covering items left by the general public at the massacre monument. It should be noted that little, if any, material left by the general public to commemorate the site or their visit to the site will become part of the SAND museum collection under the provisions of this policy directive.

Uncontrolled Surface Collecting

Uncontrolled surface collecting by visitors and staff is strongly discouraged and prohibited at SAND. Cultural material and natural science specimens, especially fossils, found on the surface by visitors should not be removed from their original location by the finder. They should be reported to park staff. If materials are turned in to park staff, appropriate measures must be taken to ensure that the visitor collects no more material, that precise provenience information is recorded, if possible, and that the objects/data are promptly given to the museum staff person upon receipt by staff members. The park should consider developing a Standard Operating Procedure addressing non-permitted staff collecting of cultural and natural science materials so staff will know the protocol to follow when significant surface materials are encountered.

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SECTION II: TYPES OF COLLECTIONS

An overall objective of the park's museum management program and the museum collection is to support management goals and objectives. The interpretive themes and resource management goals and objectives stated in the introduction also provide direction for the acquisition of museum objects. Development of the museum collection should be done in close coordination with the park's resource management and interpretation staff, regional office curators, the designated curator of record, and other appropriate support office resource management specialists. The museum collection is divided into two major categories: the cultural collection and the natural history collection.

As noted above, the park in consultation with affiliated tribes, developed a policy directive (See Appendix 4) covering all materials items left by the general public, excluding items left by tribal members, at the massacre monument and other locations in the park. It should be noted that little, if any, of the material left by the general public to commemorate the site or their visit to the site will become part of the SAND museum collection under the provisions of this policy directive. This policy directive covers both cultural and natural, such as plant, materials.

The following guidelines will prevent arbitrary and excessive growth of the collection, while ensuring that it remains relevant to the park's mission.

A. Cultural Collection

Purpose

The primary purposes of the cultural collection are to preserve a portion of the cultural heritage of the United States and to increase knowledge and inspiration by supporting the commemoration of the site among present and future generations through exhibits, research, and interpretive programs, and education. Cultural collections provide baseline data of park cultural resources, document changes to these resources and document changes these resources are undergoing because of internal park conditions and external effects, and guarantee the protection of important objects whose *in-situ* preservation cannot be assured. Another important purpose of the cultural collection is to preserve and make accessible, the associated records and data that document field research projects, major park development activities, and signature current events that are likely to become important 'historic events' in the future.

Cultural material collected from the trust property within the site (formerly known as the Dawson Ranch) and subsequently curated will be held in trust for the Cheyenne and Arapaho Tribes of Oklahoma (P.L. 109-45, Sec. 3). Documentation covering such collections or records documenting cultural history research activities where artifacts are not collected will be held in a similar condition.

Mandated collections, historic objects, and archival collections with a direct association to SAND are more desirable for inclusion within the collection than similar items without such primary associations. Acquisition of cultural objects and archival documents should focus on

specific time periods, themes, and significant resources outlined in interpretive and resource management planning documents and enabling park legislation (as amended).

The cultural collection must support the goals, themes, and resources listed in the SOCS as well as current and future SAND planning documents. This will ensure that only relevant objects and archival materials are accessioned into the collection. Future growth of the cultural collection should enhance the understanding of and promote the stewardship of the park's cultural resources. Growth should ultimately be guided by several in-progress planning documents upon completion and other pertinent studies:

- Interpretive and/or research needs identified in the future General Management Plan; the future Resource Stewardship Strategy (when completed); an approved Scope of Collection Statement; a future Long Range Interpretive Plan; a future Collection Management Plan or a Museum Management Plan; exhibit plans; and other applicable current and future park planning documents and resource studies.
- Cultural resources baselines/inventorying and monitoring activities.
- Regulatory and compliance activities such as those mandated by the National Historic Preservation Act of 1966, as amended and the Archaeological Resources Protection Act of 1979 (ARPA) and to the extent applicable, the National Environmental Protection Act (NEPA).

The cultural collection is subdivided into four disciplines: archeology, ethnology, history, and archives/manuscripts. The following list generally identifies, by discipline, object types or classes appropriate to the park's museum collection and, as appropriate, notes current representation.

1. Archeology Collection

Archeological collections are generated in response to cultural resource management requirements related to legal mandates, development of park facilities, preservation-related activities, research requirements, and interpretive needs. Archeological research projects within the park may result in the collection of artifacts, ecofacts, or other data obtained using archeological methods.

As per 43 CFR Part 7, any systematically collected archeological materials discovered within the park (except inalienable and communal property, as defined by NAGPRA) and the specific requirements or agreements governing Indian Trust Lands, will be maintained as a part of the park's museum collection.

Park staff and visitors are prohibited from picking up surface artifacts or disturbing the soil or ground surface in any manner. It is preferred that surface artifacts be left *in-situ* and their location documented unless other extenuating circumstances (e.g., possibility of theft or disturbance) are encountered and authorized archeological studies are undertaken. If

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archeological materials are collected outside the parameters of an authorized archeological study and brought to park staff, appropriate measures must be taken to ensure that the visitor or staff member collects no more material, that the materials are photographed and appropriately documented on a Receipt for Property form; that precise provenience information is recorded by SAND field staff utilizing a Global Positioning System (GPS) unit, if possible, and that the objects/data are promptly given to the curatorial staff upon receipt by staff members.

The majority of the current archeological collection contains artifacts acquired as gifts (i.e., collected prior to the enabling legislation) or through approved research. Historic materials are represented; no pre-Columbian material is presently included in the SAND museum collection.

Artifacts in the collection

Archeological project materials are included in at least three (3) accessions. Most of the archeological artifacts are metal due to the nature of the investigative methods employed and include the following types: domestic or utilitarian tools and equipment fragments, horse shoes, military items including buttons and ammunition, and some ceramic, glass, and bone material.

While no pre-Columbian artifacts are in the collection, a 2005 NPS archeological publication (Herham and Orcutt, 2005) reports that an Alibates (i.e., chert) flake and a possible Archaic period projectile point have been observed at SAND. Archeological sites in the SAND area, such as the Olsen-Chubbuck Bison Kill Site date to ca. 10,000 years BP. It is conceivable, if not likely, that older pre-Columbian sites are also present in SAND.

There are no human remains and/or associated funerary objects in the collection.

Artifacts to be, or that may be, acquired

The acquisition of additional material that will occur in the future as part of the systematic excavation of sites guided by SAND's enabling legislation and supported by approved planning and identified resource management goals, will be handled according to NPS collections program standards and guidelines. Artifacts, other specimens and objects recovered during future systematic archeological investigations within the park along with their associated records must be accessioned into the park's museum collection. The title to any archeological collections acquired from Indian Trust Lands within SAND will need to be clearly documented.

The park will evaluate the collection and/or acquisition of systematic archeological collections from areas outside park boundaries on a highly selective case-by-case basis based in part on museum collections criteria. Along with local political and tribal cultural heritage issues, the park will also address the research and exhibition potential, overall condition, storage and other space requirements, fiduciary responsibilities, and workload responsibilities presented by the collection. If they are to be acquired, they should not be accessioned as loans, if at all possible. Non-site specific period or representative material, both historic and pre-Columbian, which was

not scientifically collected and without clear provenience to SAND, if acquired, will likely be placed in the park's education collection unless examples are needed for research purposes.

Artifacts taken as souvenirs by visitors prior to the establishment of the park and those recovered with no provenience data (i.e., not part of a systematic excavation) should be evaluated on a case-by-case basis, with consideration given to their condition, the inherent research value of the artifacts, duplication of artifacts already in the collection, and the presence of any accompanying documentation. These may be utilized for education and interpretation purposes for "hands-on" demonstrations. Field notes, journals, photographs, and other associated records relating to past archeological fieldwork would also be relevant acquisitions.

Confiscated Archeological Objects

These are objects recovered from unauthorized and illegal activities. They commonly include unearthened artifacts, ecofacts, and human remains illegally excavated or uncontrolled surface collecting by unauthorized individuals within the park boundaries. When such collections are encountered, the museum staff person should be consulted as soon as possible to ensure proper handling and transportation of these materials. Such objects might be held temporarily as evidence if legal action is to be taken, but should be formally turned over to the museum staff person as soon as possible. Once all legal questions are resolved, the objects and all associated documentation will be added to the museum collection or sent to the appropriate institution.

Artifacts that will not be acquired

Collections recovered from outside the authorized boundaries of the park will not routinely be acquired. It will be prudent for park management and the park's Museum Advisory Committee, when established, to consider the workload implications of acquiring the materials if they are considered a loan, the present and future interpretive benefits, the potential research implications, community cultural considerations, and the local political considerations. Unless there is overriding benefit to the park, University museums, historical societies, local museums, and other public institutions would be better repositories for such collections.

