

# CHIEF PLENTY COUPS STATE PARK MANAGEMENT PLAN

*December 2000*

# **Plenty Coups Management Plan**

## **Final Plan Approval**

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Regional Supervisor

Date

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Division Administrator

Date

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Fish, Wildlife and Parks Director

Date

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CHIEF PLENTY COUPS STATE PARK  
MANAGEMENT PLAN  
EXECUTIVE SUMMARY

Park management will emphasize protection and respect for sacred sites, artifacts, historic buildings and sites; maintaining or increasing the level of services for the community and for tourists; and improvements to the park and museum interpretive program. Funding to implement this plan will come from a variety of state, federal, local and private sources.

The goal of this plan is to maintain the character of the historic and cultural elements within the park, while embodying Chief Plenty Coups' vision of education and cooperation between Indian and non-Indian peoples. Our guiding vision is to provide:

1. A spiritual and educational center to preserve and interpret Chief Plenty Coups' legacy and Apsaalooke culture;
2. A "recreation ground" and place of gathering for all cultures;
3. A place, including remnant natural areas, with intact native plant communities; and
4. An economic benefit to the Crow Tribe and Pryor Community, providing employment and support to regional economies.

Partnerships

The partnership with the Chief Plenty Coups Advisory Council (CPCAC) will be supported with an emphasis on tribal consultation, volunteer recruitment, general fund raising, and special events coordination and promotion.

The successful partnership between the Crow Tribe, Little Big Horn College, the CPCAC, Apsaalooke elders and cultural advisors and FWP will be utilized to care both spiritually and physically for the spiritual items in the park collections and to collect, catalog and store oral histories. Relationships with the Montana Historical Society and regional museums will be expanded and formalized.

Park staff will continue to work with regional tourism partners such as the Crow Tribe, Custer Country, the Little Big Horn Battlefield National Monument, Apsaalooke Tours, area museums, and other agencies to create training and employment opportunities for Apsaalooke people, cross-promote visits and share other information.

The Park's economic support of Pryor and other surrounding communities will continue through employment at the park; selling of locally made crafts and art; and by providing visitors with information on local tourism-related support businesses, such as guest ranches.

Using the mix of state and outside funded staffing and cooperative employment programs, which has proven successful at Chief Plenty Coups State Park, will be continued.

For fire protection services the Park will continue to rely upon a combination of on-site capability, the Bureau of Indian Affairs fire station in Pryor, and local fire departments. Assistance will be requested from the BIA Police, Big Horn County Sheriff's Department, FWP Game Wardens, or Crow Tribal Game Wardens.

### ***Cultural Resources***

Chief Plenty Coups State Park is defined as a Historic and Cultural Park and the protection, preservation and interpretation of cultural resources will be the key features upon which management decisions will be based. Protection of the house will be the first consideration when using it for any purpose. The marked gravesites will be maintained as a memorial gravesite. New burial requests will not be considered for the Park. The NAGPRA policy will be implemented.

### ***Recreation Resources***

Visitor services will be enhanced through programming, facilities development and operations management. Picnic facilities will continue to include group use facilities, improved roads, and parking areas.

### ***Natural Resources***

The primary emphasis in regard to the natural resources within the park will be the prevention of overuse and erosion while managing the vegetation to achieve the goals of the park.

### ***Park Operations***

The park will be managed as a day use area with overnight camping, food and other commercial activities provided off-site by the private sector. Staff housing will continue to be provided on site as an effective means of providing for site management and security. Current park hours of 8:00 am to 8:00 pm and season of May 1 through September 30 will be maintained. The park will retain its no-shooting designation. A fire protection contingency plan to address both the outside areas of the park and the structures in the park, including Chief Plenty Coups' house, will be completed.

Day of Honor and Crow Lifeways will be continued and other special events and activities will be considered and phased in as appropriate. Visitation will be monitored and niche markets, such as bus and educational tours, will be targeted. A promotional "rack card" will be the primary printed marketing tool for the park along with inclusion in other tourism information publications. The existing website, now primarily education-orientated, will be used to publicize the park as well.

### ***Museum Operations***

The museum will be run as a professionally operated small museum emphasizing artifact protection, rotation of displays, advisory council support, interpretation, and education. Staffing, funding, facilities, and programming will be geared toward this objective. Collection expansion, research, interpretation, and exhibits will continue to focus on Plenty Coups, Apsaalooke culture both historically and now, and the Pryor valley history and geography.

Museum standard collections care emphasizing natural methods of pest control, regular cleaning, and stabilization of critical artifacts will continue utilizing an increasingly trained staff and contracted professionals. Understanding of spiritual objects will be increased through cooperative programs to create object-by-object care protocol. The collection manual will continue to be updated and use of a computer collection database program will be pursued.

The museum collections and research materials will be available and workspace provided for bonafide researchers on a limited, case-by-case basis, in accordance with the FWP NAGPRA policy, in consultation with Crow cultural leaders and other advisors, and to accepted museum standards. Research assistance will be provided on a cost plus basis to persons requesting such assistance.

### ***Staffing***

Level and type of staffing will be aligned with the objectives and priorities of this plan. Staff recruitment, development, and training will continue to be high priorities. Areas of increased expertise through staff training will include interpretation techniques for diverse audiences and visitor services; Native American awareness and understanding; communications and interpersonal skills; grant writing; and collections/museum management. To fulfill Plenty Coups' vision, both tribal and non-tribal members will work together at the park.

Upgrading of one position to administrative assistant and another position to lead maintenance worker will provide for clearly defined supervisory roles among the seasonal staff. Seasonal positions will be funded to include the full six-month season. Funding of the administrative assistant position to a fulltime level will allow expansion of the park season and level of services including youth outreach.

### ***Interpretation***

The key areas of interpretation in Chief Plenty Coups State Park will continue to be the life history of Plenty Coups and the story of the Apsaalooke people. Subjects outside this focus will be considered for interpretation as long as resources are available and it connects with the primary focus of the park. Examples of additional subjects include history and archeology of the region; cultural demonstrations and exhibitions; temporary exhibits of current Apsaalooke arts and crafts; and meetings and special events to promote increased cross-cultural awareness.



None of the other structures that were once present on the site will be reconstructed, although interpretation through photographs and oral and written history will be researched and provided. Key artifacts that are needed for permanent and temporary exhibits will be obtained through donation, purchase, and long- and short-term loans

### *Interpretive Planning*

Full interpretive planning for additional or upgraded interpretive facilities will be addressed under the Comprehensive Interpretive Plan. This will include complete renovation of museum exhibits and consider Plenty Coups house and store, gravesite, trails, electronic media, and person-to-person interpretation at the park.

The level of restoration of the house will be determined in the interpretive planning process. This process will also address how the house and store will be used, such as level of furnishings, whether and what type of exhibits will be placed in the buildings and other adaptive uses.

The Bozeman Trail, the Lewis and Clark expedition and other historic events will be integrated into the interpretive plan, and updated interpretation will increase visitors' understanding of the historic period.

### *Development Policy Guidance*

Recreational facilities development will remain in the Recreation/administrative zone of the park to minimize aesthetic conflicts with the key historic and cultural features of the park. As upgrades are made to park facilities, accessibility for disabled persons will be upgraded in compliance with the American Disability Act. Any new water or septic developments will include an evaluation of ground water movement and any effect development may have on the medicine spring and park wells.

**Immediate Development Priorities – These items are either already begun or will begin upon adoption of this plan. Completion will be within two years (dependent upon funding and legislative approval).**

The park needs classroom facilities, meeting space, additional display area, research area, a sacred room for Apsaalooke spiritual needs, group presentation area, and an area for children's exhibits. An architectural design for expansion or other changes in the museum building will be done as a first step and prior to seeking construction funding.

A second egress to the park offices in the museum basement will be provided to meet existing safety codes.

A fire protection system to address both the outside areas of the park and the structures in the park, including Chief Plenty Coups' house, will be completed.

Water will continue to be available via the existing water system and hydrants, which will be modified to resolve freeze-up problems. The water system will be evaluated and if needed, improved. Water system design will consider adequate supply for lawn irrigation,

drinking water for staff and the public, and fire suppression needs within the park. This will include renovation of the well adjacent to Plenty Coups' house including a new well tank and controls.

Sanitary system plumbing serving the museum will be addressed to correct winter freeze-up problems.

Museum exhibits and interpretive text will be upgraded utilizing current techniques and appropriate language. Interpretive plaques and markers outside the museum will be upgraded and expanded. An interpretive trail will be built connecting the key interpretive features of the park. This trail will be designed to avoid negatively impacting culturally sensitive areas within the park. One latrine in the group use area will be relocated and upgraded to a fully accessible facility, with the second latrine upgraded as well, over the life of this plan.

FWP will attempt to acquire, through purchase or trade, an adjacent parcel fee simple or by a long-term lease from the owner. Purchase of this parcel as trust land by the Crow Tribe will be a desirable alternative.

**Additional development needs – These will be done on a “funding and time as-available” basis and deferential to immediate priority items. Completion within 5 years is the goal.**

Pathways will be built to allow visitors to travel between key park features and facilities. Existing pathways will be surfaced with an accessible hard surface, colored and textured to match native soils.

A creative play area including appropriate playground equipment will be considered for one of the picnic areas with an emphasis on traditional, educational and appropriate youth activities.

Expansion of the curatorial storage capacity would provide improved storage of the current collection and the acceptance of additional items into the collection.

Additional parking in the recreational/administrative zone will be added to accommodate high attendance gatherings such as the Day of Honor. The museum parking area will be treated to reduce dust and dirt tracked into the museum and historic buildings.

A utility pad including power, water, and sewer hook-ups will be developed in the administrative zone to facilitate on-site housing for staff and volunteers. Upgraded or relocated staff housing will be considered as an alternative.

