

## MEMORANDUM

TO: Open Space Board of Trustees

FROM: Dan Burke, Director, Open Space and Mountain Parks  
Mark Davison, Deputy Director, Community Connections and Partnerships  
Kacey French, Planning and Design Senior Manager  
Katie Knapp, Principal Planner

DATE: March 9, 2022

SUBJECT: Written Information: Fort Chambers / Poor Farm Site Management Plan Update

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The purpose of this written update is to provide an update on the upcoming Site Management Plan for the Fort Chambers / Poor Farm property.

### Context

The Fort Chambers / Poor Farm property was acquired by the city in 2018 (acquisition memo link - [03.14.18 OSBT Packet \(bouldercolorado.gov\)](#)) and is located west of North 63<sup>rd</sup> Street and south of Jay Road (see **Attachments A and B**). The property is important in terms of the association for three tribal nations impacted by the Sand Creek Massacre and the City is in talks with these Sovereign Nations on how best to work together on the process for collaborating on the upcoming land management plan for this property. In addition, the property includes values associated with almost all the Open Space and Mountain Parks (OSMP) Charter purposes as it is considered agricultural land of statewide significance, abuts other OSMP managed properties and supports a diverse suite of habitats and species, and has potential for educational and passive recreation opportunities. A previous update was provided on March 10, 2021 (OSBT update memo link – [03.10.21 OSBT Packet \(bouldercolorado.gov\)](#))

The three federally recognized Native American Tribal Nations affected by the Sand Creek Massacre are the Cheyenne and Arapaho of Oklahoma, the Northern Arapaho and the Northern Cheyenne and the site is of significant interest to them. After initial staff review, a portion of this property was likely the location of Fort Chambers, a fort constructed in 1864 where more than 100 Boulder County men trained prior to conducting the barbaric massacre at Sand Creek on Nov. 29, 1864. City staff are working on a government to government basis, to develop a process for collaboration with these Sovereign Tribal Nations to help guide the upcoming management plan for the property. City staff have provided the Boulder City Council and the Open Space Board of Trustees an overview of the city's ongoing consultations with federally recognized American Indian Tribes and related citywide Indigenous Peoples projects, including the city's land acknowledgement (**Attachment C**) and an update on the Fort Chambers / Poor Farm site management plan (Council memo link – [02.22.22 Council Memo \(bouldercolorado.gov\)](#)).

## **Site Management Plan Overview**

### *Government to Government Tribal Partnership*

Because of the property's role in the Sand Creek Massacre, as part of this upcoming planning process the city is actively working with the Cheyenne and Arapaho Tribes of Oklahoma, the Northern Arapaho Tribe and the Northern Cheyenne Tribes to:

- Provide meaningful input into the development of a plan that will help guide the long-term management of the city's Fort Chambers / Poor Farm property.
- During the planning process, identify the desired long-term relationship Tribal Nations wish to have with the property.
- Consider how best to interpret the property in relation to the Sand Creek Massacre including reinterpreting a historical marker on the property to accurately describe Boulder residents' role in the Sand Creek Massacre.
- Identify opportunities to integrate Indigenous history and stories of the Sand Creek Massacre and its intergenerational harm to Tribal Nations into Boulder history, which is dominated by Euro-American histories.

The city has initiated government-to-government discussions with the federally recognized American Indian Tribes affected by the Sand Creek Massacre: the Cheyenne and Arapaho Tribes of Oklahoma, the Northern Arapahoe Tribe, and the Northern Cheyenne Tribe. These tribes have all confirmed an interest in participating in the planning process and have recently designated Tribal Representatives to participate in the project. OSMP staff intends to work collaboratively with Tribal Representatives to understand what type of engagement opportunities are best suited to meeting their expectations and needs. In the upcoming months, OSMP staff will work with Tribal Representatives to identify and lay out the process, roles, and responsibilities and provide the foundation for the overall engagement plan and project schedule.

As part of this project, the city may hold closed sessions with the Tribal Nation Representatives in order to facilitate conversations that may include sensitive topics, such as sacred traditions and stories, along with the location of Native American cultural resources.

### *Community Engagement*

In addition to tribal interest and participation, there are various other stakeholders and interests such as the agricultural and local foods community, Indigenous community members, the local historic preservation community, and individuals and groups interested in natural and recreational resources. In the upcoming months, after understanding what type of engagement opportunities are best suited to meeting Tribal Nations expectations OSMP staff will develop a draft overall engagement plan outlining the engagement processes for all stakeholders including Tribal Government participation, community and other stakeholder engagement, as well as OSBT updates and input opportunities.