Associated Field Records

All records associated with archeological collections from the park are retained as part of the museum collection. These records include original field notes and catalogs, daily journals, drawings and maps, geospatial location information with appropriate metadata, photographs and negatives, slides, sound recordings, raw data sheets, instrument charts, remote sensing materials, collection inventories, analytical study data, conservation treatment records, computer documentation and data, as well as any other documents generated through archeological activity. In addition, any paperwork associated with previous excavations in the park should be acquired, if possible. For more information see Archival Collection, Associated Records – Cultural History section.

2. Ethnology Collection

The NPS *Museum Handbook*, Part II, Appendix F, describes when the “ethnology” classification is to be used in the context of collection cataloging. For museum collection management purposes, the ethnology classification is used “...for objects produced by or associated with Native American or other indigenous peoples from contemporary cultures. Most NPS ethnographic collections are from Native American, Polynesian, or Micronesian peoples ...” (*Museum Handbook*, Part II, p. F1). Ethnology collections are further classified by the relevant anthropological “culture area” designation.

If future studies or projects are planned they should focus on park ethnographic resources and the groups who traditionally define such cultural and natural features as significant to their ethnic heritage and cultural viability, in the case of SAND, the Cheyenne and Arapaho Tribes; these records and associated ethnographic collections need to be retained as part of the museum collection. Any ethnographic objects collected in the future will be consistent with cultural research and resource management needs of the park.

It should be noted that examples of material culture associated with other (i.e., non-Native American) cultural groups will fall under the history nomenclature for cataloging purposes. Associated documents will also fall under the archival collection nomenclature within the history classification.

Objects in the collection

At the time of the SOCS site visit the SAND collection included 25 artifacts classified as ethnology. Objects in the collection include: beaded clothing (moccasins and leggings), pipes, beaded bags, rattles, a bow and arrows, a roach, a blanket, a saddle, a beaded rosette from a blanket strip, and a Sundance whistle.

Objects to be acquired

The park will continue to acquire ethnographic material as a result of material culture affiliation studies, donations, exhibit plans, or other park planning documents. Historic original Arapaho and Cheyenne ethnographic objects while a high priority to acquire if they have supporting documentation and meet or support meeting park goals and objectives, will likely comprise a small part of the collection.

If cultural demonstrations are held at SAND, the park will be in an excellent position to not only record the name of an object’s maker, how the object was made, and the materials it was made from, but also the on-going creation of the object itself. Such well-documented artifacts and objects, while modern, will undoubtedly become significant objects in the near future as traditions change and the cultural nuances of creating material culture are lost. When obtaining

primary acquisitions the following, along with any additional criteria adopted by the park, should be considered:

- Supporting interpretive programs and research goals where cultural and natural resources are intertwined.
- Documenting methods or objects that are made following traditional methods and using traditional materials in an effort to support the preservation of Arapaho and Cheyenne cultures.
- Include examples of well documented objects that support an understanding of significant traditional activities, both daily life and ceremonial or spiritual events, by the general public.

Associated Records

Records and data associated with ethnographic objects are retained as part of the museum collection and cataloged within ICMS as archival collections. These records may include field notes; interview schedules, tapes (video and audio), and interview transcripts; negatives, prints and slides; data sheets (all subject to restrictions of confidentiality, if any); artifact inventories; analytical study data; computer documentation and data; reports generated by ethnographic investigations; as well as any other documents generated through ethnographic field work. For further information, see Archival Collection, Associated Records – Cultural History section.

3. History Collection

The history collection includes objects that represent the interpretive themes outlined in the introduction and may also include important objects related to the history of the park. Priority for acquiring historical objects is given to the best-documented, site-related objects consistent with the recommendations of approved interpretive plans, exhibit plans, historic research, and other research or resource management initiatives. If a large quantity of unprovenienced or period objects may be available, priority is given to acquiring the best preserved examples but only when appropriate to supporting identified interpretive themes or resource management goals. Existing and anticipated history collection acquisitions include:

Historic Objects

Objects in the collection: According to the 2009 CMR and the park's Accession data, SAND currently has no objects classified as "history" objects in the museum collections. Historic archeological artifacts are classified and cataloged as "archeology."

Objects to be acquired: Future collection activity in this area will concentrate on the acquisition of outstanding examples of objects directly associated with the site's significance and currently

not represented in the collection. Such acquisitions will meet resource management and interpretive criteria referenced above, or support addressing a goal noted in the park's General Management Plan, future exhibit plans, or other planning documents. This will ensure that the history collection is relevant to the interpretive and research needs of the park.

Historic Fabric

Objects in the collection: There is no historic fabric currently in the collection.

Objects to be acquired: If original fabric is removed from a designated historic structure during preservation and repair projects, a representative sample or portion of the character defining elements of the fabric or building hardware will be preserved and accessioned into the museum collection, along with any associated documentation. Significant architectural materials removed from historic structures in the park will need to be carefully evaluated and considered for preservation. Associated project files and compliance records belong in the park archives. Currently the park has no historic structures.

Modern Artwork

Objects in the collection: The SAND collection presently includes no examples of modern art such as water color paintings done by a local artist highlighting and portraying the site or possibly a depiction of the massacre.

However, SAND does have modern 2 paintings in its custody that are the property of an affiliated tribe. While currently not considered part of the museum collection, but as an incoming loan, the park is committed to the preservation and security of the paintings.

Objects to be acquired: All park-owned artwork located in public spaces, hallways, and offices that are not already accessioned and cataloged should be carefully evaluated for possible inclusion into the museum collection. Evaluation criteria include age, monetary value and ability to support park programs and goals, as well as the park's ability to care for the artwork. Works of art by well known and accomplished artists, with subject matter depicting the Sand Creek Massacre site or the historic massacre, along with pertinent aspects of Cheyenne or Arapaho culture, are of priority. SAND provided funding to the Northern Cheyenne, Northern Arapaho, and the Arapaho and Cheyenne Tribes of Oklahoma to commission a painting representing their version of Sand Creek. The paintings are expected to become part of the park's museum collection and placed on exhibit.

Site-Related Memorabilia

Objects in the collection: SAND currently has no site-related memorabilia in the museum collection.

Objects to be acquired: SAND will evaluate site-related memorabilia and commemorative objects on a case-by-case basis. Factors that will be considered include availability of items, rarity, available storage space, interpretive value, and the park's ability to care for the objects. Items that may become available could relate to the celebration(s) covering the establishment of the park and, if such items were created, representative objects commemorating the annual Healing Runs, or other significant events.

4. Archival Collection

Policy and procedures for archival collections and records management are outlined in NPS *Management Policies* (2006), Director's Order #19: *Records Management* (2001), the *Museum Handbook*, Part II, Appendix D: Archives and Manuscript Collections, and the NPS *Records Disposition Schedule* (2003).

Museum records are those associated with accessioning, cataloguing, and management of museum objects. In accordance with the *NPS Museum Handbook*, Part II, the museum curator maintains these records. In the case of SAND, the BEOL Curator maintains associated records and is responsible for the park's Accession Book. All records that are directly associated with museum objects (e.g., conservation treatment reports, catalog records, etc.) are managed as museum property. These records are not cataloged into the museum collection.

The museum collection archives are those materials that are collected, cataloged, and preserved to support the mission of SAND and are significant resources relating specifically to the cultural and natural history of the park. These and other resource management records are preserved as part of the archival and manuscript collections because they document and provide an information base for the continuing management of the park's resources. The limits of the archival collection will be determined by the existence and availability of associative collections (i.e., specimens and/or other related documentation) and current and future resource management projects. The park will only accept non-NPS created photographs and oral histories which have appropriate Deed of Gift and supportive release documentation, except under certain circumstances such as those associated with tribal consultations.

The park will collect photographs, personal papers, ephemera, electronic records, documents, and manuscripts documenting SAND and may include the following general categories:

Primary History Sources

Documents in the collection: There are primary history source materials in the SAND collections. They include various materials directly associated with the establishment of the site.

Documents to be acquired: Original historic diaries, historic letters, journals, maps, newspapers, military papers, etc. that offer primary information about events at SAND, especially those associated with the 1864 massacre, or documenting other important related historic or culture history events should be obtained when they become available. Upon

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acquisition, newspaper articles should be photocopied in an archival format because of the preservation issues associated with newspapers. Only the photocopies will be cataloged unless a particular newspaper has intrinsic historic (rather than informational) value.

Oral Histories

Materials in the collection: Oral history tapes are located in SAND accessions SAND-00001 and -00006. The park collections include approximately 74 oral history audio tapes (37 are copies of the original) and 1 video tape of interviews with descendants of the massacre.