## CHAPTER ONE - INTRODUCTION

### CHIEF PLENTY COUPS

Plenty Coups (Alaxchiihush) was an important Native American leader in the history of the Western Plains/Rocky Mountain region. His influence ranks with that of Red Cloud, Sitting Bull, Chief Joseph, and other well-known leaders. He is less known to the American public because he led no wars against the encroaching Anglo population. Instead, he was a mediator within Native American and United States government circles and influential and respected in that role. He was a leader of the Apsaalooke or Crow people during the turbulent transition period between the end of the buffalo days and the beginning of the modern reservation era. *(Please note that Crow is used when referring to the tribal government and Apsaalooke when referring to the Crow people or culture.)*

Historic Perspectives Study on the Life of Plenty Coups, Chief of the Crow Tribe (by C. Adrian Heidenreich Ph.D., December 1993) identifies five perspectives of special importance in the life of Plenty Coups:

1. He lived a long life of 84 years (1848 to 1932). His life spanned the period from traditional days of nomadic buffalo hunting, through the Plains Indian wars and Little Big Horn (Custer) battle, to control over Native Americans on reservations as "wards" of the U.S. Government; to World War I and Native American citizenship, and finally to the Great Depression and the edge of the New Deal of President Franklin Roosevelt.
2. He was well known and respected by many non-Native American leaders and became known as "the Chief of All Chiefs" by the time he represented all Native Americans at the dedication of the Tomb of the Unknown Soldier at Arlington National Cemetery in 1921.
3. He was well known and respected by other Native Americans, in his earlier years as a worthy opponent in battle, and in his later years as an effective diplomat in negotiations with non-Native Americans. He served as an ambassador and statesman.
4. He lived according to his own Apsaalooke religion and values, which began with vision quests as a young man. Following the example of the chickadee, to be observant and learn from others, he adapted to the non-Native American culture both nationally and on his own reservation.
5. He remained politically aware and active right up to the time of his death. He engaged in negotiations with Native American agents, United States Senators and Congressmen, tribal attorneys, railroad companies, cattlemen and sheepmen over such issues as land sales, grazing, oil and gas leases, farming developments, irrigation projects, education, and tribal rights and government.

## **PARK MISSION STATEMENT**

Chief Plenty Coups State Park will preserve, protect, and interpret the story of Chief Plenty Coups, the history and culture of the Apsaalooke, known today as the Crow people, and the history and geography of the Pryor area. The park will strive to attain Plenty Coups' desire that it be a "park for all people," and serve as a facility to further his ideals of education for and peaceful co-existence among all cultures.

The suggested vision of the park's future, which meshes both Chief Plenty Coups' wish and modern park/cultural site management, includes:

1. A spiritual and educational center to preserve and interpret Chief Plenty Coups' legacy and traditional Apsaalooke culture;
2. A "recreation ground" and place of gathering for all cultures;
3. A place with remnant natural areas and intact native plant communities; and
4. An economic benefit to the Crow Tribe and Pryor Community, providing employment and support to regional economies.

## **PARK BACKGROUND**

In 1928, Chief Plenty Coups deeded 189.2 acres of his allotment to the U.S. Government. Forty acres were dedicated as a park for all people, with the remaining acreage used to generate revenue to support the park.

The United States Government was not able to legally accept title to the land, but a formal ceremony to honor the Chief's request was held in 1929. World War I war hero Brigadier-General James G. Harbord accepted the land as a gift in the name of the United States Government.

After the Chief's death in 1932, Big Horn County acquired title to the farm and homestead. The County used income generated from leasing the farm to protect and maintain the two-story log house and the property.

Then in 1951, because of the friendship between Plenty Coups and Billings Kiwanis President George Snell, the Kiwanis Club became the park trustee on August 8, 1951. The Kiwanis Club paid for a caretaker and also restored a log building in which Plenty Coups kept a general merchandise store. The Kiwanis club also restored the gravesite and operated a museum in the south addition of the Chief's house.

From 1938 to 1964, Bill Bowman of Edgar, Montana held a cattle-grazing lease on the property and served as the custodian of the park. He lived in Plenty Coups' old log house until 1964. In 1965, when the parties involved agreed the site would be most appropriately managed as a state park, jurisdiction of the site was transferred to the Parks Division of the Montana Department of Fish and Game. Domestic livestock grazing was discontinued in the park and the house was set aside for displays. A park manager was employed beginning in 1972.

Plenty Coups' property was irrigated as early as the 1890's with Plenty Coups serving as a proponent of the existing systems in place around Pryor. He flood-irrigated hay fields as well as grain and vegetable crops. The same fields were irrigated into the 1970's.

Theodore Wirth and Associates, Inc. prepared a design analysis for Chief Plenty Coups State Park in 1968. It was also in 1968 that Plenty Coups' homesite was nominated and then placed on the National Register of Historic Places. In 1970 and 1971, a planning team, including staff from the Department of Fish, Wildlife and Parks (then Fish and Game) and members of the Crow Cultural Committee, coordinated the planning and design of the Chief Plenty Coups Museum. The building was finished in the fall of 1972 and was opened to the public in the summer of 1973. The first museum exhibits were completed in the spring of 1973 and permanent exhibits were completed in 1978.

FWP drafted a master development plan for the park in 1976 that was partially implemented due to limited funding. Management philosophies and direction has evolved, and parts of the 1976 plan are now inappropriate. Many other elements such as vegetative screening around the administrative area are carried forth in this management plan.

An effort was begun in the 1980's to receive National Landmark designation for Plenty Coups' homesite as a follow-up to the 1968 National Register listing. The purpose of the National Historic Landmarks Program is to focus attention on properties of exceptional value to the nation as a whole, rather than to a particular state or locality. The program recognizes and promotes the preservation efforts of state, federal, and local agencies, as well as those of private organizations and individuals, and encourages the owners of landmark properties to observe preservation precepts.

A National Landmark nomination form was completed in 1991 (Deaver/Kooistra). An updated nomination form was completed and submitted to the Landmarks Committee of the National Park Advisory Board in 1998. On January 20, 1999, Secretary of the Interior Bruce Babbitt designated Chief Plenty Coups' home as a National Historic Landmark; at that point it became the 22<sup>nd</sup> National Historic Landmark in Montana.

In addition to recognizing Plenty Coups' significance in American history, this designation makes the park eligible for federal grants-in-aid for historic preservation and requires that the National Park Service annually report on damage or threats to the integrity of the resources of the site. In short, National Landmark status allows for a greater level of financial and consultation support from federal preservation agencies.

Local community and Crow involvement in park management has fluctuated through the years. The Chief Plenty Coups Advisory Council (CPCAC) was formed in 1992 by Crow tribal members; Fish, Wildlife and Parks staff; local historians; museum, education and cultural professionals; local business people; and other interested persons. This group has non-profit tax status. The Council works to support park operations and achievement of goals by raising funds for park programs, sponsoring and assisting with special events and projects, and advising park staff in regard to cultural matters and site management.

The CPCAC has had a critical role in applying for and expending the many grants supporting the park. A similar advisory group existed from 1970 to 1976 and helped guide early development of the park.

Today, Chief Plenty Coups State Park consists of 195.4 acres. The park includes Plenty Coups' two-story log house, log store building, Medicine Spring, burial site, and remnants of Plenty Coups' orchard and irrigation ditches. Modern additions include the small museum/office, public picnic and group use facilities, graveled roads and parking areas, a mobile home residence, and a garage/shop building. Although Plenty Coups' choice of this site to build his home resulted in the permanent settlement of Pryor, the backdrop of the Pryor Mountains and surrounding foothills retain the historic setting of this beautiful valley.

The museum collection contains over 600 objects, as well as hundreds of photographs and manuscripts of which Plenty Coups was either the guardian or owner. A relatively small number of photos, documents and objects have been donated to or collected for the park since Plenty Coups' death.

An estimated 21,603 people visited the park in 1999. Of these, it is estimated that the use is about evenly divided between visitors using only the outdoor park facilities and those utilizing both the museum and the outdoor facilities.

The 1999 Montana State Legislature passed a bill determining that the assets at Plenty Coups State Park are most at risk and vulnerable, and must receive immediate priority for preservation and funding. (MCA 23-1-130)

Many projects and improvements have occurred at the park since its designation in 1965. A table of these improvements and projects is shown on the next pages.

## **PURPOSE AND NEED FOR A PLAN**

This plan guides the operations, management, and staffing of Plenty Coups State Park for the next 5 to 10 years. It provides general guidance and establishes sideboards of what will and will not be done at the park. This plan is not, however, a static piece of shelf art, but will be consulted routinely and added to and updated as new opportunities and challenges occur.

This is the base document from which a Comprehensive Interpretation Plan and other planning documents for the park will be developed. These plans will further define facilities design and development for the park. Individual actions which are contemplated in this plan, and which will alter or otherwise effect the natural or physical environment of the park, will be further reviewed and announced to the public through the Environmental Review process (MEPA (Section 75-1-100, MCA) and the State Parks and Fishing Access Sites Improvements Act (Section 23-1-110, MCA).

This plan will address specific issues at Chief Plenty Coups State Park, including: appropriate operations and management; preservation and protection of cultural, recreational and natural resources; and level and nature of development for the park.

Chief Plenty Coups State Park is part of the Montana State Park System, which in turn is part of the Montana Fish, Wildlife & Parks (FWP). Department policies and state laws govern issues that impact the park's operations, such as fees, commercial use, contracts, personnel policy, and purchasing authority. Changes to these policies are evaluated and implemented on a system-wide and statewide basis.

The Parks Division completed a comprehensive plan for Montana's 41 state parks in 1998. "*2020 Vision for Montana State Parks*" outlines the general direction for the division, based on comments from the public, focus groups, staff, and survey information. The management plan for Chief Plenty Coups State Park is developed within the framework of *2020 Vision* and is intended to further the goals and objectives of the plan. Chief Plenty Coups State Park was listed in *2020 Vision* as a high priority park, in terms of its need for a completed management plan.

The management plan will help direct staff to develop the programs, services, and management practices that will meet key "outcomes" developed by the division in *2020 Vision*. These "outcomes" are: 1) Protection and Enhancement of Resources; 2) Exceeding Visitors' Expectations; 3) Education and Interpretation; and, 4) Tourism and Economic Stability.