### *Planning Process and Timeline*

The City and OSMP is committed to ensuring the site management planning process for the Fort Chambers / Poor Farm property is on a schedule that will work for the three Tribal Nations. Working with the Tribal Nations, OSMP needs to take the time necessary to properly consider and create opportunities for meaningful input. Staff anticipates the planning process will take approximately two years to ensure a thorough engagement process and develop a site management

plan that includes input from the three Tribal Nations. It is anticipated that in addition to OSBT review and input that City Council will also be interested in reviewing the plan before it is finalized. A more detailed schedule confirming the timeframe will be developed after developing the engagement process currently underway with the Tribal Nations.

The overarching planning process will follow the foundational principles and processes of typical site-specific planning processes:

- **Phase 1 Inventory:** A comprehensive inventory and assessment phase to understand all the elements including cultural, historic, natural, scenic and agricultural resources associated with the property as well as infrastructure needs, management requirements and interpretive opportunities.
- **Phase 2 Alternatives Analysis:** Brainstorming the potential opportunities for all elements, including an understanding of the potential long-term interests the Tribal Nations wish to have with this property, potential interpretation opportunities, and developing multiple alternatives or scenarios for the management of the land.
- **Phase 3 Preferred Alternative Development:** The selection and more detailed development of a preferred alternative.

Staff have begun the inventory work for Phase 1, and this will be concurrent with the development of the process, roles, and responsibilities that will better define Tribal Nation involvement.