The oral history tapes, particularly those included in Accession SAND-00001 have different copyright agreements, depending upon the tribe. For example, the oral histories done with the Northern Arapaho Tribe are copyrighted. The finding aid for accession SAND-00006, under “Restrictions:” states that “This collection contains materials [related] to the Native American Graves Protection and Repatriation Act.” And under “Copyright:” states that “No copyrighted materials are contained in this collection.”

Objects to be acquired: Oral history interviews that document affiliated tribal history, as it pertains to the Sand Creek Massacre, pertinent cultural lifestyles, recollections of previous land owners and park neighbors, “early” park employee activities (understanding this is a ‘very young’ park), continuing park planning and development, and park events should be systematically recorded and added to the collection.

Photographic Collections

Materials in the collection: The SAND archival accession (SAND-00001 and -00006) includes approximately 700+ slides, photographs, and negatives. Additional photographic material should also be present in the other resource management accessions.

The majority of the photographic materials in the SAND collection are part of the documentation of park planning activities and cultural resource or natural history field research. Other images document park events and related cultural activities. The images are traditional black and white or color varieties and are either printed or in an electronic format.

Objects to be acquired: Additional photographic images documenting the people, use, structures, history, natural and cultural research, ecosystem changes, and significant current events of SAND should be acquired (with complete information documenting the content and purposes of the photographs) as they become available. When people are included in the photographs, releases need to be signed by the people to give the park the widest possible use of the image in the future.

Copies of photographs will not be added to the museum collection unless the original is very difficult to access. The park’s ability to use the image should be clearly documented and

accompany the acquisition. This documentation is critical whether the photograph becomes part of the museum collection or part of the library or interpretive reference collection.

Copyright Note: If the park cannot ascertain if images are in the public domain, or the park does not have a Deed of Gift transferring copyright to the National Park Service, the images cannot be published in any print formats, on the World Wide Web, or in exhibits, subject to Copyright laws (i.e., until they pass into the public domain). However, they are still available for staff and public research.

Parks routinely acquire copies of images for reference and interpretive purposes. Where the institutions or people who own the copyright have not transferred the copyright to the park, it is critical to ensure the use restrictions are available and understood.

Video/Film Materials

Materials in the collection: Two of the collections include various audio tapes and video tapes, (accession SAND-00001 and -00006). Approximately 16 videos (5 are copies) and films are included in these 2 accessions.

Objects to be acquired: The collection should include any video documentation of the park events including cultural history demonstrations, special events, future archeological surveys and excavations, future and on-going natural history research, NPS anniversary events, and other special events involving the park or park staff. Other films made in, about, or by the park should also be acquired. The park may consider adding video tapes provided by the Cheyenne and Arapaho documenting their culture, folklore, and traditions.

Rare Books

Books in the collection: NPS Conserv O Gram 19.1, “What Makes a Book Rare” is an excellent reference when staff need guidance on how to decide whether or not a book is “rare.” There are currently no rare books in the parks museum collection.

Books to be acquired: Rare books documenting early exploration, the massacre, and the resources of SAND should be acquired, if available. Efforts should be made to identify, collect, and curate books, pamphlets, etc. directly related to the park’s resources, issues, organizations, or personnel.

Books that will not be acquired: Rare books that do not directly relate to the historical theme(s), significant events, and resources of the park will not be acquired for the museum collection. Such books may have research value, however, and should be managed as part of the park’s library collection.

Electronic data

Material in the collection: The SAND collection includes a wide range of electronic data based upon the project accession data. Much of the material is not yet cataloged into ICMS and is being recorded as part of on-going research activities.

Objects to be acquired: All electronic data created under research permits, during park staff research projects, and in completing planning documents should be retained as part of the collection. These may include digital images and other digital project records, GIS data, and computer documentation and data.

Note: Whenever feasible, electronic records will be printed (via stable, long-term techniques) to provide a hard copy for the museum archives. If printing is not feasible or preservation of the electronic format is critical, migration schedules and funding must be established upon acquisition of the data to ensure the museum collection information remains accessible and useful as technology changes in the future.

Associated Records – Cultural History

Documents in the collection: This category includes associated records from several cultural and natural field investigations. These records commonly include field notes and catalogues; daily journals; maps and drawings; photographic negatives, prints, and slides; videotapes; raw data sheets; remote sensing data; copies of contracts, correspondence, repository agreements, specialists' reports, and analyses; reports and manuscripts; artifact preparation and conservation treatment records; field specimen inventories; analytical study data; computer documentation and data; tabulations and lists; reports on all samples lost through destructive analysis

Documents to be acquired: If they become available, records associated with previous archeological excavations or cultural studies undertaken in the park should be acquired. See Appendix 3 for a sample list of park cultural (and natural) projects for which there should be associated records. All ongoing and future cultural history studies, whether conducted by an ethnographer, historian, museum curator, or other specialist done at the park should also be incorporated into the collection as those studies are completed.

Associated Records – Natural History

Documents in the collection: SAND natural history research project associated records, covering birds, mammals, insects, plants, fish and other park resources, should be accessioned into the collection, if not already included in the relevant accessions. See the Biology/Geology/Paleontology Associated Records section below for a list of the types of associated records commonly created as part of natural history research projects.

Documents to be acquired: All associated records from past research projects (including I&M research) and other on-going or future natural history research projects should be acquired.

Biology/Geology/Paleontology Associated Records: All associated records generated from scientific research done by NPS and non-NPS researchers, focusing on the fauna, flora, geology, climate, air quality, water quality, and soundscape preservation within the park will be acquired. All records associated with collected specimens are retained in addition to the specimens as part of the museum collection. Such archival collections supplement future researchers' understanding of these collected specimens. These records include field notes and catalogues; daily journals; maps and drawings; photographic negatives, prints, and slides; videotapes; sound recordings; raw data sheets; remote sensing data; copies of contracts, correspondence, repository agreements, specialists' reports, and analyses; reports and manuscripts; specimen preparation records; conservation treatment records; specimen inventories; analytical study data; computer documentation and data; tabulations and lists; and reports on all scientific samples lost through destructive analysis. The disposition of this material is specified in the collecting permit through the Park-Specific Conditions added to the permits. Project follow-up is required to ensure that the park maintains the scientific value of the museum collection and results of the research are preserved.

Special Studies

Documents in the collection: Special studies in the collection should be outlined in an archival finding aid as the archives are cataloged.

Documents to be acquired: These collections consist of a wide variety of management-related studies conducted as separate projects under NPS direction. Documents, meeting records, correspondence, and the final report from special studies conducted in the park (i.e. ethnographic, archeological and other cultural projects, and fish, plant, bird surveys and other natural history studies, Special Resource Studies, etc.) should be incorporated into the collection.

Park Resource Management and Administrative History Documents

Documents in the collection: This collection commonly includes papers, drawings, photographs, etc., relating to NPS management of the site, including administration, cultural resources, natural resources, interpretation, and maintenance of SAND or materials not considered associated records. Park planning documents in the collection may include: Resource Stewardship Strategy (when completed); GMP; Environmental Assessments; Long Range Interpretive Plan or equivalent; and other major park plans.

Documents to be acquired: Records and manuscripts documenting park activities, past and present, including administrative records, park planning documents (such as the GMP public meetings), resource management reports, building, road, and trails files, photographs, maps, drawings and ephemera such as park awards and memorial plaques, will be collected and maintained as part of the park's museum collection. The newly revised NPS-19, Appendix B (5/2003) defines which central file codes are "resource management records" and should, therefore, be retained in the park archives. The NPS retention schedule is slated to be updated by

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the end of 2010 or shortly thereafter; it will replace the older version and become the official NPS guidance.

The park's 106 Compliance files, the Museum Management Plan, and documents relating to the past and ongoing management of the park should be evaluated and considered for inclusion into the collection. Papers, reports, drawings, photographic images, etc. relating to the management, preservation, issues, and interpretation of SAND should be acquired. Relevant materials are located in various park offices, central files, and the library. These materials need to be evaluated and incorporated into the museum collection, as appropriate. New, relevant documents will be generated in the future. The development of these collections should occur in close cooperation with park management, division chiefs, and the park records officer, if one has been designated. Some administrative archival records may be found in SAND or BEOL files and others are in the Denver Regional Office or with the Denver Service Center.

In accordance with Director's Order #19: *Records Management* (2001) and the NPS *Records Disposition Schedule* (2003), the park should consider forming a Records Management Committee to examine all current park files before they are transferred to the National Archives and Records Administration or disposed of, to ensure the retention of copies of important official records in the park. This may be the same staff that comprises the Museum Advisory Committee. Other materials to be retained include: materials related to scientific studies and resource management activities; oral histories; historic resource studies and similar reports; and photographs, blueprints, specifications, and other items documenting facility development. Retained materials are managed as part of the museum collection while copies may be placed in the park library or used on an on-going basis, essentially as desk references, by staff.