The management plan also will address the major issues identified in *2020 Vision* which affect Park Planning and Design; Policy Development; Operations, Management, and Maintenance; Communication and Coordination; Funding, Fees, and Administration.

## **PLANNING PROCESS AND PUBLIC INVOLVEMENT**

The planning process for this document began in 1992, with selection of a planning team. The Chief Plenty Coups Advisory Council, park staff, and focus group participants selected major issues. The First Draft Plan was presented to the public at four public open houses in July 1993. Over 70 copies of the first draft were mailed to interested parties, and announcements and legal advertising were posted in local and statewide newspapers.

A second draft was circulated in 1998 for additional public review. Preparation of this final draft was begun in 1999, utilizing comments received, management changes already instituted, and other input. Active site management and resource protection by FWP and its partners continued during this period, including public involvement through the commitment of the Chief Plenty Coups Advisory Council, the Crow tribe and the Little Big Horn College. This enduring planning phase has provided lengthy public input and program development in park development and cultural resource preservation through a transition in management personnel at every level of FWP management. The result is this

plan, intended to best address the mission of Chief Plenty Coups State Park for the people of Montana and their guests.

The final draft plan was sent to 82 individuals, agencies, and organizations. Additional copies were picked up at the park, and three public meetings with 13 attendees were held. Nine written or electronic comments were received.



## **SITE RESTRICTIONS**

The following restrictions apply to implementing any changes in land use or operations at Chief Plenty Coups State Park. These restrictions were contained in the original 1928 deed between Plenty Coups and Big Horn County, through the deed from Big Horn County to the Kiwanis Club of Billings, and then from the Kiwanis Club of Billings to the State of Montana.

1. One room of the Chief's House shall be set aside for protection and display of "...all articles of historical value, or interest to the Crow Tribe or other people, of which the said Plenty Coups... possessed, where they may be properly cared for..." (From Trust Deed, November 27, 1961). The museum's primary purpose of protecting and displaying the artifacts in a secure and controlled environment fulfills this requirement.
2. The Chief's house must be insured so it could be rebuilt in case of fire. (From Trust Deed, November 27, 1961)
3. The marked graves of Plenty Coups, Kills Together, and Strikes the Iron shall be protected and properly cared for. (From Trust Deed, November 27, 1961)

Additional site restrictions not specified in the trust deed include the following:

1. Two utility easements for maintenance, repair, and operation of an underground cable (granted to The Mountain States Telephone and Telegraph Company and its successor, U.S. West Telephone Company). One easement is 20 feet wide and 1674 feet long; the other is 20 feet wide and 961 feet long. These easements were granted October 8, 1969 and June 16, 1972, respectively.
2. An agricultural lease for farming on 60 acres across the Edgar Road from the park entrance, a 3-year lease that expires in 2000. A hay lease is also in effect on 40 acres within the park; it also expires in 2000.
3. Five acres were purchased on February 7, 1969 to provide for a new park entrance. The only deed restriction on this 5-acre parcel is that the department continues to allow a prescriptive public right-of-way easement for the existing Edgar Road. Since this land was purchased with federal Land and Water Conservation Funds (LWCF), additional federal restrictions apply, such as maintaining the area for public use.

The above represents all restrictions known to apply to the land area of Chief Plenty Coups State Park. Current park operations and this plan are in compliance with these restrictions.

## CHAPTER TWO - PARK RESOURCES and CURRENT OPERATING ENVIRONMENT

Resources at Chief Plenty Coups State Park are woven together and the actions to address them are, likewise, inter-related. For example, the management of the historic, cultural, and recreational resources in the park is inseparable from the issues of Apsaalooke culture and spiritual concerns.

To create an understandable and usable document, this section on Park Resources and Current Operating Environment is organized to consider cultural, recreational and natural resources, economic values, and finally general park and museum operations issues. Chapter Three, the Management Plan, will follow the same order in identifying actions to be taken. A summary of actions, including prioritized new operations and development needs, is included in Appendix B.

### CULTURAL RESOURCES

Many aspects of the park are of spiritual value to the Apsaalooke people and important to preserving their culture. These values continue today and constitute possibly the greatest treasure at the park. It is important to acknowledge that the park is a living and vital part of today's Apsaalooke spiritual world.

#### **Medicine Spring**

The sacred Medicine Spring is what originally attracted Chief Plenty Coups to this location and continues to provide spiritual values to both Native American and non-Native American people. It flows year-round and Apsaalooke people use its water for healing purposes and for ceremonies. When dancers at Sun Dances break their four-day fast, it is water from this spring they drink. Many people, both Native American and non-Native American, leave offerings in and around the spring. The spring needs to be available to those who seek it for spiritual reasons but, at the same time, the surrounding soils need to be protected from overuse and erosion.

The spring is an essential part of the interpretation at Plenty Coups State Park and is included in guided interpretive tours. It should be noted that while the public is permitted to draw water from the medicine spring, the water is not tested for fecal coliform bacteria. The current practice is to advise people using the water that it should be used "at their own risk."

Chief Plenty Coups maintained a wooden structure over the spring to protect it from animals and children. This structure is long gone but this raises the question of whether it would be appropriate to reconstruct it. The spring flow changes in relation to weather conditions, demonstrating its connection to the Pryor valley hydrologic system.

### **Plenty Coups' House and Store**

The house and store are the most visible historic resources in the park. The house was built in 1884 while the construction date of the store is not known. The store is part of a larger group of buildings which once occupied this site, most of which were attributed to Chief Plenty Coups. Exterior stabilization of these buildings including a new roof, re-chinking and treatment of the logs, and reconstruction of the east porch of the house has been completed. Interior stabilization work in the Chief's house was completed in 1999. An entry alarm system was installed in the house in 1994. Preservation, restoration, or reconstruction and type of use of the house and store, as well as reconstruction of the other structures and public access to them, are issues that need to be addressed.

### **Museum Collection**

The museum collection includes many items, such as medicine bundles, which are sacred to the Crow people. Issues include appropriate and respectful display, exhibition, loan, and storage practices. It is imperative that sacred items be treated properly.

The United States Congress passed the Native American Graves Protection and Repatriation Act (NAGPRA) in 1990. This act requires each museum that has possession of Native American human remains and associated funerary objects to compile an inventory of the items and notify tribes from which those items came. Because Chief Plenty Coups' possessions included a number of medicine bundles, the park contracted such an inventory in 1994. During this inventory, all artifacts were moved to stable and environmentally correct storage in the museum vault and the affected tribes—the Crow and Blackfeet—were formally notified of the results.

Even though this inventory and notification met the park's legal requirements under the law, it was felt that proper and respectful care for these sacred items required going further. A successful application was made by the CPCAC and FWP for funding by the National Park Service to gather information on how to, and who should provide care for, the medicine bundles. This process included interviews with Apsaalooke elders and a well-attended forum of Apsaalooke and other First Nations representatives, museum professionals, park staff, and Little Big Horn College staff and students. General direction on how to care for the bundles and a recommended policy for care resulted. A critical item yet to attain are item-specific care direction. The NAGPRA policy included as Appendix C is adopted as part of this plan.

### **Gravesites**

The marked graves of Plenty Coups and two of his wives, Kills Together and Strikes the Iron, are on the park grounds. The unmarked grave of Strikes the Iron's daughter, Mary, is adjacent to Strikes the Iron's grave. The gravesite area is respectfully designed, although children play occasionally at this site and adults sometimes cross the fence to get closer to the graves.

The park also contains unmarked graves. The issue is whether the current treatment and protection of the unmarked graves is appropriate and adequate.

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## **Chapter 2 - Park Resources and Current Operating Environment**

Two other monuments exist in the park: a boulder monument to Chief Plenty Coups at his gravesite (presented by the Billings Kiwanis Club), and a Bozeman Trail marker located near the museum.

### **Other Cultural Resources and Concerns**

What historic setting should be provided for at the park is another management and interpretive question. This includes consideration of restoring the Chief's orchards and other historic agricultural uses, and reconstruction of other structures that existed on the property.

Plenty Coups State Park is rich in archeological, as well as the more obvious historic and cultural, resources. Pryor lies astride the ancient travel corridor that connects the Clark's Fork of the Yellowstone valley and Pryor Creek, via Pryor Gap. An inventory of archeological sites within the park in 1978 reflected the long habitation of the Pryor valley. Other prehistoric sites yet to be identified are likely to exist.

The history of change with the coming of the white culture is another part of the cultural setting at the park and reflects in Chief Plenty Coups' role as leader of the Apsaalooke people during this transition. The interaction between the Apsaalooke and early traders, the Lewis and Clark expedition and Bozeman Trail wagon trains are examples of appropriate interpretive themes.

There are issues of appropriateness of park and museum interpretation and management activities in the park, and permission for research and publication. It is imperative that interpretation is consistent with the Crow interpretation of their culture, and not just consistent with the accepted non-Native American interpretation of Crow culture. Collections policy needs to meet museum standards and address the unique artifact challenges at the park.

## **RECREATIONAL RESOURCES**

While Chief Plenty Coups resided at Pryor by his Medicine Spring, his followers were gathered nearby. His home was a place of activity. In 1928, he emphasized that his home and surrounding land would be left as a park. Visitors today use the historic site as a community park and it has been developed to provide for that use. It is the only developed park in the Pryor area, and is used by Apsaalooke from all areas of the reservation as well as non-native visitors for birthdays, graduations, family picnics, and a variety of other celebrations. Entrance fees for Native Americans are waived, in recognition of this cultural ownership.

Community members have, over the past few years, expressed interest in park improvements, such as additional or improved parking, additional picnic tables, shade trees, repair to the water system, group use facilities, a playground, camping area, and handicapped-accessible facilities.