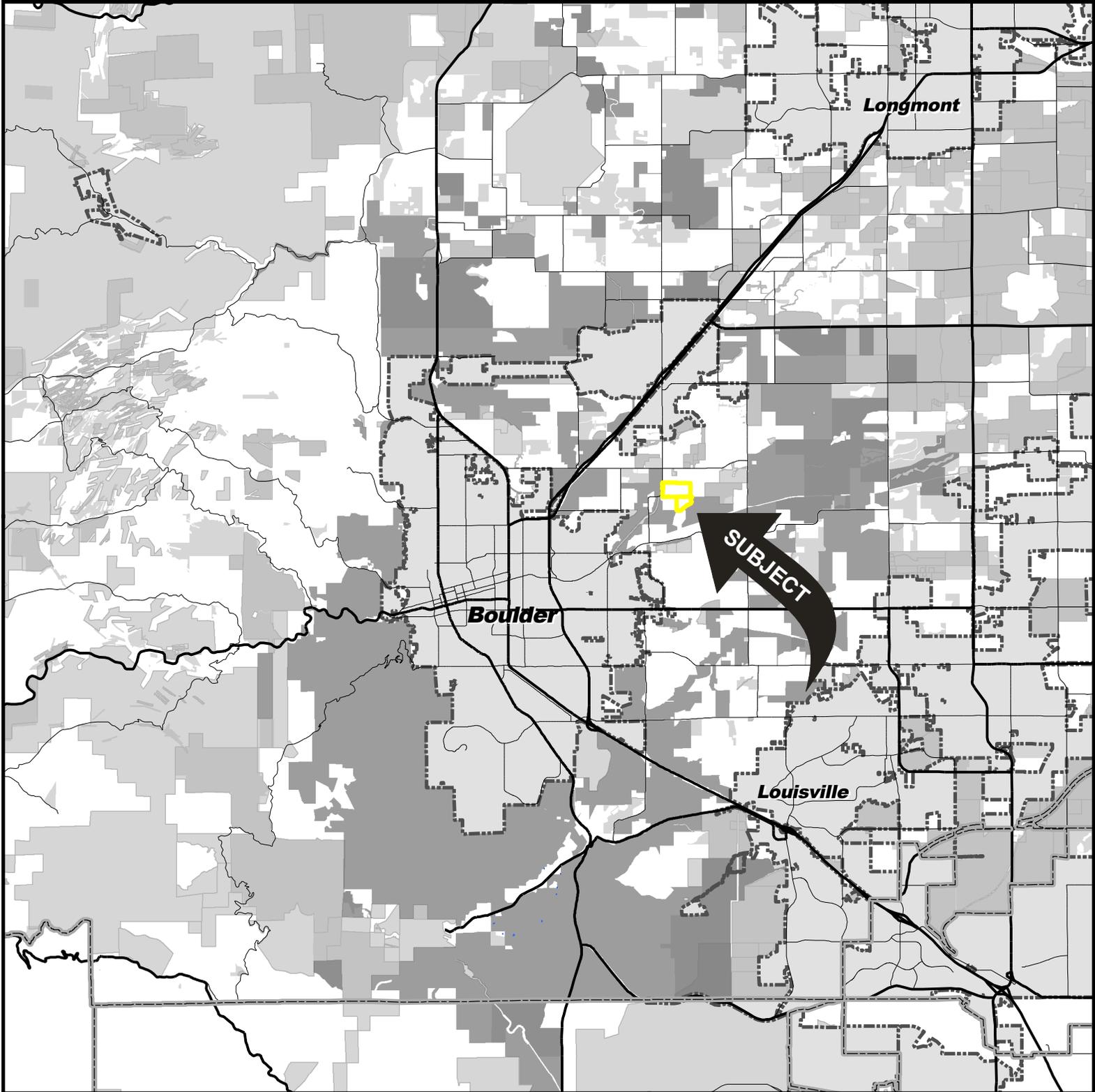
### Next Steps

OSMP will continue with the relevant inventories and developing the process for working with the three Tribal Nations, preparing for greater engagement later with all stakeholders in 2022. OSMP will next return to the OSBT with an update on the process for working with the Tribal Nations, a more detailed scope and schedule for the project supported by a community engagement process.

### Attachments

- **Attachment A:** Vicinity Map
- **Attachment B:** Location Map
- **Attachment C:** Land Acknowledgement

# ATTACHMENT A: Vicinity Map - Fort Chambers / Poor Farm



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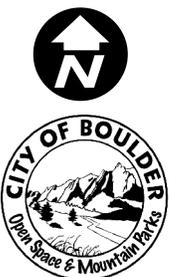
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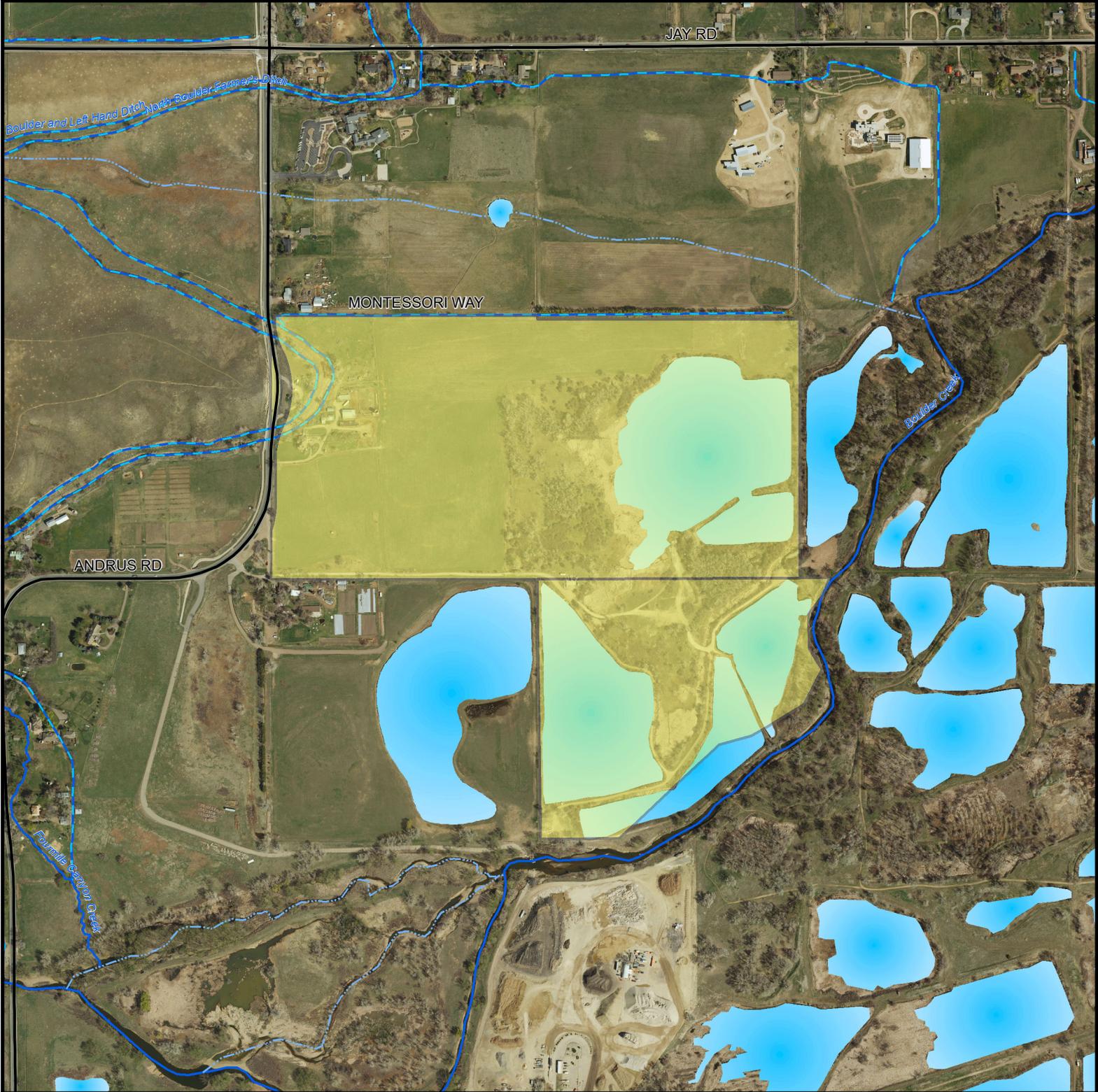
## Legend