Library Materials

In accordance with NPS *Management Policies* (2006), rare books, certain books that technically are not rare, and other library materials retained for their physical properties, associative value, or for purposes of exhibition in museum exhibits or historic furnished rooms, will be managed as part of the park's museum collection.

Traditional library materials are not managed as part of the park's museum collection. Policies and procedures covering library materials are outlined in NPS *Management Policies* (2006), Chapter 5; DO-28, *Cultural Resource Guideline*. Park staff should consider developing a Scope of Collection Statement for the library that would guide the acquisition of library materials to enhance the park's overall management, research, and interpretive goals.

B. Natural History Collection

As noted above, the terrestrial and aquatic habitats of SAND support a variety of native and introduced plants, animals, and other living organisms.

While considered a foundation for further study and primarily based upon an ethnological and ethnohistorical literature review, the 2007 ethnological and ethnohistorical assessment of ethnobotanical resources for SAND and BEOL reported 13 plants that had “explicit religious or spiritual value to the Arapaho” (Campbell, 2007, p. 120) and 84 plants had “explicit or religious value for the Cheyenne” (Campbell, 2007, p. 249). “Of the species occurring at the Sand Creek National Historic Site, Twelve species are identified as significant to the Arapaho and 26 flora resources for the Cheyenne.” (Campbell, 2007, p. 1042). Natural history research permits should take into account how culturally significant plants and other life forms, along with their respective habitats, may be affected by the research to the extent this is possible.

No federally listed Threatened and Endangered (T & E) or candidate species have been reported at SAND. The T & E designations are defined and described in more detail later in this section of the SOCS for information purposes. Several Federal and State listed species are reported in the SAND area, but not at the historic site. These are outlined in the 2006 Interim Site Management Plan.

Among the special interest populations are 6 species considered of “state concern” by the state of Colorado and 5 considered “threatened” by the state of Colorado.

The Colorado listed “threatened” species are the following:

- Burrowing Owl (*Athene cunicularia*)
- Arkansas Darter (*Etheostoma cragini*)
- Lesser Prairie Chicken (*Tympanuchus pallidicinctus*)
- Mountain Plover (*Charadrius montanus*)
- Plains Ambrosia (*Ambrosia linearis*)

The Colorado listed species of “state concern” detected at SAND include:

- Black-Tailed Prairie Dog (*Cynomys ludovicianus*)
- Ferruginous Hawk (*Buteo regalis*)
- Northern Leopard Frog (*Rana pipens*)
- Prairie Gentian (*Eustoma grandiflorum*)
- Swift Fox (*Vulpes velox*)
- Texas Horned Lizard (*Phrynosoma cornutum*)

The 2009 SAND CMR reports 1000 biological specimens as part of the catalog backlog; additional specimens are covered by accessions (e.g., SAND 0008) but are not yet included in the CMR totals since the research was considered on-going in 2008-09. The biology collection will experience growth over the next several years due to the on-going service-wide Inventorying and Monitoring Projects, and other research either underway or planned in the park.

There are no geology or paleontology specimens in the collection at this time.

Purpose

The purposes of natural history collections are to support scientific research, interpretation, resource management and education; provide baseline data of park natural resources; document changes these resources are undergoing because of internal park conditions and external effects; preserve important or locally significant species collected in response to specific research or interpretive needs; and to guarantee the protection of important natural specimens whose *in situ* preservation cannot be assured.

The natural history collection must support goals associated with the above purposes. This will ensure that only well-documented and appropriate specimens are retained. Future growth of the collection should be guided by:

Authorized scholarly research and selective acquisition based on:

- Needs identified in the park's General Management Plan, Resource Stewardship Strategy (when completed), and other applicable park planning documents and resource studies
- Service-wide initiatives such as the Natural Resource Challenge
- Enhancing understanding of and promoting increased stewardship of the park's ecosystem
- Inventorying and Monitoring Activities
- Regulatory and compliance activities such as those mandated by the National Environmental Policy Act of 1969 (NEPA), as amended, are to be followed
- Documentation of ecosystems, of State or Federal listed species occurrence, habitat, threats, and recovery

Scholarly research may be conducted by park or non-park scientists. All collecting activities must be in compliance with 36 CFR 2.5, the Research Permit and Reporting System (including the park-specific permit conditions), Director's Order #77: *Natural Resource Protection* (under development), and NPS *Natural Resources Management Guideline* (1991). All park staff and researchers must comply with applicable State and Federal laws regulating collecting, documenting collections, and other associated activities. No non-park collector can work in the park without first obtaining a signed permit. To ensure consistency in collecting activities, park scientists should also be required to obtain a signed permit. The collection section of the permit application must be completed, documenting where collections of specimens and associated records will be housed. Questions related to collecting within the park should be addressed to the park's research coordinator.

Natural history specimens should be collected selectively so that only well documented and appropriate specimens are retained. The natural history collection may include representative specimens found in the park and in adjacent lands (if approved), type specimens, voucher

specimens, and environmental monitoring samples. Types, in particular, represent important scientific collections and are managed as controlled property. Type specimens must be identified as such in label information and associated catalog records. The various classifications of type specimens most commonly used are described below:

- **Holotype:** The single specimen or illustration designated as the type for naming a species or subspecies or used as the basis for naming a species or subspecies when no type has been selected.
- **Isotype:** Any duplicate specimen of the holotype.
- **Lectotype:** A specimen or illustration designated as the type when no holotype was indicated at the time of the publication. If possible, the lectotype should be selected from the syntypes or original material.
- **Syntype:** Any one of two or more specimens cited in the protologue when no holotype was designated, or any one of two or more specimens simultaneously designated as types in the original description. Monographers are urged to select a lectotype from among the syntypes whenever possible.
- **Neotype:** A specimen or illustration selected as the type when all of the material on which the name of the taxon was based is missing.
- **Paratype:** A specimen cited in the protologue that is neither the holotype, isotype, nor one of the syntypes. These are often listed as representative specimens in the original description.
- **Epitype:** A specimen or illustration selected to serve as an interpretive type when the holotype, lectotype, or previously designated neotype, or all original material associated with a validly published name, is demonstrably ambiguous and cannot be critically identified for purposes of the precise application of the name of the taxon.

All records associated with collected specimens are to be maintained as part of the museum collection. These records include field notes and catalogues, daily journals, maps and drawings, photographic images, audio and video tapes, raw data sheets, remote sensing data, copies of contracts, correspondence, repository agreements, specialists reports and analyses, reports and manuscripts, specimen preparation records, conservation treatment records, reports on all scientific samples lost through destructive analysis, inventories, analytical study data, computer documentation and data, etc. The disposition of this material must be specified in the collecting permit to ensure that the park maintains the scientific value of the museum collection.

Natural resource specimens collected outside the park boundaries will not be included in the collection unless the specimens are required to illustrate interpretive exhibits, to augment specific park-related research projects, or to demonstrate effects on park resources. Written permission from landowners or appropriate officials is obtained when collecting occurs on their land. This documentation or copies must become part of the museum collection's accession file.

Taxidermy and freeze-dried specimens will be obtained only when a specific need (such as for an exhibit) is identified. Specialty collections such as frozen or other types of tissue samples are beyond the capability of the park to preserve. If they are collected and held by other repositories, they will be accessioned and cataloged in the park's collection.

The category, "Status of T&E species," refers to species considered endangered, threatened, proposed for listing, or as a candidate species by the US Fish and Wildlife Service, and those species considered endangered, threatened, or a species of special concern by the Convention on International Trade in Endangered Species (CITES) as of July 2004 or possibly by the State government. Researchers must comply with all legal restrictions regarding protected species, as well as Federal, State, and other permitting requirements for all proposed collections.

The natural history collection is divided into three disciplines: biology, geology, and paleontology. Resource management and project documents/data associated with biology, geology, or paleontology research are to be retained as part of the park's museum collection archives. The following list identifies the categories of specimens that are to be included in the museum collection and notes their current representation.

1. Biology

The FY2009 CMR lists a backlog of 1000 biological specimens; all are herbarium specimens. Inventory and Monitoring and other research projects have been accessioned, but the estimated number of specimens has not yet been recorded in the ICMS database. Specimens and original associated records will be housed either at the park or at various partner universities and museums through the provisions of outgoing loan or repository agreements.

Flora

Specimens in the collection: 1000 herbarium specimens are in the park's collection (2009 CMR data). The herbarium represents a large percentage of species occurring in the park.

Specimens to be acquired: Each species of vascular and non-vascular plant growing in the park should be represented by at least one herbarium specimen, including roots, fruit, and flower, whenever possible. Additional specimens illustrating important variations in form or color and hybrids may also be represented by herbarium specimens.