## **NATURAL RESOURCES**

The natural setting of Plenty Coups State Park has had centuries of human impact. Corralling and grazing of livestock began as soon as the horse became a symbol of wealth and success. Once Plenty Coups settled at the site and began to farm and graze animals, the native vegetation and landscape was replaced with crops, orchards, and fenced pasture. Two notable reminders of this period include the irrigation ditch system and the five apple trees still remaining from Plenty Coups' orchard. New cottonwood trees, cultivated from cuttings of the existing mature trees, were planted near the Chief's house to provide replacements when the existing trees die off.

A botanical survey in August 1993 (Vanderhorst) identified two distinct native plant communities in the park: the wet bottomlands along Pryor Creek and the dry, rocky uplands at the western end of the park. Cottonwoods, box elder, various shrubs, and native grasses dominate the bottomlands. Sagebrush, wild plum, skunkbrush, native grasses, and prickly pear dominate the upland plant community. A preliminary botanical inventory completed by Bonnie Heidel of the Montana Natural Heritage Program in 1994, found that while the park did not include rare plant species or exemplary plant associations, it still harbored a relatively diverse flora. This survey provided a list of vascular plant species within the park, noting that many had traditional uses.

Although the entire park has been grazed at one time or another, native vegetation remains relatively intact along the immediate environment of Pryor Creek and the rocky ridge north of that creek. The park is home to deer, beaver, pheasant, hawks, owls, and songbirds. Ducks and geese inhabit and nest along Pryor Creek, and the creek itself supports a trout and whitefish population.

Sixty acres in the southeast portion of the park have been used for agricultural purposes since Chief Plenty Coups lived here, and the practice continues to the present day through an agricultural lease. There is a haying contract in place to control weeds in the areas adjacent to the lawn areas currently maintained by park staff. It also maintains the historic appearance of the park from when Chief Plenty Coups himself cut hay. Weeds in the park are controlled through an integrated weed management program that includes spraying and hand pulling. The weed management program is part of FWP management responsibilities and coordinated with the Big Horn County Weed Board, the haying contractor, and the Crow tribe.

## **ECONOMIC VALUES**

Tourism is the second largest employer in Montana's economy. Montana State Parks play an important role in statewide, regional, and local tourism by providing quality historic, cultural, and natural sites for visitors. Chief Plenty Coups State Park attracts visitors from across the United States and Canada, as well as many foreign countries.

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Promotion, or marketing, is one aspect of tourism. Marketing of a cultural site is different than private business in that it publicizes an experience rather than a commercial product. More visitors can mean increased fee revenue, but increased operating costs and impacts to park resources can also result and offset this. More visitors to a state park benefit the surrounding tourism economy. Currently, the park is marketed through electronic and printed media. A promotional rack card is under production to complement the site brochure that is presently available. Cooperative efforts are in place with regional tourism organizations such as Custer Country, Apsaalooke Tours, and the Billings Cultural Partnership. Statewide marketing is coordinated through FWP Parks and Information/Education Divisions and Travel Montana.

The park also provides employment opportunities for local citizens, including Crow tribal members. The gift shop provides an opportunity for area artisans to sell their crafts and artwork.

### **PARK OPERATIONS**

The operation of Chief Plenty Coups State Park is similar to the other units of the Montana State Park System, in that it provides for both resource protection and visitor services, while operating under Montana State Law and the regulations and policies of Montana Fish, Wildlife, and Parks. This park is unique because it includes a museum component and is the only cultural park in the system located on an Indian reservation. Its uniqueness is both a great challenge and a distinctive opportunity.

Current season for full park operations is May through September, with the park open from 8:00 a.m. to 8:00 p.m. The museum is open from 10:00 a.m. to 5:00 p.m. The operational hours are primarily a function of staff funding and availability. The park is available on a year-round basis by reservation for tours, educational groups, and research activities. Expansion of either daily hours or the season to accommodate early or late travelers would require additional resources; reduction of the hours or days per week would free resources for other priorities within the park.

Security is required for protection of the marked graves and the other park resources. An on-site residence provides employee housing as well as site security. The park gate is locked after hours and during the off-season. There is an entry/fire alarm system that includes Plenty Coups' house and the museum. The Park Manager is trained as a Montana Ex-Officio Warden, with authority to enforce park rules and regulations. FWP, Big Horn County Sheriff's office, the Bureau of Indian Affairs, and Crow Tribal authorities provide Law enforcement, as jurisdiction dictates. The park was designated as a no-shooting zone, to acknowledge the cultural significance of the site and in consideration of the proximity of neighboring residences and livestock.

A public water source is available in the park. This water system, providing water to both the museum and staff residence, consists of three wells, buried lines, and three hydrants. The first well services the museum, drinking water spigot, and the manager's residence.

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The second well is used only for irrigation in and around Plenty Coups' house and the museum. As required by Montana State law, water provided for the public must pass periodic testing. There are concerns about the quality of the drinking water supply and possible effects of the septic system on the Medicine Spring and the wells, as well as quantity of water available for drinking water, fire suppression, and irrigation purposes. Improvements were made to the water system in 1992.

The park does have water rights to Pryor Creek, tied to the Bureau of Indian Affairs ditch system constructed during Plenty Coups' lifetime. Once the museum was constructed (1972) and the manager's residence set in place, irrigating caused flooding to both locations. The septic systems also were inundated. Water has not been delivered via the upper ditch since the initial flooding. The park pays annual charges to the Bureau of Indian Affairs for rights to this ditch (\$1435 in 1999).

Current onsite fire-fighting capabilities include two gas motor-driven pumps. The smaller pump delivers 8-10 gallons of water per minute and the second pump delivers considerably more through a two-inch hose. The two-inch pump is mounted on a pickup with a 300-gallon fiberglass tank and it serves as the primary onsite fire prevention resource. Other onsite capabilities include garden hoses attached to the well spigots. A preventative measure consists of utilizing well water to keep grass green around the house, museum, store, residence, and shop. Limitations of water quantity restrict this practice, particularly during times of drought.

Fire-fighting response units are provided by the Pryor Volunteer Fire Department based at the St. Charles Mission, the Pryor Unit of the BIA Fire Station, Big Horn County Rural Fire Department located in Hardin, and assistance from neighboring towns including Edgar, Fromberg, Joliet, and Bridger. Medical services are provided by the Indian Health Service clinic in Pryor with EMS service from Billings, 35 miles to the north.

Museum restrooms, entrance door, visitor counter, and parking lot received disabled accessibility upgrades in March 2000.

The key interpretive themes the park currently focuses on are the life history and legacy of Chief Plenty Coups and the story of the Apsaalooke people. The expansion or contraction of this list of key themes is based upon resources available and applicability to the core focus area. Attention must be given to various versions of stories when designing interpretive exhibits and presentations, special events, and outreach programs.

One current topic is the Bozeman Trail. This settlers' route was used from 1864 through 1867 and passed very close to the park location. It ties to that era of Plenty Coups' life when the Apsaalooke were providing a relatively safe haven for wagon trains of gold seekers heading for Virginia City. Lewis and Clark and the Battle of the Little Bighorn are examples of other interpretive topics covered at the park.

Special events are important to visitors to parks such as Chief Plenty Coups State Park. They expand upon the goals of the facility, bring in a substantial number of visitors, and

## **Chapter 2 - Park Resources and Current Operating Environment**

provide an enjoyable activity for the local community and tourists alike. The Chief Plenty Coups Day of Honor began in 1995 as a celebration of the Chief's life, traditional values, and modern adaptation. It now attracts over 500 people for the one-day event and includes interpretive talks, traditional dancing, demonstrations, presentations, a buffalo feast, and other attractions. The Advisory Council, FWP, and private donations fund it.

Another annual event is Crow Lifeways. These are demonstrations and interpretive presentations of traditional skills, such as headdress construction, beading, and storytelling. They have typically been presented on three Saturdays in August.

Concession activities, such as guided horseback rides and camping teepee rentals, have been considered in the past, but no such activities are currently offered.

### **MUSEUM OPERATIONS**

Space in the current museum building includes 1674 square feet for displays and 136 square feet for bathrooms, storage areas, and a greeting desk on the main floor. The basement includes 1230 square feet of office space and 575 square feet of collection storage, including the collections storage vault.

The Plenty Coups museum is unique in the Montana State Park System with extensive and specialized operations, capital, and planning effort required for its operation. Along with an ongoing collections management system—including accessioning and cataloging of objects and documents, pest control, environmental monitoring, stabilization of critical artifacts, collections policy development, and research by both park staff and outside entities—improvements such as the fiber optics lighting system, restroom upgrades, and workspace improvements, have continued to better the museum.

Training of regular staff and contracting with collection professionals has been an additional museum function.

Regular cleaning in and around the 25-year old exhibits has reduced pest problems and provided a clean and enjoyable visitor environment.

Care for the spiritual items in the collection is perhaps the most challenging and rewarding aspect of management of Chief Plenty Coups State Park because of the need for both curatorial and spiritual consideration of these objects. In addition to involvement in the NAGPRA process and spiritual care of the medicine bundles, determining special methods of care have included consultation with Apsaalooke cultural leaders; the use of natural pest deterrents such as sage, cedar and sweet grass; and a scheduled rotation of artifacts through a freeze/thaw cycle to mimic how these items may have been preserved and protected from pests in their traditional use pattern.



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Several key elements need to be emphasized to manage the museum at Plenty Coups State Park according to the Museum Assessment Program Level 1 (MAP I Survey) completed in December of 1993 by Joy L. Poole. They are:

- Completion of this management plan
- Recruitment and retention of professionally trained staff members and volunteers
- A physical plant to meet professional standards and serve a wide variety of Programs
- Periodic audience surveys to determine the present constituencies and interests of the museum audience
- An active role on the part of the Chief Plenty Coups Advisory Council in support of the development, exhibitions and programming goals set by the administration and staff

The MAP I report also recommended "the museum collect, research and exhibit in key areas, while renting exhibits and presenting programs in others."