-  Subject Property
-  OSMP Lands
-  County Lands
-  Federal Lands
-  City Limits
-  County Boundaries
-  Highway
-  Roads

Approximate property boundaries from Boulder County Assessor's data.



# ATTACHMENT B: Location Map - Fort Chambers / Poor Farm Property



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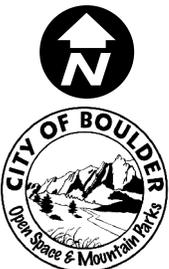
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## Legend

Approximate property boundaries from Boulder County Assessor's data.

-  Subject Property
-  Water Bodies
-  Roads
-  Main Ditch
-  Perennial Stream
-  Intermittent Stream



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# City Staff Land Acknowledgement

The full city staff acknowledgment below will appear on the city website. However, staff intend to develop several shorter versions of the full land acknowledgment to help share it through other education, interpretative and communication formats. The text below is based on the city's Indigenous Peoples Day Resolution, community input gathered in spring 2021, Tribal Representative feedback provided at the 2021 consultation, additional city research, comments received at city/tribal working group meetings in 2021 and 2022, and additional follow-up with Tribal Nations.

## Acknowledgment Text

The City of Boulder acknowledges the city is on the ancestral homelands and unceded territory of Indigenous Peoples who have traversed, lived in and stewarded lands in the Boulder Valley since time immemorial. Those Indigenous Nations include the: Di De'i (Apache), Hinono'eiteen (Arapaho), Tsistsistas (Cheyenne), ~~Namunnu~~ (Comanche), Kiowa, Čariks i Čariks (Pawnee), Sosonih (Shoshone), Oc'eti S'akowin (Sioux) and Núuchiu (Ute).<sup>1</sup>

We honor and respect the people of these Nations and their ancestors. We also recognize that Indigenous knowledge, oral histories, and languages handed down through generations have shaped profound cultural and spiritual connections with Boulder-area lands and ecosystems — connections that are sustained and celebrated to this day.

The City of Boulder recognizes that those now living on these ancestral lands have a responsibility to acknowledge and address the past. The city refutes past justifications for the colonization of Indigenous lands and acknowledges a legacy of oppression that has caused intergenerational trauma to Indigenous Peoples and families that includes:

- For more than 10,000 years, generations of Indigenous Peoples have lived and thrived on ancestral homelands that Euro-Americans colonized as Boulder.
- Indigenous Peoples in Boulder have, as in all parts of the Americas, endured centuries of cruelty, exploitation and genocide.
- The westward expansion of Euro-American population and culture in the 19th century caused extensive hunger and diseases that devastated Indigenous Peoples' way of life.<sup>2</sup>
- In October 1858, Hinono'ei neecce ("Arapaho Chief") Nowoo3 ("Niwot," "Lefthand") told a party of gold-seekers camped in what is now known as Boulder that they could not remain on Indigenous land as defined by the 1851 Treaty of Fort Laramie.<sup>3</sup>
- After gold was found west of Boulder in January 1859,<sup>4</sup> many of those same gold-seekers helped found the Boulder Town Company on Feb. 10, 1859,<sup>5</sup> in violation of the 1851 Treaty of Fort Laramie.<sup>6</sup>
- By the summer of 1859, thousands of gold seekers were in the Boulder area,<sup>7</sup> and many squatted on Indigenous lands,<sup>8</sup> continuing the dramatic expansion of Euro-American occupation of Indigenous lands that soon exiled Indigenous peoples from the Boulder area.