Collecting of additional specimens would be associated with needs identified in the park's Resource Stewardship Strategy (when completed), Inventory and Monitoring research plans, and as needed to voucher other research projects. Researchers must comply with all legal restrictions regarding protected species, as well as Federal, State, and other permitting requirements for all proposed collections.

Fungi

Specimens in the collection: There are currently no specimens cataloged in the collection.

Specimens to be acquired: Each species of fungi growing in the park should be represented by at least one herbarium specimen, whenever possible. Additional specimens illustrating important variations in form and color and hybrids may also be represented by fungi specimens. Collecting of additional specimens will be associated with needs identified in the park's Resource Stewardship Strategy (when completed), Inventory and Monitoring needs, and as needed to voucher other research projects. Researchers must comply with all legal restrictions regarding protected species, as well as Federal, State, and other permitting requirements for all proposed collections.

Mammals

Specimens in the collection: There are currently no specimens cataloged in the collection.

Specimens to be acquired: The goal of this collection is to document the species within the park and to establish baseline data. Much of this information can be obtained with photographic documentation, unless accidental death occurs. As such, the park may choose to document the mammal species through live captures and photography rather than actual specimens. However, voucher collections provide data (morphological measurements, DNA, etc.) that cannot be obtained from photographic documentation. There will be occasions when it will be necessary or desirable to collect additional mammal specimens. At a minimum, the collection should have one good study skin and skull of an adult male and an adult female for each species. Immature individuals may also be represented when found to show significant differences from adults. The collection may also include the minimum number of specimens needed to illustrate the range of morphological differences present in the species, seasonal and transitional stages of pelage, and local variations. Additionally, complete skeletal remains, hides, casts of tracks of fore and hind feet, and scats may also be collected. T&E specimens should only be added only if accidental death occurs. Collecting of additional specimens will be associated with needs identified in the park's Resource Stewardship Strategy (when completed), Inventory and Monitoring needs, and as needed to voucher research projects. Researchers must comply with all legal restrictions regarding protected species, as well as Federal, State, and other permitting requirements for all proposed collections.

Birds

Specimens in the collection: There are currently no specimens cataloged in the collection.

Specimens to be acquired: Each species of bird found in the park should be represented by photographs or, if not endangered or threatened, by a minimum of one adult of each sex and a specimen of each distinctive developmental form. Preference will be for photographic documentation unless accidental death occurs. The collection should also include the minimum

number of specimens needed to illustrate morphological differences found in the species or to demonstrate local variations. T&E species should be added only if accidental death occurs. Sound and/or video recordings of bird songs and calls would also be appropriate additions. Additional collecting of specimens will be associated with needs identified in the park's Resource Stewardship Strategy (when completed), Inventory and Monitoring needs, and as needed to voucher research projects.

Non-NPS researchers and park staff must comply with all legal restrictions regarding protected species, as well as Federal, State, and other permitting requirements for all proposed collections. For example, the park needs to have a current salvage permit, issued by the Fish and Wildlife Service, to collect dead raptors and other protected species, even when found dead.

Reptiles and Amphibians

Specimens in the collection: There are currently no specimens cataloged in the collection.

Specimens to be acquired: Each species of reptile or amphibian found in the park should be represented by photographs or, if not endangered or threatened, by at least one adult of each sex and a specimen of each distinctive developmental form. The collection may also include the minimum number of specimens needed to illustrate morphological differences found in the species or to demonstrate local variations. Preference will be for photographic documentation unless accidental death occurs. T&E species should be added only if accidental death occurs. Collecting of additional specimens will be associated with needs identified in the park's Resource Stewardship Strategy (when completed), Inventory and Monitoring needs, and as needed to voucher research projects. Researchers must comply with all legal restrictions regarding protected species, as well as Federal, State, and other permitting requirements for all proposed collections.

Fish

Specimens in the collection: There are currently no specimens cataloged in the collection.

Specimens to be acquired: Each species of fish found in park waters should be represented by photographs or, if not endangered or threatened, by a limited number of specimens, including adult and juvenile specimens of each sex, and the limited number of specimens required to document morphological differences within the species. T&E species should be added only if accidental death occurs. Additional collecting of specimens will be associated with needs identified in the park's Resource Stewardship Strategy (when completed), Inventory and Monitoring needs, and as needed to voucher research projects. Researchers must comply with all legal restrictions regarding protected species, as well as Federal, State, and other permitting requirements for all proposed collections.

Insects and Arachnids

Specimens in the collection: One Accession (SAND-0008) includes insects. However, there are currently no specimens reported on the 2009 CMR as either cataloged or as a backlog.

Specimens to be acquired: Each insect and arachnid family occurring in the park should be illustrated by at least one adult specimen. Insect larvae and soft-bodied arachnids may be preserved in fluids. Species of importance to park management (e.g., parasites, museum pests, and others potentially requiring control measures) should be similarly represented. Additional collecting of specimens will be associated with needs identified in the park's Resource Stewardship Strategy (when completed), Inventory and Monitoring needs, and as needed to voucher research projects. Researchers must comply with all legal restrictions regarding protected species, as well as Federal, State, and other permitting requirements for all proposed collections.

Other Invertebrates

Specimens in the collection: There are currently no specimens cataloged in the collection.

Specimens to be acquired: Invertebrates, both aquatic and terrestrial, should be represented in the collection by the minimal number of specimens required to adequately document them. Protected species should be added only if accidental death occurs. Additional collecting of specimens will be associated with needs identified in the park's Resource Stewardship Strategy (when completed), Inventory and Monitoring plans, and as needed to voucher research projects. Researchers must comply with all legal restrictions regarding protected species, as well as Federal, State, and other permitting requirements for all proposed collections.

Associated Records

All records associated with specimens collected in conjunction with biological research are retained in addition to the specimens as part of the museum collection. Such archival collections supplement future researchers' understanding of these collected specimens. These records include field notes; daily journals; maps and drawings; photographic negatives, prints, and slides; videotapes; sound recordings; raw data sheets; remote sensing data; copies of contracts; correspondence; repository agreements; specialists' reports and analyses; reports and manuscripts; specimens inventories and field catalogs; analytical study data; computer documentation and data; tabulations and lists; and reports on all scientific samples lost through destructive analysis. The data is important even if specimens are not collected or permanently retained. For more information regarding additional materials to acquire, see Section 4. Archival Collection, Associated Records – Natural History section.

2. Geology

Specimens in the collection: There are no specimens classified as geology in the collection.

Specimens to be acquired: The minimum number of hand specimens, soil specimens, and mineral specimens required for the documentation of rock types, formations, soils, and minerals found in the park may be collected with appropriate permits and documentation. Additional specimens may be collected if needed to illustrate variations in the structure or composition of the above units. Other specimens may be collected to serve as scientific reference or comparative materials for analyzing archeological artifacts. Collecting of specimens will be associated with needs identified in the park's Resource Stewardship Plan (when completed), and as needed for approved research projects.

Associated Records

All records associated with specimens collected in conjunction with geological research are retained in addition to the specimens as part of the museum collection. Archival collections supplement future researchers' understanding of these collected specimens. These records include field notes; daily journals; maps and drawings; photographic negatives, prints, and slides; videotapes; sound recordings; raw data sheets; remote sensing data; copies of contracts; correspondence; repository agreements; specialists reports and analyses; reports and manuscripts; specimen inventories and field catalogs; analytical study data; computer documentation and data; tabulations and lists; reports on all scientific samples lost through destructive analysis. For more information about acquisition of geology associated records, see Section 4. Archival Collection, Associated Records - Natural History section.

3. Paleontology

Specimens in the collection: There are currently no paleontology specimens in the collection.

Specimens to be acquired: There are no plans to develop a paleontology collection at this time, unless previously unknown deposits are discovered. In that event, each species found in the park should be represented by the minimum number of specimens required to fully document the horizontal and stratigraphic range of the species and the various habitats in which each species was fossilized.

Associated Records

All records associated with specimens collected in conjunction with paleontological research will be retained in addition to the specimens as part of the museum collection. Archival collections supplement future researchers' understanding of these collected specimens. These records include field notes; daily journals; maps and drawings; photographic negatives, prints, and slides; videotapes; sound recordings; raw data sheets; remote sensing data; copies of contracts;

correspondence; repository agreements; specialists reports and analyses; reports and manuscripts; specimen inventories and field catalogs; analytical study data; computer documentation and data; tabulations and lists; reports on all scientific samples lost through destructive analysis. For more information about acquisition of paleontology associated records, see Section 4. Archival Collection, Associated Records – Natural History section.