### **FUNDING**

Chief Plenty Coups State Park operations and capital development funding is a mix of stable state funding, supplemented by other government programs, and private funding through donations and grants. This has been the case historically during the life of the park through its progression of stewards. The initial museum construction was funded through a combination of state, private, and tribal funding.

#### **Montana Fish, Wildlife & Parks**

Montana State Parks, including Chief Plenty Coups State Park, are funded with a variety of different, distinct and sometimes earmarked funding sources. The State Parks System currently receives funding from 18 different sources. The largest of these are from earned revenue (the monies collected in parks as day use or camping fees), coal tax, motorboat fuel tax and accommodations tax. FWP daily operations and maintenance budgets as well as capital improvement budgets are set biennially by the Montana Legislature, based on available revenues and needs throughout the parks system. State budgets are supplemented by outside sources, which are discussed below.

The FWP Commission, on a biennial basis, sets state park fees with recommendations from the Department. Revenues collected at Montana State Parks are used only to support the State Parks System.

State funding and allocation of personnel at Plenty Coups is directly related to the health and economics of the entire State Parks System. Annual operations budgets and personnel allocations have increased steadily.

### **Advisory Council Funding**

The CPCAC raises money through a variety of means to support the park. This revenue comes from memberships, memorials and other donations, fundraisers such as the Day of Honor celebration, and sales of beadwork and posters. Revenue is distributed according to the governing board of the Council and has funded interpreter and other volunteer costs, the purchase of tools and equipment such as the park tipi, gifting of elders, special events, and other various park costs. Not including grants, the Council generates from \$5,000 to \$10,000 per year for park mission support.

### **Grant Funding**

Chief Plenty Coups State Park has been the beneficiary of numerous grants over time. These have come from a mixture of federal and state government and private sources and have funded research, stabilization, museum management projects, facility improvements, and special events. A listing of these projects is provided in a table in Chapter One. As a public/private partnership, the park is uniquely positioned to be successful in obtaining a wide variety of grant support. The current grant writing "team" includes FWP staff and members of the Advisory Council.

Cooperative provision of assistance has been an additional source of "funding" for the park. Lawrence Flat Lip was assigned to the park by the Crow Tribe from 1992 to 1994 to provide general park assistance, assist researchers, maintain artifacts and exhibits, and act as the park's primary cultural and historic interpreter. The Tribal Administration in 2000 renewed this commitment by providing two employees: Elias Goes Ahead and Ellagene Lance. The Crow Tribe has also provided a bison from the tribal herd for the feast at Plenty Coups Day of Honor. In 2000, the Tribal Administration increased their support for the Day of Honor event significantly by providing \$5,000 and two bison.

The Montana Historical Society has provided significant consultation to Chief Plenty Coups State Park on stabilization and excavation projects, and offered much appreciated museum operations expertise. This relationship was formalized through a Memorandum of Understanding signed on December 29, 1998 (see **Appendix B**). The National Park Service has provided similar assistance through both their Denver Regional Office and the Little Big Horn Battlefield National Monument.

## **STAFFING**

Staff at Chief Plenty Coups State Park currently includes Fish, Wildlife and Parks employees, part-time and/or seasonal employees paid through various funding sources, volunteers, and contracted technical specialists. Available staff level controls the amount of activity in every aspect of management of the park including standard park maintenance, recruitment, and supervision of volunteers, community outreach, communications, management planning, and staff training. Activities associated with a cultural site like Chief Plenty Coups State Park include the ability to seek out, apply for, and administer many of the grants available, museum operations and research, and collections management.

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## **Chapter 2 - Park Resources and Current Operating Environment**

Staff training is a critical element of staff development and training has included attendance at professional organizational meetings such as the Museums Association of Montana and the Montana Recreation and Parks Association, tourism conferences, interpretive training, museum operations seminars, and computer application training.

Limited employee housing is available in a department-owned mobile home within the administrative area of the park. This arrangement provides security and additional visitor services because of its prominent location. Issues here include: evaluating the appropriateness of employee housing within the park; possibly relocating the employee housing area to a less prominent location within the park; screening the housing area from the main park area; or acquiring an adjacent property and housing on that property.

### **Montana Fish, Wildlife and Parks employees**

The permanent employees with responsibility for Chief Plenty Coups State Park include the Park Manager, stationed at Pryor, and the Regional Park Manager, stationed in the Billings Regional FWP office. In addition, the Regional Parks Maintenance Supervisor and his work crew and the Parks Operations Supervisor, also both stationed in Billings, have responsibilities in supporting the park.

The Park Manager's time is divided between park management, including supervising maintenance work, artifact and exhibit care, interpretation, visitor services, research requests and employee supervision, and other diverse and specialized duties. The Park Manager is the primary public contact for the park and acts as liaison with the Chief Plenty Coups Advisory Council, the Crow Tribe, Little Big Horn College, Big Horn County, and local communities.

The Regional Parks Manager is responsible for administration and supervision of the Parks Program in Region Five in South-central Montana. The Regional Parks Manager, together with the Park Manager, is responsible for park program planning and management. This entire team cooperates in coordinating park management and activities with regional and statewide goals and objectives. The Region Five Supervisor in Billings and Parks Division Staff in Helena provide additional support to the park, particularly in capital development, management planning, promotion, and budget support.

Seasonal FWP employees include two basic categories: visitor services/museum/interpretive positions and maintenance positions. Positions are generally funded through fee revenue and the accommodations tax. Currently, five individuals are funded as FWP seasonal employees at the park.

### **FWP Funded Positions (Fiscal Year 2001)**

- Permanent.....1.27
- Seasonal.....1.01
- TOTAL.....2.28

### **Cooperative Work Programs**

Chief Plenty Coups State Park operation depends on several programs that supplement dedicated FWP staffing. These have included the American Association for Retired Persons/Senior Training and Employment Program (AARP); the Human Resource Development Council (HRDC) program; and local court-ordered work programs. These programs diversify the staff at the park by involving senior, youth, and disadvantaged populations. All employees are treated equally regarding supervision, respect, and opportunities for increasing responsibility and training. Several employees at the park began working in these programs and then moved into FWP positions.

### **Volunteers**

Volunteers assist in many facets of the park including manning the visitor counter, presenting interpretive tours, and helping with maintenance projects and special events, like the Chief Plenty Coups Day of Honor. Volunteers contributed 2,974 hours during the 1999 season, which equates to over one full-time employee. In some cases, the Chief Plenty Coups Advisory Council compensates volunteers for their time and expenses.

### **Internships**

Internships are another opportunity for regular duty and special project staff at the park. Montana State University-Billings, through the sponsorship of Dr. C. Adrian Heidenreich and the Native Studies Program, provided an intern during each summer season in 1999 and 2000. There are further opportunities for interns from other institutions through the FWP intern program as well as outside funding.

### **Contracted Technical Specialists**

Contracts have been established with outside providers for specialized technical needs and to supplement state-supported staffing at the park. This has included park security, pest control, administrative assistance, and collections management. Lynne Cain has been on contract since 1998 to perform technical collections work, including environmental control in the museum, artifact pest management, preparation of a museum operations manual, cataloging and accessioning collections items, and other related duties. This option provides for technical expertise outside the general credentials of FWP staff in an economic and effective manner.

## CHAPTER THREE - PARK MANAGEMENT AND DEVELOPMENT

This section constitutes the management plan for Chief Plenty Coups State Park. It is the result of recommendations from FWP staff, the CPCAC, museum and resource management professionals, attendees at a focus group session, as well as members of the general public. It emphasizes protection and respect for sacred sites, artifacts, historic buildings and sites, maintaining or increasing the level of services for the community and for tourists, and improvements to the park and museum interpretive program. Funding to implement this plan will come from a variety of state, federal, local and private sources.

Management actions and visitor services are subject to funding dependant upon many factors, including FWP statewide priorities, the state's economy, and future legislation. In the event of unforeseen reductions in funding or staffing, services under this plan will be reduced. This could include reduced hours of operation, level and type of services, and/or grounds and facilities maintenance. Conversely, increased funding, through state or private funds, will allow expansion of services and programs.

The goal of this plan is to maintain the character of the historic and cultural elements within the park, while embodying Chief Plenty Coups' vision of education and cooperation between Indian and non-Indian peoples. Our guiding vision, once again, is to provide:

5. A spiritual and educational center to preserve and interpret Chief Plenty Coups' legacy and Apsaalooke culture;
6. A "recreation ground" and place of gathering for all cultures;
7. A place, including remnant natural areas, with intact native plant communities; and
8. An economic benefit to the Crow Tribe and Pryor Community, providing employment and support to regional economies.

### CULTURAL RESOURCES MANAGEMENT

Chief Plenty Coups State Park is defined as a Historic and Cultural Park. Because cultural resources are managed as a high priority, the protection, preservation and interpretation of the park's resources, both known and not-yet-discovered, will be the key features upon which management decisions will be based.

#### **Medicine Spring**

The Medicine Spring will be protected through the presence of park staff and through appropriate signing. The Medicine Spring will be available for use as a spiritual site. The current practice of clearing the aquatic vegetation (mostly

watercress (*Nasturtium officinale*) from the spring will be continued. Offerings will be allowed to remain where they are placed until natural forces (winds, animals, decay, etc.) remove them. When offerings are very large, very visible or do not decompose within a season, the Park manager will consult with Apsaalooke spiritual leaders and elders on how to handle these situations. The historic springhouse will not be reconstructed but considered as part of interpretation of the spring.

The spring will be included in the park interpretation program along with its spiritual significance. Interpretation will explain the significance of offerings and discourage visitors from disturbing existing offerings. By helping visitors to understand the significance of the Medicine Spring, it will be better protected and preserved.

Any further water or septic development in the park will include an evaluation of the project's potential impact on the spring.

### **Plenty Coups' House and Store**

The last five years of restoration work has both the Chief's house and store in stable condition. The house and store will be monitored and maintained in this condition and will continue to be a major part of interpretive tours. The upstairs "honors room" will be locked to provide extra security but available for viewing during tours. Keeping the room locked, mirrors what Plenty Coups did historically and will provide extra protection for the honors room and objects in it. Methods for providing interior fire control in the house will be determined and a system installed as a high priority.