- In August 1864, more than 100 Boulder County residents mobilized into Company D of the Third Colorado Cavalry at Fort Chambers along Boulder Creek east of what is now known as Boulder.<sup>9</sup>
- Company D – which included 46 Boulder men<sup>11</sup> and prominent Boulder County residents<sup>12</sup> – later participated in the barbaric massacre of peaceful Tsistsistas and Hinono'eino' at Sand Creek on Nov. 29, 1864.<sup>13</sup> Among those killed in the massacre were women, children, elders and chiefs, including Nowoo<sup>314</sup> and Tsistsistas Chief White Antelope.<sup>15</sup> Despite having participated in horrific atrocities, members of Company D received a heroes' welcome upon their return home.<sup>16</sup>
- The city has benefited and continues to benefit directly from the colonization of Indigenous lands and from removal policies that violated human rights, broke government treaties and forced Indigenous Peoples from their homelands.

We must not only acknowledge our past but work to build a more just future. We are committed to taking action beyond these words. We pledge to use this land acknowledgment to help inspire education and reflection and initiate meaningful action to support Indigenous community members and our federally recognized American Indian Tribal Nation partners.

We intend to use this acknowledgment when the City of Boulder develops work plans that guide day-to-day work, begins new projects, starts long-term community plans, and recruits and hires staff.

Let this formal acknowledgment – which honors and builds on the city's Indigenous Peoples Day Resolution (1190) – stand as a critical step in our work to unify Boulder communities, combat prejudice and eliminate discrimination against Indigenous Peoples.

## References

1. Interviews with Tribal Representatives. June 2021 through February 2022. **Please note:** The appropriate Kiowa Indigenous name has not yet been obtained from Tribal Representatives.
2. Coel, Margaret. *Chief Left Hand: Southern Arapaho*. (Norman, Oklahoma: University of Oklahoma Press, 2000), 18-19
3. Crifasi, Bob. *A Land Made from Water: Appropriation and the Evolution of Colorado's Landscape, Ditches, and Water Institutions*. (Boulder, Colorado: University of Colorado Press, 2016), 130
4. Smith, Phyllis. *Boulder: From Settlement to City* (Boulder, Colorado: Pruett Publishing, 1981), 12
5. Smith, Phyllis. *Boulder: From Settlement to City* (Boulder, Colorado: Pruett Publishing Company, 1981), 240
6. Crifasi, Bob. *A Land Made from Water: Appropriation and the Evolution of Colorado's Landscape, Ditches, and Water Institutions*. (Boulder, Colorado: University of Colorado Press, 2016), 130
7. Perrigo, Lynn. *A Municipal History of Boulder 1871-1946*. (Boulder, Colorado: Boulder Historical Society and the City of Boulder 1946), 4
8. Crifasi, Bob. *A Land Made from Water: Appropriation and the Evolution of Colorado's Landscape, Ditches, and Water Institutions*. (Boulder, Colorado: University of Colorado Press, 2016). 131
9. Crifasi, Bob. *A Land Made from Water: Appropriation and the Evolution of Colorado's Landscape, Ditches, and Water Institutions*. (Boulder, Colorado: University of Colorado Press, 2016), 141
10. Crifasi, Bob. *A Land Made from Water: Appropriation and the Evolution of Colorado's Landscape, Ditches, and Water Institutions*. (Boulder, Colorado: University of Colorado Press, 2016), 142
11. Coel, Margaret. *Chief Left Hand: Southern Arapaho*. (Norman, Oklahoma: University of Oklahoma Press, 2000), 280
12. Taylor, Carol. "Boulder County Shares in Sand Creek Massacre Infamy." Boulder Daily Camera, Nov. 15, 2014, <https://www.dailycamera.com/2014/11/15/boulder-county-shares-in-sand-creek-massacre-infamy/>
13. U.S. Congress. Report of the Joint Committee on the Conduct of War. 38th Congress, 2nd Session, 1865, 5
14. Coel, Margaret. *Chief Left Hand: Southern Arapaho*. (Norman, Oklahoma: University of Oklahoma Press, 2000), 291
15. Kelman, Ari. *A Misplaced Massacre: Struggling Over the Memory of Sand Creek*. (Cambridge, Massachusetts: Harvard University Press, 2013), 39
16. Coel, Margaret. *Chief Left Hand: Southern Arapaho*. (Norman, Oklahoma: University of Oklahoma Press 2000), 293