SECTION III: MUSEUM COLLECTIONS SUBJECT TO THE NATIVE AMERICAN GRAVES PROTECTION AND REPATRIATION ACT OF 1990

Each NPS SOCS includes a standards section referencing the Native American Graves Protection and Repatriation Act (NAGPRA) of 1990, 25 USC 3001-13. SAND has been implementing and continues to comply with the provisions of NAGPRA. The SAND museum collection (i.e., “owned” by the NPS) presently contains no unaffiliated human remains, associated or unassociated funerary objects, sacred objects or objects of cultural patrimony as defined by NAGPRA. Acquisition of human remains or other such material for the NPS collection is not anticipated. If human remains and associated grave goods are encountered in the field, requisite local legal requirements will be followed, as well as the inadvertent discovery provisions of NAGPRA.

From both a management and a partnership perspective, SAND clearly has developed special relationships with the affiliated tribes, the Northern Cheyenne, the Northern Arapaho, and the Cheyenne and Arapaho Tribes of Oklahoma. In the future the park may agree to hold repatriated NAGPRA materials on behalf of an affiliated tribe as an in-coming loan. When the transaction is being developed the park must ensure that all access, use, physical and spiritual care, and any other protocols or restrictions, along with day-to-day management responsibilities and liability concerns governing the material, are carefully documented and fully understood.

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SECTION IV: ACQUISITION

The park acquires objects for its museum collections by gift, purchase, exchange, transfer, field collection, and loan. Museum objects must be acquired, accessioned, and cataloged in accordance with the *Museum Handbook*, Part II, Museum Records. Acquisition of museum objects is governed by the park's ability to properly manage, preserve, and provide access to them according to NPS *Management Policies* (2006), Chapter 5. While 16 U.S.C. § 6 and other statutes provide NPS authority to accept donations, acceptance of a donation must still be consistent with other laws, such as the NPS Organic Act. Thus, for purposes of an Organic Act example, NPS could not accept a donation if it would impair park values and purposes. Director's Order #21: *Donations and Fundraising*, and its accompanying Reference Guide also include additional policy covering the acquisition of certain museum property.

Additions to the SAND collection should support the intent and spirit of the enabling legislation. In that regard, Section 5, Administration, contains language that is highly pertinent to the SAND museum collection acquisition process.

Section 5 of the enabling legislation states, in part, that The Secretary shall manage the site -

- (1) to protect and preserve the site, including— ...
 - (B) artifacts and other physical remains of the Sand Creek Massacre; and
- (2)(A) [Items that] 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 [assist in our mission 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.

The standards for managing museum objects are set forth in Director's Order #28: *Cultural Resource Management* (1998), *Cultural Resource Management Guideline* (1997), Director's Order #24: *NPS Museum Collections Management*, and the *NPS Museum Handbook*, Part I, Museum Collections and Part III, Access and Use. In accordance with NPS policy, the park will actively discourage the acquisition of gifts with restrictions or limiting conditions. Such restrictions include copyrights; the park will acquire copyrights to all incoming accessions to the extent possible and clearly note where copyright is not held or is in question.

Incoming museum collection loans will be acquired only for a particular purpose such as research or exhibition, and for a specified period of time. Exceptions may include items held for the affiliated tribes, essentially as an incoming repository loan. If material is held for the affiliated tribes, the agreement should clearly indicate access procedures, use protocols and liability. The condition of all such material should be carefully documented upon receipt. If temporarily removed from NPS custody for any reason the condition should again be documented before leaving and upon return to NPS custody.

Museum objects are acquired, accessioned, and cataloged in accordance with the NPS *Museum Handbook*, Part II, Museum Records.

The park will not be a partner to, or encourage in any way, the trafficking in illicitly collected materials. All acquisitions must be collected, exported, imported, transported, or otherwise obtained and possessed in full compliance with the laws and regulations of the country of origin, the United States federal government (including NAGPRA), and the State government, as applicable.

The acquisition of firearms included on the Bureau of Alcohol, Tobacco, and Firearms (ATF) list of prohibited/restricted weapons requires concurrent review by the regional curator and the regional law enforcement specialist.

The park superintendent, by delegation, represents the Director of the National Park Service and the Secretary of the Interior in accepting title to and responsibility for museum objects. The Superintendent will ensure that all collections acquired are in keeping with this Scope of Collection Statement before accepting the items as part of the permanent collection. The Superintendent bears the ultimate responsibility for the acquisition and proper care and management of the museum collection. The Superintendent has delegated the day-to-day care of the collection to the BEOL Curator.

All acquisitions must receive formal approval from the superintendent before they can be accepted into the museum collection. Upon receipt, all newly acquired objects and related documentation must be turned over to the curatorial staff person. The staff person prepares, for the superintendent's signature, all instruments of conveyance, and letters of thanks, acceptance, or rejection, and transmits them as appropriate, to the donor, lender, vendor, or other source of acquisition.

Strict criteria should be established to determine whether or not to accept loans in the future to ensure the accompanying work load and fiduciary responsibilities are justified. This may be of particular concern if large collections become available since materials will occupy the park's limited storage space, may rarely be accessed for research purposes, and will not be placed on public exhibit.

SECTION V: USES OF COLLECTIONS

The park's museum collection may be used for exhibits, interpretive programs, research, publications, or other interpretive media. The primary considerations for the use of museum objects are the preservation of each object in question or the collection as a whole, culturally appropriate uses, and accurate interpretation.

NPS *Management Policies* (2006), Chapters 5 and 7, state that parks will not exhibit Native American human remains or photographs of those remains. Drawings, renderings, or casts of such remains will not be displayed without the consent of culturally affiliated Indian tribes and Native Hawaiian organizations. The park will consult with traditionally associated peoples and villages within the park to determine the religious status of any object whose sacred nature is suspected but not confirmed. These consultations will occur before such an object is exhibited or any action is taken that may have an adverse effect on its spiritual qualities.

Researchers and other specialists may examine objects and archival materials under the conditions and procedures outlined in Director's Order #24: *NPS Museum Collections Management*, Director's Order #28: *Cultural Resource Management* (1998), *Cultural Resource Management Guideline* (1997), and in the soon to be developed park's written "Museum Collections Access Procedures."

Interpretive uses defined as consumptive must be authorized in advance, as outlined in Director's Order #24: *NPS Museum Collections Management*, Director's Order #28: *Cultural Resource Management* (1998), *Cultural Resource Management Guideline* (1997), and Director's Order #6: *Interpretation and Education* (Draft, 2002). The use of reproductions is preferred to the consumptive use of original objects.

Destructive analysis is a legitimate use of museum collections for approved research purposes when the impact is minor or when the object is common. In these cases approval by the superintendent is required. If an object is rare or significant, a request for destructive analysis should be reviewed by the Regional Curator (or equivalent) and may be approved only by the Regional Director, as outlined in Director's Order #24: *NPS Museum Collections Management*, Director's Order #28: *Cultural Resource Management* (1998) and *Cultural Resource Management Guideline* (1997).

Objects may be loaned to qualified institutions for approved purposes in accordance with NPS *Museum Handbook*, Part II, Chapter 5: *Outgoing Loans*. Institutions must meet accepted museum standards for security, handling, and exhibition of NPS museum objects. Sensitive materials may require additional conditions prior to a loan commitment. Expenses related to loans of museum objects, including shipping and insurance, will normally be assumed by the borrower. Incoming loan materials will not be loaned by the park to a third party without the consent of the owner(s).

Photographs of museum objects are made available to the public to provide an indirect use of the museum collection through publications and exhibits (including exhibits on the park website).

The park's collections may be illustrated in publications, subject to any copyright or other restrictions.

All exhibits containing museum objects must have proper security, appropriate environmental controls, and proper mounts to ensure the long-term preservation and protection of the objects.

SECTION VI: RESTRICTIONS

In accordance with NPS policies, restrictions in addition to those applying to the use of the museum collection outlined in Section V of this document are as follows:

In accordance with NPS *Management Policies* (2006) 7.5.5. “Consultation” and 5.3.5.5 “Museum Collections,” and DO #24: *NPS Museum Collections Management*, curatorial staff should consult with traditionally associated peoples and other cultural and community groups for whom the collection has significance. Archeological objects in the museum collection shall be made available to persons for use in religious rituals or spiritual activities in accordance with 36 CFR 79, Section 79.10(c), “Curation of Federally-owned and Administered Archeological Collections.” Requests to borrow non-archeological material for religious ritual or spiritual activities will be addressed on a case-by-case basis.

The park will not approve research on human remains and associated funerary objects without the consent of the affected group(s).