The level of restoration of the house will be determined in the interpretive planning process. This process will also address how the house and store will be used such as level of furnishings, whether and what type of exhibits will be placed in the buildings and other adaptive uses. Protection of the house will be the first consideration in using it for any purpose.

The store is currently serving as a storage facility for restoration materials. It also will be considered as part of the comprehensive interpretation plan. None of the other structures that were once present on the site will be reconstructed, although interpretation through photographs and oral and written history will be researched and provided.

### **Museum Collection**

The NAGPRA policy will be implemented. The successful partnership between the Crow Tribe, Little Big Horn College, the CPCAC and FWP will be utilized to care both spiritually and physically for the spiritual items in the park collections.

For more museum management information, see the "Museum Operations" section below.

### **Gravesites**

The marked gravesites will be maintained as a memorial gravesite. New burial requests will not be considered for the Park. Consideration will be given to increasing deterrence

to visitors entering the fenced area around the graves, but any barrier will maintain the historic integrity of the site.

Location of unmarked graves in the park will not be public information and consultation with Crow cultural leaders will be requested to ensure any known or discovered sites are properly and appropriately treated.

### **Other Cultural Resources and Concerns**

Archeological studies confirm that much of the parkland is rich with cultural deposits. Past archeological studies will be consulted during development planning in order to protect these sensitive sites. Any development that will disturb the soil will require archeological study and, if indicated by the study, appropriate mitigation. If new archeological resources are located, avoidance of these resources will be considered as well as mitigation. Any development plans will be submitted to the Montana State Historic Preservation Office (SHPO) and Apsaalooke cultural advisors for comment prior to the initiation of any work. If an Antiquities Permit is determined to be necessary for any project, it will be submitted to SHPO.

Non-development related archeological studies would be considered, again in consultation with SHPO and Apsaalooke cultural advisors. Any physical or informational results of excavations will remain the property of the park subject to NAGPRA.

The Bozeman Trail, the Lewis and Clark expedition and other historic events will be integrated into the interpretive plan, and updated interpretation will increase visitors' understanding of the historic period.

## **RECREATIONAL RESOURCE MANAGEMENT**

Recreational facilities development will remain in the Recreation/administrative zone of the park to minimize aesthetic conflicts with the key historic and cultural features of the park. Picnic facilities will continue to include group use facilities, improved roads, and parking areas. A creative play area, including appropriate playground equipment, will be considered for one of the picnic areas with an emphasis on traditional, educational and appropriate youth activities. Water will continue to be available via the existing water system and hydrants, which will be modified to resolve freeze-up problems.

Group use permits will be issued under the Montana State Parks Biennial Fee Rule. This requires a cleaning deposit for all groups, which is returned if the site is left in a clean condition. Native Americans are exempt from paying the group use fee under the current rule.

## **NATURAL RESOURCE MANAGEMENT**

The primary emphasis in regard to the natural resources within the park will be the prevention of overuse and erosion while managing the vegetation to achieve the goals of the park. The land area of the park will be divided into 4 zones as shown on the map on the next page.

**Historic/Cultural Zone** - This zone encompasses the area around the Medicine Spring, the Chief's house, the museum, and the marked graves. Land management in this area will focus primarily on protection of these key features, and maintenance of historically compatible vegetation. Lawn areas, agricultural areas, brush and trees will be managed to minimize any threat to the historic and cultural features. Brush will be cleared and grass mowed within 10 feet of all foot traffic areas to minimize rattlesnake/visitor encounters. Trees will be pruned or removed as needed to minimize potential structural damage to key features. Existing pathways will be surfaced with an accessible hard surface, colored and textured to match native soils.

**Recreational/Administrative Zone** - This zone includes the group use picnic areas, parking areas, the manager's residence, and the maintenance shop. Lawn areas and brush within this zone will be managed primarily to emphasize visitor safety and resource protection and secondly, aesthetics. Trees will be pruned or removed as needed to prevent visitor injuries from falling branches. The emphasis in tree replacement will be the use of native species. Vegetation will be established around the administrative area for visual screening. Lawn areas will be mowed a minimum of 10 feet on each side of picnic facilities and trails to keep tall grasses back sufficiently for fire and weed control, and to minimize encounters with rattlesnakes.

**Agricultural Zone** - This zone will include the areas that have been historically leased out, used for hay production or tilled for grain crops. These agricultural leases will continue to be used as a cost-effective way to maintain the historic aesthetics of the park. Restoration of apple orchards within this zone will be studied as part of the interpretive planning process. Haying may also be used, if deemed practical and it serves the purposes of the park and this plan, to manage vegetation in other zones. Livestock grazing will not be allowed in the park. A community garden project will be implemented on a trial basis in recognition of Plenty Coups' historic raising of crops.

**Natural Vegetation Zone** - This zone encompasses the corridor along Pryor Creek and the hillsides north of Pryor Creek. Management in this zone will consist of retention of the existing natural vegetation with trees, shrubs, and grasses allowed to grow in its natural state. This zone will continue to provide habitat for indigenous songbirds, various small mammals, and deer.

A weed control management plan and map will be developed for the park.



## **ECONOMIC VALUES**

Park staff will continue to work with regional tourism partners such as the Crow Tribe, Custer Country, the Little Big Horn Battlefield National Monument, Apsaalooke Tours, the Hardin Museum, Yellowstone County Museum, the Western Heritage Center, and other agencies to cross-promote visits and share other information. Marketing resources will be shared and expanded.

Visitation will be monitored and niche markets, such as bus and educational tours, will be targeted. A promotional "rack card" will be the primary printed marketing tool for the park and will be included in other tourism information publications. The existing website, now primarily education-orientated, will be used to publicize the park as well.

The Park's economic support of Pryor and other surrounding communities will continue through employment at the park; selling of locally made crafts and art; and by providing visitors with information on local tourism-related support businesses, such as guest ranches.

The present relationship with the Crow Tribe's tourism program will be maintained and expanded to create training and employment opportunities for Apsaalooke people.

## **PARK OPERATIONS**

Visitor services will be enhanced through programming, facilities development and operations management. The partnership with the CPCAC will be supported with an emphasis on tribal consultation, volunteer recruitment, general fund raising, and special events coordination and promotion.

Current park hours of 8:00 am to 8:00 pm and season of May 1 through September 30 will be maintained. Tours and appointments will be available in the off-season by contacting the park.

Park administrative offices will remain in the museum building. The maintenance shop and garage will remain in its present location and function unless a more desirable location out of public view is acquired. Additional plantings will provide the screening necessary to visually isolate the shop area from the Park.

For fire protection services the park will continue to rely upon a combination of on-site capability, the Bureau of Indian Affairs fire station in Pryor, and local fire departments. Structural fire protection coverage for Pryor is located in Hardin, 60 miles away. On-site fire fighting ability will be increased including specialized equipment and training from the BIA, Big Horn County or other fire-fighting entities and an improved distribution system.

Medical services will continue to be provided by the BIA station in Pryor with advanced medical care available from EMS services in Billings. A fire protection system and contingency plan to address both the outside areas of the park and the structures in the park, including Chief Plenty Coups' house, will be completed.

The Park Manager will continue to have primary responsibility for site security. On-site housing will continue to serve as a vital part of site security, supplemented with contracted services and other agency support. Assistance will be requested from the BIA Police, Big Horn County Sheriff's Department, FWP Game Wardens or Crow Tribal Game Wardens, in cases where they have jurisdiction. The Park Manager will serve as liaison with other law enforcement entities in coordination with the FWP Enforcement Division. Law Enforcement entities will be encouraged to assist with regular patrolling. The park will retain its no-shooting designation.

The key areas of interpretation in Chief Plenty Coups State Park will continue to be the life history of Plenty Coups and the story of the Apsaalooke people. Subjects outside this focus will be considered for interpretation as long as resources are available and it connects with the primary focus of the park. Examples of additional subjects include history and archeology of the region; cultural demonstrations and exhibitions; temporary exhibits of current Apsaalooke arts and crafts; and meetings and special events to promote increased cross-cultural awareness. Paid staff and volunteers will provide interpretive tours of the park to scheduled groups. The park will emphasize Apsaalooke people as interpreters.

Interpretive plaques and markers outside the museum will be upgraded and expanded to assist visitors with interpretation. An interpretive trail will be built connecting the key interpretive features of the park. This trail will be designed to avoid negatively impacting culturally sensitive areas within the park. Details of interpretive planning will be addressed in a Comprehensive Interpretive Plan.

Day of Honor and Crow Lifeways will be continued and other special events and activities will be considered and phased in.

Overnight camping, food and other commercial activities will be provided off-site by the private sector.

Major maintenance actions such as electrical and water systems upgrades and roof replacement and painting of modern park buildings will be done on a scheduled basis. A maintenance schedule will be developed for regular maintenance needs of the park.

### **MUSEUM OPERATIONS**

The museum will be run as a "professionally operated small museum," as defined in the 1993 Museum Assessment Program (M.A.P.) report. This type of facility emphasizes artifact protection, rotation of displays, advisory council support, interpretation, and

### **Chapter 3 - Park Management and Development**

education. Staffing, funding, facilities, and programming will be geared toward this objective. Museum improvements will continue to be made using available park operations funds and through special state and grant-based funding.

Collection expansion, research, interpretation, and exhibits will continue to focus on Plenty Coups, Apsaalooke culture both historically and now, and the Pryor valley history and geography.

Museum artifacts will be stored in appropriate storage facilities. Understanding of spiritual objects will be increased through cooperative programs to create object-by-object care protocol.

Exhibit fabrication will continue to be done in an upgraded facility in the museum basement. Key artifacts needed in museum exhibits will be exhibited on a rotational basis in order to minimize any risks or environmental damage that exhibiting might present to particular artifacts. The use of replicas, photographs or drawings will also be considered for fragile or culturally sensitive artifacts.