In accordance with the National Historic Preservation Act of 1966, as amended (16 USC 470 et seq.), the Archaeological Resources Protection Act of 1979, as amended (16 USC 470aa-mm), the National Parks Omnibus Management Act of 1998 (16 USC 5937), and NPS *Management Policies* (2006) 4.1.2 “Natural Resource Information” and 5.2.3 “Confidentiality,” the park may withhold from the public sensitive information concerning: rare, threatened, or endangered species; commercially valuable resources; minerals; paleontological resources; archeological and other cultural resources; objects of cultural patrimony and sensitive ethnographic information; information provided by individuals who wish the information to remain confidential; and the identities of individuals who wish to remain anonymous. Inquiries of this nature will be referred to the regional Freedom of Information Act (FOIA) and Privacy Act Officer for consultation and possible review.

Restrictions may be placed on the publication of images or manuscripts in the museum collection if these materials are subject to copyright, and the National Park Service does not hold the copyright or have the proper releases authorizing use of the images. Oral histories (audio recordings) are not available for public use or publications until signed release forms are obtained from the interviewees. Releases are also needed for the video-taped oral histories. According to the archival finding aids, certain oral history recordings in accession SAND-00001 are copyright protected by the tribe(s) and certain materials in accession SAND-00006 are NAGPRA related. Such restrictions must be accurately and fully documented, with information covering the nature of the restrictions readily available to park staff and all researchers.

Unless officially condoned as part of a formally permitted research project, endangered, threatened, or rare plants and vertebrate and invertebrate animals will be collected only when accidentally killed or when dead from natural causes. The collection of threatened, endangered, or rare plant and animal species will comply with NPS *Management Policies* (2006), be in accordance with the provisions of the Endangered Species Act of 1973, as amended, and will be strictly limited according to the applicable rules of the U.S. Fish and Wildlife Service.

The park will not knowingly be a partner to or encourage in any way the trafficking in illicitly collected materials.

Incoming loan materials will not be loaned by the park to a third party without the consent of the owner(s).

SECTION VII: MANAGEMENT ACTIONS

Scope of Collection Statement

This Scope of Collection Statement must be reviewed at least every five (5) years, and be revised when necessary, to remain supportive of and consistent with any changes in the park's mission. Any revision to this document requires the approval of the Superintendent.

Collection Management

As mentioned in the Executive Summary, on-site management responsibilities rest with the BEOL Curator, SAND Chief of Resources and Operations, and the Park Superintendent.

Restrictions covering certain oral history recordings in accession SAND-00001 and in accession SAND-00006 must be fully documented. Information covering the nature of the restrictions, along with being accurately and fully documented, must be readily available to park staff and all researchers.

If not already in place, signed release forms must be obtained for all oral and video-taped oral histories to make them useful tools for future research, educational activities, publications, and overall park management.

Develop a standard protocol to distinguish images, electronic or hard copy, obtained for reference or interpretive purposes that are to be maintained outside the realm of museum property. It will be critical to document what use rights the park has for these images so they can be used in exhibits, publications (including web site publication), and public interpretive programs. One useful online tool to help understand copyright considerations can found at: <http://librarycopyright.net/digitalslider>.

Continue to review and refine the park specific RPRS conditions. Ensure that cultural and natural history research permits address how culturally significant plants or other life forms, along with their respective habitats, may be affected by the research to the extent this is possible. Additionally, ensure the park Curator is thoroughly involved in the RPRS.

Any natural history specimens 'on-hand' at the park in offices, work areas, and the collections storage area need systematic evaluation of their suitability for inclusion in the museum collection. If they are not to be accessioned and cataloged, they should become part of an 'interpretive or teaching collection' or a 'consumable reference collection' and clearly marked to distinguish them from museum property.

Park-owned artwork located in public spaces, hallways, and offices that are not already accessioned and cataloged should be carefully evaluated for possible inclusion into the museum collection. Examples include the signed poster, "Sand Creek" by Gordon Yellowman located in the BEOL headquarters building and another signed ("5th Generation Survivor of Sand Creek

Massacre 1864”) Gordon Yellowman poster that was in the Superintendent’s office and moved to the Bally Building. Staff owned artwork should be marked as such.

Review on-hand park and tribal event-related memorabilia; include selected examples in the museum collection. An important example of event related memorabilia includes the photographs, digital data, posters, pins, t-shirts, correspondence, and other items related to the SAND dedication ceremony.

Consider further formalizing the 2 tribal paintings on loan to the park as incoming museum collection loans. At a minimum, ensure that the condition of the paintings is fully documented and all use, access, or other restrictions are clearly documented, agreed to by all parties, and readily available to potential researchers and park staff.

If the park agrees to hold repatriated NAGPRA materials on behalf of an affiliated tribe as an incoming loan, the transaction must ensure that all access, use, physical and spiritual care, and any other protocols or restrictions, along with day-to-day management responsibilities and liability concerns governing the material, are carefully documented and fully understood.

Establish a Museum Advisory Committee and a Records Management Committee or equivalents, as suggested previously in this SOCS.

Consider developing a ‘Field Collecting Standard Operating Procedure’ or equivalent to address collecting surface artifacts and natural history specimens, salvaging ‘found’ natural history specimens, or other typically non-permitted collecting that is either covered by regulations, policies, or guidance documents.

In addition, park staff will conduct research to determine if there are materials at other non-NPS repositories that need to be evaluated and possibly added to the SAND museum collection or data copied for use at the park, as funding becomes available.

Disposition of the Museum Collection

Cultural history collection materials are located in the collections storage area at BEOL or on loan to the Intermountain Museum Management Program repository in Tucson, AZ.

Natural history collections will be located at BEOL or at partner institutions, such as Colorado State University, as designated on approved permits. Other repositories may be used in the future, subject to the development of appropriate loan agreements.

Deaccessions

Pending further review (particularly of duplicated archival materials), there are no objects currently cataloged into the museum collection that may need to be deaccessioned if they are not of use to the park.

Selected Bibliography – References Reviewed

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Hanni, David

- 2005 Rocky Mountain Bird Observatory Report for the Southern Plains Inventory and Monitoring Network. Report on file with the NPS (Denver IMRO and Sand Creek).

Herhahn, Cynthia L. and Janet D. Orcutt

- 2005 Archeological Investigations at Sand Creek Massacre National Historic Site, October 12-13, 2005. Park Paper Sand-01. Archeology Program, Santa Fe, New Mexico, Intermountain Regional Office, National Park Service.

National Park Service

- 2000a Sand Creek Massacre Project Special Resource Study (SRS) and Environmental Assessment (EA) Vols. One and Two. National Park Service, Intermountain Region.
- 2000b Sand Creek Massacre Project Site Location Study Vol. One. National Park Service, Intermountain Region.
- 2003 Paleontological Resource Inventory and Monitoring, Southern Plains Network. National Park Service, Southern Plains Network.
- 2006 Interim Site Management Plan/Environmental Assessment April 2006. United States Department of the Interior, National Park Service.
- 2010 Draft Meeting Notes, Scope of Collection Statement Tribal Consultation, May 4-5, 2010. On file, Sand Creek Massacre National Historic Site.

Sovell, John

- 2008 Status and History of Prairie Dogs in Colorado and at Sand Creek national Historic Site. Department of the Interior, National Park Service.

Tilmant, Jim, et. al.

- 2006 Trip Report, Sand Creek Massacre National Historic Site, March 14, 2006; report in response to technical assistance request in evaluating what fish species may be present within several small ponds located along the 4 Big Sandy Creek" Memorandum on file at Sand Creek Massacre National Historic Site.

U.S. Congress

- 1998 Sand Creek Massacre National Historic Site Study Act of 1998. Oct. 6, 1998, 112 Stat. 1579, Public Law 105-243.
- 2000 Sand Creek Massacre National Historic Site Establishment Act of 2000. 16 USC 461. Nov. 7, 2000, 114 Stat. 2019, Public Law 106-465.
- 2005 Sand Creek Massacre National Historic Trust Act of 2005. 16 USC 461. Aug. 2, 2005, 119 Stat. 445, Public Law 109-45.

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APPENDIX 1 – SOCS Consultation Meeting Participants

May 4, 2010

Scope of Collection Statement meeting (SOCS) at Sand Creek Massacre National Historic Site

Participants:

Joe Big Medicine	Cheyenne-Arapaho, OK Cheyenne Rep	
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APPENDIX 2 – SAND COLLECTION ACCESSIONS

SAND-00001	05-30-02	Field Collection – Site Location Archives
SAND-00002	08-19-99	Gift - Archeology
SAND-00003	12-2-02	Gift - Archeology
SAND-00004	07-10-03	Field Collection - Archeology
SAND-00005	10-07 – 6/08	Field Collection - Herbarium
SAND-00006	06-20-08	Field Collection – Establishment Archives
SAND-00007	10-16-08	Gift - Ethnology
SAND-00008	07-01-04	Field Collection - Entomology
SAND-00009	09-30-10	Gift – History, Archives
SAND-00010	04-13/10	Incoming Loan, Remains of Sand Creek Massacre victim
SAND-00011	10-25-10	Gift, History, wooden support for remains in SAND-00010

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APPENDIX 3

Examples of SAND Projects for which there should be museum collection materials (archives at a minimum):

Architect's Field Report, Preliminary Park Planning and Brief Condition Assessment of Existing Facilities, Sand Creek Massacre National Historic Site, Paul Neidinger, National Park Service, 2005.