Museum standard collections care emphasizing natural methods of pest control, regular cleaning, and stabilization of critical artifacts will continue utilizing an increasingly trained staff and contracted professionals. The collection manual will continue to be updated and use of computer collections database program will be pursued. Apsaalooke elders and cultural advisors will continue to be consulted on a regular basis. Relationships with regional museums will be expanded and formalized. Advice for FWP staff will be requested from the Montana Historical Society through regular communication, shared training and periodic site visits.

Museum exhibits and interpretive text will be upgraded utilizing current techniques and appropriate language. Key artifacts that are needed for permanent and temporary exhibits will be obtained through donation, purchase, and long- and short-term loans

Oral history will be collected and recorded, with priority being given to oral histories that support the key focus areas of the park. The museum will cooperate with Little Big Horn College and other partners to collect, catalog and store oral histories relevant to Chief Plenty Coups, Crow culture and history, and the history of the Pryor area in general. Research and oral histories will be utilized to further improve the content of park interpretive programs.

The museum collections and research materials will be available and workspace provided for bonafide researchers on a limited, case-by-case basis, in accordance with the FWP NAGPRA policy, in consultation with Crow cultural leaders and other advisors, and to accepted museum standards. This will necessitate an additional need for expansion of the museum building. Research assistance will be provided on a cost plus basis to persons requesting such assistance.

Park staff, in cooperation with other partners, will also prepare and circulate "exhibits in trunks" for school use across Montana. These exhibits will spread the word about Plenty Coups, the park and museum, to interested people across the state. The park website will be maintained and expanded as both an educational and promotional tool.

Books, other educational materials and consignment sales program will continue to be offered at the park following FWP sales policy. Products sold at the shop will focus on Chief Plenty Coups, Crow Culture, and inter-cultural peace and cooperation. Crafts sold will be authentic, appropriate and locally produced.

## **FUNDING**

FWP funding for Plenty Coups State Park is dependent upon support by the state legislature. It is not anticipated that this will change significantly in the future. It is anticipated that the current mix of state, private, and grant funding will remain at the current level or increase.

The list of potential sources of funding includes:

- ▶▶ Legislative funding for state parks
- ▶▶ Donations
- ▶ Fund raising by the Chief Plenty Coups Advisory Council
- ▶▶ State Parks re-directed staffing and funding
- ▶ Crow Tribal Government Programs
- ▶▶ National Park Service Grants and Programs
- ▶▶ Volunteer Programs
- ▶ Custer Country Grants
- ▶▶ Internships
- ▶▶ Federal Grants for Tribal Governments
- ▶▶ Institute of Museum and Library Services Project and Operating Grants
- ▶▶ Historic Societies
- ▶▶ Community Transportation Enhancement Program Grants
- ▶▶ Tourism Infrastructure Investment Program Grants

## **STAFFING**

Level and type of staffing will be based on the objectives and priorities of this plan. Using the mix of state and outside funded staffing which has proven successful at Chief Plenty Coups State Park will be continued. Staff recruitment, development, and training will continue to be high priorities. Areas of increased expertise through staff training will

include interpretation techniques for diverse audiences and visitor services; Native American awareness and understanding; communications and interpersonal skills; grant writing; and collections/museum management.

A staffing plan will be established and the current performance based employee evaluation system will be continued following FWP policy and regulations and Montana State law. Upgrading of one position to administrative assistant and another position to lead maintenance worker will provide for clearly defined supervisory roles among the seasonal staff. Seasonal positions will be funded to include the full six-month season. Funding of the administrative assistant position to a fulltime level will allow expansion of the park season and level of services including youth outreach.

Contracted technical expertise will continue to be utilized when necessary for special projects or ongoing operations. The Park will continue to use and expand cooperative employment programs. To fulfill Plenty Coups' vision, both tribal and non-tribal members will work together at the park.

Housing will continue to be provided on site as an effective means of providing for site management and security. Upgraded or relocated staff housing will be considered as an alternative, serving the purpose and vision of this plan. Host pad capabilities will be developed and maintained for staff and volunteers.

### **LAND ACQUISITION**

The purposes of this plan would benefit from acquisition of one parcel of land adjacent to the park. This parcel, Big Horn County tax number B0047, is located directly to the west of the park, in section 6 of township 5 south, range 26 east. It contains 15 acres of the original allotment of Kills Together, wife of Chief Plenty Coups. It is highly visible from within the park, offers important aesthetic contributions to the park, and could provide needed space for special events and other park needs. FWP will attempt to acquire fee simple or a long-term lease from the owner through purchase or trade.

The Crow Tribe has first right to purchase property within the current reservation boundary, should this land be put up for sale; and therefore any purchase attempts will be coordinated with the Crow Tribe. Purchase of these parcels as trust land by the Crow Tribe will be a desirable alternative, as this will also be a method to manage land use and preserve the integrity of Kills Together's allotment.

### **DEVELOPMENT NEEDS**

Resource protection is the top priority established by this plan, with moderate enhancements to visitor services. Funding for development in this plan could come from the variety of sources listed in the funding section above.

As upgrades are made to park facilities, accessibility for disabled persons will be upgraded in compliance with the American Disability Act.

The original museum development was planned for a much larger facility with two additional pods similar to the existing structure. Although this original design is dated, there are both original and more recently recognized needs that a museum expansion would significantly reach, fulfilling the park's mission. The park needs classroom facilities, meeting space, additional display area, research area, a sacred room for Apsaalooke spiritual needs, group presentation area, and an area for children's exhibits. A second egress to the park offices in the museum basement is needed to completely provide for staff safety and meet existing safety codes. Expansion of the curatorial storage capacity would provide improved storage of the current collection and the acceptance of additional items into the collection. An architectural design for expansion or other changes in the museum building will be done as a first step and prior to seeking construction funding.

Interior stabilization of Plenty Coups' house was completed in 1999. Future restoration planning will focus on historically significant eras. Interpretive planning, research and public input will define these actual time periods. Interpretation and function of the store will be studied and determined, but none of the other buildings that were once at the park will be reconstructed.

Full interpretive planning for additional or upgraded interpretive facilities will be addressed under the Comprehensive Interpretive Plan. This will include guide complete renovation of museum exhibits and consider Plenty Coups house and store, gravesite, trails, electronic media, and person-to-person interpretation at the park.

The water system needs to be evaluated and, if needed, improved. Water system design will consider adequate supply for lawn irrigation, drinking water for staff and the public, and fire suppression needs within the park. This will include renovation of the well adjacent to Plenty Coups' house including a new well tank and controls. Sanitary system plumbing serving the museum will be addressed to correct winter freeze-up problems. Any new water or septic developments will include an evaluation of ground water movement and any effect development may have on the Medicine Spring and park wells.

One latrine in the group use area will be relocated and upgraded to a fully accessible facility with the second latrine upgraded as well over the life of this plan. Pathways will be built to allow visitors to travel between key park features and facilities. Additional parking in the recreational/administrative zone will be added to accommodate high attendance gatherings such as the Day of Honor. The museum parking area only will be treated to reduce dust and dirt tracked into the museum and historic buildings.

The park will be managed as a day use area. Overnight accommodations are available in the surrounding communities with camping opportunities nearby on the Custer National Forest.

A volunteer pad will be developed in the administrative zone to facilitate on-site housing for volunteers. This will include power, water, and sewer hook-ups.



**FUTURE PLANS AND STUDIES**

As part of the management planning process, numerous studies have been completed including:

- a) an Historic Perspective Study of Chief Plenty Coups;
- b) The American Association of Museums (A.A.M.) Museum Assessment Program assessment;
- c) a Conservation Assessment Program, which examined artifact collection protection and management; and
- (d) specific research necessary for accurate restoration of the Chief's House.

These reports provide critical information and support for park, interpretive and museum planning.

Future plans and studies are listed below:

<b><u>Project</u></b>	<b><u>Priority</u></b>
<ul style="list-style-type: none"><li>• Comprehensive Interpretation Plan</li><li>• Museum Studies</li></ul>	Within one year Project specific as-needed and periodic evaluations
<ul style="list-style-type: none"><li>• Management Plan Update</li><li>• Complete Vegetative/Weed Map</li><li>• Fire Protection Plan</li><li>• Visitor/ Audience Survey</li></ul>	Every 2-3 years Within two years Within one year Periodically/ongoing



## Bibliography

- ◆ Historic Perspectives Study on the Life of Plenty Coups, Chief of the Crow Tribe; C. Adrian Heidenreich, Ph.D.; 1993
- ◆ Archeological Survey of Plenty Coups State Park; Steve Aaberg; 1978
- ◆ Chief Plenty Coups (Alek-chea-ahoosh) Home National Landmark Nomination; R. Laurie and Thomas H. Simmons; 1998
- ◆ Museum Assessment Program Level 1 Survey; Joy L. Poole; 1994
- ◆ General Conservation Assessment (CAP); Kay-Karol Horse Capture; 1994
- ◆ National Landmark Nomination Form for Chief Plenty Coups State Park; Sherri Deaver/Kevin Jon Kooistra; 1991
- ◆ National Historic Landmark Nomination; R. Laurie & Thomas Simmons, 1998

## Appendix A – List of Preparers and Reviewers

This plan has been through numerous drafts and changes over its 8-year development. It is intended to reflect the many persons who have contributed, both listed here and not.

Final Draft. Preparers. Doug Habermann, Harvey Nyberg, Rich Furber, Ken Soderberg, Paul Valle, Jeff Erickson. Other staff reviewers were Harley Sorrells, Bernadette Smith, Kaneeta Redstar and Ellagene Lance.

A review draft was circulated to CPCAC members for comments and a meeting was held at the park to further discuss the plan. Members attending the meeting or submitting written comments were Howard Boggess, Miriam Smith, John Hoerning, C. Adrian Heidenreich, Orlene Wight and Rich Pittsley.

Second Draft Preparers. Ken Oravsky, Rich Pittsley, Lawrence Flat lip, Gretchen Olheiser, Paul Valle and Dana Dolsen

Second Draft Reviewers. Richard Ellis, Ray Berntsen, Mary Ellen McDonald, John Pretty on Top, C. Adrian Heidenreich, Beate Galda, Kirby Lambert, Marcella Sherfy, Harley Sorrells, Angela Russell, Heywood Big Day, Cartie Goes Ahead, Dennis Beaumont, Jennifer Flat Lip, Orlene Wight, Howard Boggess, Judy McNally, Lynda Borque-Moss, Violet Papp, Jon James, Jim Halberg, Terry Zontek

**MEMORANDUM OF AGREEMENT  
BETWEEN THE MONTANA HISTORICAL SOCIETY  
AND MONTANA FISH, WILDLIFE & PARKS,  
TO SHARE EXPERTISE AND SERVICES**

THIS Memorandum of Agreement, entered into this 29th day of December, 1998, between the State of Montana, FISH, WILDLIFE & PARKS (FWP), whose main address is 1420 East Sixth Avenue, P.O. Box 200701, Helena, Montana 59620-0701 and the MONTANA HISTORICAL SOCIETY (MHS), whose main address is 225 N. Roberts, P.O. Box 201201, Helena, MT 59620-1201.

**I. PURPOSE**

MHS and FWP enter into this agreement to commit themselves to sharing expertise and knowledge both formally and informally; to create mechanisms that increase cooperation and interaction; and to create a mechanism through which the agencies can assist each other in specific projects in return for trade in staff time, trade of in-kind materials, or in cash payment.

A. MHS and FWP are both charged by the legislature to care for similar kinds of resources. Both preserve and interpret significant cultural resources for public recreational, educational, and research benefit and provide programs, conferences, exhibits, training sessions, and publications.

B. MHS and FWP each bring differing skills, perspectives, and kinds of expertise to their preservation and interpretation of cultural resources.

C. Both MHS and FWP are affected by the scarcity of specialists in this region in the fields of Montana history; historic preservation; archaeology; historic architecture; curation; exhibit development; site planning; people management; sign construction; historical public programming; visitor assessments; resources on Montana history for schools; security; land acquisition; and management issues. Both are also affected by the reality that additional dollars and authority for staff are difficult to achieve—even though public expectations about our services and our professionalism increase.

D. Montana resources and MHS and FWP will benefit substantially through **informal** sharing opportunities, perspectives, insights, training, expertise, recommendations for expertise, problems, solutions.

E. MHS and FWP and Montana's resources will also benefit substantially by the **formal** exchange of assistance between the two agencies, since each have distinct areas of expertise that the other does not have to the same degree.

**FWP's strengths include:** fee collection; site maintenance routines and skills; historic preservation carpentry; park planning; management of multiple and dedicated fund sources; extensive use of volunteers and interns and the legal framework to support those; extensive public contact experience and skills in friendly and difficult situations; ties to the professional recreation community; ties to natural resource advocacy or user groups; a statewide regional structure and presence; legal services familiar with resource protection issues; personnel services; law enforcement; purchasing assistance; land acquisition and resource negotiation; public opinion and public survey analysis; design, engineering and construction management; sign design and creation; publications and graphics. FWP also possesses all the professional procedures, ethics, routines, and understandings that go with the practices identified above.

**MHS's strengths include:** artifact curation and research; historic property preservation; knowledge of and research skills in archaeology, architecture, artifacts, and history; exhibit design and construction; historic photograph and archival curation and research; procedures for oral history—and all the professional procedures, ethics, routines, and understandings that go with the practices identified above. The Society's collections of books, records, photographs, archival documents, oral histories also constitute a critical asset. The Society has critical ties to the local museum community, to college and university history departments, to subscribers to MONTANA THE MAGAZINE OF WESTERN HISTORY, to local preservation offices, and to federal agency cultural resource staff.

II. GENERAL TERMS

- A. This MOA will remain in full force and effect indefinitely.
- B. Either FWP or MHS may terminate the MOA by giving the other written notice of termination at least 90 days prior to proposed termination.
- C. FWP designates Parks, Visitor Services Bureau Chief as its liaison for this agreement and MHS designates State Archaeologist, State Historic Preservation Office as its liaison for this agreement. Liaisons for each agency are responsible for systematically insuring that the provisions of this agreement are met; tracking the needs, logistics, progress, payments, in-kind contributions for each agency for agreed-upon joint projects; preparing the annual summary of activities conducted within this agreement; and serving as the primary point of contact for the other agency.
- D. This document constitutes the sole and entire MOA between the parties. No statements, promises or inducements made by either party which are not contained in this MOA are valid or binding unless evidenced in writing and signed by both parties.

III. AGREEMENT TO WORK COOPERATIVELY: FWP and MHS anticipate cooperating in the following ways, including but not limited to:

- A. Reviewing and providing written or verbal comments or recommendations on projects, documents, initiatives that will benefit from the expertise of the other agency.
- B. Co-hosting conferences, training, or programs.
- C. Creating shared initiatives (e.g. public relations campaigns for projects of similar topics and purpose, public and educational programs, resource care strategies).
- D. Writing grants for shared projects or projects that benefit both agencies.
- E. Creating shared exhibits.

- F. Using individual staff members to serve as consultants for the other for particular crises, projects, concerns.
  - G. Using one staff person to represent both agencies' interests for particular initiatives, task forces, nonprofit organizations--or alternating staff representation so as to save travel time and money.
  - H. Seeking input from mutual interest groups together such as teachers, universities, local historical societies, Frontier Heritage Alliance.
  - I. Writing, constructing, or preparing documents, exhibit elements, plans, or similar materials either together or for the other party when that's the best way to use expertise. (In other words, serving as consultants for each other.)
- IV. ACTIONS: In order to achieve general cooperation and to undertake projects of mutual interest in a workable fashion, the agencies agree to:
- A. Jointly hold at least one meeting of all appropriate staff at least once a year.
  - B. Annually, prior to the gathering identified in IV.A. above, outline the projects, needs or issues that most likely represent shared interests or needs where cooperation will be beneficial, so that during the meeting those needs can be prioritized, orchestrated/scheduled, or rejected appropriately.
  - C. Throughout the year invite the other agency's staff to relevant special events and occasions.
  - D. Share reviews, services, ideas, projects, involvements that require no exchange of dollars or services for projects that are of short duration, do not involve creating products or comments of substantial length, and that would not otherwise be done by paid consultants.
  - E. Exchange either funds or in-kind services (using state salary costs and state travel and per diem rates), on a one-for-one basis for projects of extended duration, that would otherwise require payment for services, or create products or programs that could not be done without help from the other institution.
  - F. Reach contractual agreements for specific specialized services or specific projects, via attachments to this agreement, when the amount of work or

**Appendix B – Montana Historical Society Agreement**

assistance needed extends over time, involves extensive staff work, or would otherwise divert staff time from primary duties.

G. Be responsible for examining opportunities for use of in-kind repayments in as many instances as possible, acknowledging that some projects can be accomplished more effectively with cash payment of services.

H. Determine mutually appropriate billing and payment methods for work that requires repayment; and maintain specific records on work provided to the other agency, work received from the other agency, and the method of payment agreed upon.

I. Prepare an annual summary of their work within this agreement, including assets and liabilities, concerns, recommendations for another year. Agency liaison will determine a parallel and mutually agreeable format for the annual summaries each agency completes.

IN WITNESS WHEREOF, the parties have executed this MOA.

**Chief Plenty Coups State Park - Montana Fish Wildlife and Parks  
Native American Graves Protection and Repatriation Act (NAGPRA) Policy**

I. PURPOSE: This policy provides direction for the proper and respectful handling of sacred objects that are in the collection of Chief Plenty Coups State Park. It also applies to items placed as offerings or inadvertent discoveries of human remains found within the park.

II. SACRED OBJECTS: The various types of sacred objects (Tobacco Society, Personal War bundles, Herbal Bundles, etc.) held by the Chief Plenty Coups State Park require different protocols of handling and care, from a cultural and spiritual aspect as well as the more standard museum curatorial maintenance. Because of this, activity associated with these sacred objects must be discussed and sanctioned on a case by case basis.

To meet this need, Chief Plenty Coups State Park Staff will present proposals describing intended activities to the Chief Plenty Coups NAGPRA Consultation Committee at their regular meetings. These activities can include, but are not limited to: museum collections management, researching, ceremonial handling, and/or other activities by Apsaalooke (Crow) and/or non-Apsaalooke individuals and/or employees of Montana Fish, Wildlife, and Parks (FWP). Approval of the activity by the Chief Plenty Coups NAGPRA Consultation Committee shall include a description of any cultural and/or spiritual protocols to be utilized during the proposed activity.

If NAGPRA issues related to the functioning of Chief Plenty Coups State Park require emergency consultation outside of regular Chief Plenty Coups NAGPRA Consultation Committee meetings, then telephone (or other electronic means) approval by a simple majority of the Chief Plenty Coups NAGPRA Consultation Committee will be utilized. FWP will present reasons for emergency decisions to the full committee at the next meeting.

III. NAGPRA CONSULTATION COMMITTEE: FWP will determine the membership of the Chief Plenty Coups NAGPRA Consultation Committee in consultation with the Crow Tribe and the Chief Plenty Coups Advisory Council NAGPRA Planning Committee. The Chief Plenty Coups NAGPRA Consultation Committee will consist of no more than twelve individuals and no less than five individuals, who will serve based on their knowledge and participation in Apsaalooke spiritual practices and/or their knowledge of Apsaalooke culture and/or their knowledge of the NAGPRA law. Members will include representatives of 1) affiliated relatives of Plenty Coups, 2) Crow Tribe Cultural Committee, 3) practitioners of spiritual ceremonies or societies affiliated with the sacred objects at Chief Plenty Coups State Park (Tobacco Society, Sundance, and Personal healing). FWP and/or other institutions and/or individuals shall cover financial costs of the NAGPRA Consultation Committee as determined by FWP.