Archeological Reconnaissance of Two Possible Sites of the Sand Creek Massacre of 1864, Douglas D. Scott (National Park Service, Midwest Archeological Center), Anne Wainstein Bond (Colorado Historical Society), Richard Ellis (Department of Southwest Studies, Fort Lewis College), and William B. Lees (Oklahoma Historical Society), 1998.

Artifact Categories Potentially Represented at Sand Creek, Charles M. Haecker. (date?)

Geoarchaeological Assessment of the Sand Creek Massacre Site, Kiowa County, Colorado, Amy M. Holmes and Michael McFaul, Laramie Soils Service, 1999.

Geophysical Investigations at the Sand Creek Massacre Site, Colorado, Steven L. DeVore, 1999.

Fire Management Plan, Sand Creek Massacre National Historic Site, National Park Service, 2006.

Start-up Business Plan, Katariina Tuovinen, National Park Service, 2006

Historical Research on the Location of the Sand Creek Massacre Site, Interim Report No. 1, Lisa Wegmen-French and Christine Whitacre, National Park Service, Intermountain Region, 1998.

Historical Research on the Location of the Sand Creek Massacre Site, Interim Report No. 2, Lisa Wegmen-French and Christine Whitacre, National Park Service, Intermountain Region, 1999.

Historical Research on the Location of the Sand Creek Massacre Site, Interim Report No. 3, Lisa Wegmen-French and Christine Whitacre, National Park Service, Intermountain Region, 1999.

Preliminary Assessment of Wetland, Riparian, Geomorphology, and Floodplain Conditions at Sand Creek Massacre National Historic Site, Kevin Noon, PhD, Mike Martin, Joel Wagner, Larry Martin, and Alexa Roberts, PhD, 2005.

Ordinance Artifacts at the Sand Creek Massacre Site, A Technical and Historical Report, William F. Dawson. (date?)

Sand Creek Massacre National Historic Site, Newsletter, National Park Service, Spring 2004.

Sand Creek Massacre Project, Volume 1: Site Location Study, National Park Service, 2000.

Sand Creek Massacre Project, Volume 2: Special Resource Study (SRS) and Environmental Assessment (EA), National Park Service, Intermountain Region, 2000.

Sand Creek Massacre Special Study, Analysis of Aerial Photography from 1937-38, 1954, and 1975, Draft Report, Arthur K. Ireland, National Park Service, Intermountain Region, 1999.

The Search for the Sand Creek Massacre, Chuck and Sheri Bowen, 1999.

Topographic survey of area around building, National Park Service, Intermountain Region, 2006.

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January 2011

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APPENDIX 4

SAND CREEK MASSACRE NHS

POLICY DIRECTIVE 7 (01/01/10)

Management of Offerings Left by Visitors

Sand Creek Massacre NHS has a single granite monument located at the visitor overlook. Visitors tend to leave various items on or about the monument. The items vary from coins, to natural items such as feathers, stones, sage, sweet grass etc, and various other personal items that may be considered significant by the tribes.

The Monument is defined as the stone structure located at the visitor overlook. This policy also includes various items left at the park's entrance gates, the visitor overlook post and rail fence, and the cemetery.

This policy does not include items left by tribal members along Big Sandy Creek, specifically prayer cloths.

Through various consultations, the NPS and the tribal representatives have made the following recommendations regarding the items left on or about the monument.

- All items covered by this policy will be managed monthly or as directed by the Chief of Operations.
- All items will be photographed in place before any action and photographed as they are separated by park staff.
- All money will be counted and added to the park's donation fund.
- All natural items will be scattered within the park to decompose.
- Any item considered by park staff to be significant will be shown to tribal representatives during consultations and disposed of as recommended.
- Trash items will be disposed of by park staff.
- All remaining items will be buried within the park as directed by the Chief of Operations. A GPS reading of the location will be taken and filed.

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APPENDIX 5: RESEARCH PERMIT PARK-SPECIFIC CONDITIONS

Sand Creek Massacre National Historic Site

Research Permit Specific Conditions

- 1) Legitimate Research--The applicant must be a bona fide researcher associated with a professional research organization (public or private) or an institution of higher education.
- 2) Necessary Research--There must be a compelling reason to do the research in Sand Creek Massacre National Historic Site rather than at another location, and this reason must be articulated in the Study Proposal or a cover letter.
- 3) Benefit to Park Management--The proposal should contain a clear statement of relevance of proposed research to Sand Creek Massacre National Historic Site or National Park Service needs or management issues, or relevance to the Cheyenne and/or Arapaho Tribes, or a justification of an overwhelming benefit to science or society.
- 4) 30 Day Minimum Review--The NPS will review all reports or papers intended for internal use and for public presentation. This review is only to insure accuracy, and not censorship. Depending on the nature of the proposed research the proposal may need to be reviewed by one or more of the Northern or Southern Cheyenne or Arapaho Tribes, in which case the review process may take longer than 30 days.
- 5) Transportation of Equipment--If the applicant plans to move equipment, supplies, or samples to or from his or her study site by means other than carrying them by hand/ backpack to the nearest road for transport, he or she must provide a description of how that will be accomplished. No vehicles will be permitted on the main service road during visitor hours.
- 6) No Permanent Study Sites--Special permission must be obtained from Sand Creek Massacre National Historic Site to establish a long-term or permanent study site. The site will be marked and recorded in such a manner as to be in compliance with the park's management policies. For short term marking, research plots may be marked with eight-penny nails or wooden stakes not to exceed 2"x 2"x 6", and must be driven in to be flush with the ground. Flagging or tapes may be used briefly while the researcher is on site, but must be removed before the researcher leaves the site.
- 7) Ground Disturbing Activities – No Ground disturbing activities will be permitted without review and consultation with an NPS archeologist, and with the written approval of the NPS. An archeologist may be required to be present during any research, and a formal archeological permit may be required.
- 8) No Radioactive Materials--No radioactive materials may be used in the park.
- 9) Park Regulations Must Be Followed--Researchers must comply with all park and National Park Service regulations except as specifically outlined in the Research Permit. A copy of the most recent Compendium is available upon request from the Chief of Natural Resources BEOL ((719) 383-5016). Researchers may not enter closed areas without permission from the Superintendent.
- 10) Carry Your Permit with You--All researchers and field assistants must have a copy of the current research permit while in the park, and present it upon request of any park representative.
- 11) Remove Your Equipment--Researchers are responsible for the removal of all research equipment at the end of their research projects.

12) Wildlife Care in the Field--If research projects involve handling or immobilizing animals and mortalities occur, they must be reported to the park's Chief of Natural Resources, BEOL (719) 383-5016) immediately. If more than 3% mortality occurs, the project will be halted immediately and the project will be reviewed and revised.

13) Sharing Data with the Park--Completed research will be made available to the park. This would include copies of all scientific publications and gray literature (both in electronic and hard copy form), all published data sets (upon their publication), and all unpublished data sets (within seven years of their collection). A presentation to park managers will be required upon completion of the project to explain the management implications of the completed work.

14) Specimen Collections-- Collecting or disturbance of any and all human remains or artifacts of human manufacture (bullets, cups, glass, arrowheads, etc.) is prohibited per the Archeological Resources Protection Act, Antiquities Act, National Historic Preservation Act, Native American Graves Protection and Repatriation Act, American Indian Religious Freedom Act, EO13007 on Indian Sacred Sites, and NPS regulations.

Field data, objects, specimens, and features obtained for preservation during inventory, monitoring, research, and study projects, together with associated records including copies of field notes, and reports, will be managed over the long term through the museum collection program of Sand Creek Massacre National Historic Site. Specimens that are not authorized for consumptive analysis remain federal property and will be labeled and cataloged into the NPS cataloging system (ANCS+, or its successor) in accordance with applicable regulations (36 CFR 2.5) at the researching institutions expense.

Collected specimens shall contain the following conditions:

- (1) Specimens placed in displays or collections will bear official National Park Service museum labels and their catalog numbers will be registered in the National Park Service National Catalog.
- (2) Specimens and data derived from consumed specimens will be made available to the public and reports and publications resulting from a research specimen collection permit shall be filed with the superintendent.

When the collection is to be housed by the collecting institution a repository agreement must be established between the collecting institution and the park. The collecting institution will be required to report on the condition of the collection annually, including digital images, and visits from park staff on a regular basis.

Last Updated: May 07, 2010