Montana Fish, Wildlife & Parks

PO Box 200701
Helena, MT 59620-0701
(406) 444-3186
FAX: 406-444-4952
Ref. DO212-08
May 7, 2008

Dear Ladies and Gentlemen:

The attached decision notice approves the Rosebud Battlefield State Park Final Management Plan for implementation. The plan guides park operations, recreational opportunities, and visitor services, while working to protect the park's nationally significant resources.

In October 2007, Montana Fish, Wildlife & Parks (FWP) announced a draft management plan formed with the help of a volunteer advisory committee and many interested people. Public comments were considered and are summarized in the attached decision notice. The plan was modified accordingly.

This plan will be consulted regularly and possibly re-written in ten years, though it outlines decades of work. The advisory committee helped identify priorities to address. This list is sure to change over time, but focuses our efforts on the most important issues as viewed today. Several of the priorities below are already underway; many others will advance simultaneously or as opportunities arise, though they may not be listed here.

- Continue to build relations with neighbors and tribes.
- Work with mineral owners, developers and others to eliminate mineral development potential under the park.
- Pursue National Historic Landmark designation for the park and participating landowners; continue to protect resources and maintain historic structures.
- Update interpretive message in the short term, while gathering information for an in-depth interpretive plan and permanent displays.
- Develop a special use policy.
- Develop a wildfire protection plan.
- Develop a holistic vegetation management plan.
- Pursue additional staff allocation and accompanying funding to improve visitor services, and maintain and protect resources.
- Collaborate with others to conduct additional cultural and archeological research.
- Research and pursue alternative and permanent public access.

Copies of the final management plan can be obtained from the FWP Region 7 Headquarters at Industrial Site W, Miles City, Montana, or call 406-234-0900. The plan can also be found on the FWP web site at *http://fwp.mt.gov/parks/rosebudbattlefield.*

Sincerely,

M. Jeff Hagener
Director

Attachment

DECISION NOTICE

ROSEBUD BATTLEFIELD STATE PARK
FINAL MANAGEMENT PLAN

Montana Fish, Wildlife & Parks
1420 East 6th Ave South
PO Box 200701
Helena, MT 59620-0701

PROPOSAL

The proposal is to adopt the Rosebud Battlefield State Park Final Management Plan and implement the outlined actions over the next ten years.

PUBLIC PROCESS

The Rosebud Battlefield State Park management planning process was undertaken in 2006 beginning with selecting a facilitating consultant, followed by town hall meetings, focus group meetings, an internet survey and ongoing input from a volunteer advisory committee. The advisory committee developed, reviewed and commented on the draft plan before it was released for public comment on October 11, 2007. The public was alerted about the draft plan and the opportunity to comment through direct mailing of over 200 draft plans, news releases sent to newspapers, radio and television stations across southeastern Montana and northern Wyoming, and Fish, Wildlife and Parks (FWP) web page announcements (http://fwp.mt.gov/parks/rosebudBattlefield/default.html). The 30-day comment period was extended another 49 days to January 4, 2008 to allow sufficient opportunity for public review. During the process, FWP met directly with the Governor's Office, Northern Cheyenne and Crow Tribal Governments, representatives from many Sioux tribes and the Eastern Shoshone Tribe. FWP also met with neighboring landowners, historians and tourism affiliates, mineral owners and developers, Big Horn County (Montana) Commissioners, Bureau of Land Management, Department of Natural Resources and Conservation and the National Park Service.

PUBLIC COMMENT

Thirty-nine comments were submitted during the formal comment period. A summary of topics raised and resulting planning approach is listed below.

- Additional emphasis was added to collaborate with tribes throughout plan implementation, including cultural and archeological related surveys, efforts in interpretation, education, research, staffing, funding, determining resource impacts, site development and use.

- Additional maps were added to show current neighboring land and mineral ownership.
- FWP will make a concerted effort with mineral owners, developers, and other agencies to find a mutually agreeable means to eliminate or minimize mineral development under the park.
- National Historic Landmark status will be pursued in cooperation with the National Park Service and participating landowners; historic buildings will be maintained to reasonable levels, and the agency will work to locate appropriate archives for park related cultural and archeological resources.
- Permanent public access to the park, public orientation area and trails will be thoroughly investigated, impacts analyzed, and if new site access seems feasible, the proposal(s) will be presented to the public for input prior to developing.
- A permanent visitor center and staff office is desired when considered warranted and feasible. This will depend on many things, including access mentioned above, suitable location, environmental and cultural impacts, funding, and staffing.
- Interpretation is key to the visitor experience and will be developed in ways sensitive to the aesthetics and environment, and inclusive of the various cultures engaged with the area through history.
- The agency will work collaboratively with area interest groups to promote regional tourism, yet retain a quality visitor experience with a sense of solitude.
- FWP will collaborate with area landowners to protect important cultural sites and consider acquiring additional lands as opportunities arise with willing sellers.
- Visitor and staff safety and resource protection will be promoted through collaboration with area law enforcement and neighbors, and implementing strategies; hunting will be allowed in the park and managed with safety in mind.
- Grazing will be continued in the short term to reduce wildfire fuels, but the cost/benefits monetarily and to resources will be critically considered in a holistic vegetative plan.
- FWP will continue to monitor and control noxious weeds, working collaboratively with neighbors and the County.
- Additional staff allocations will be pursued while also coordinating volunteers when appropriate.
- Historical clarifications and typographical corrections to the draft plan were completed.
- This management plan serves as an overarching document that includes the applicable goals and objectives adopted by the agency. This planning process considered the recommendations and research completed by the Montana Preservation Alliance (2007), which should continue to be used as an in-depth compilation of historical background, resources and methods considered to preserve the cultural resources of Rosebud Battlefield, including lands outside the park boundary.
- Specific timelines are not included in this plan to allow flexibility as funding and opportunities arise. The advisory committee helped establish implementation priorities at this time, but these will change over time. Some prerequisite actions are influenced by outside parties, which will determine the feasibility of proposed actions.

DECISION

It is my decision to implement the plan as proposed having considered all comments from the volunteer advisory committee, neighboring landowners, tribal governments and representatives, the Governor's Office and the public. In accordance with state policy, environmental analyses will evaluate the impacts of the individual actions when more information is gained. The public will be asked to provide additional input to specific projects in the future.

This plan is subject to appeal, which must be submitted to the FWP Director in writing, and postmarked within 30 days of the date on this decision notice. The appeal must specifically describe the basis for the appeal, explain how the appellant has previously commented to the department or participated in the decision-making process, and lay out how FWP might address the concerns in the appeal. The appeal should be mailed to Director, Montana Fish, Wildlife and Parks, PO Box 200701, 1420 East 6th Avenue, Helena, MT 59620. If you have questions regarding this decision notice, please contact the Parks Division at (406) 444-3750.

M. Jeff Hagener 5/7/08

M. Jeff Hagener, Director
Montana Fish, Wildlife & Parks

Date

ROSEBUD BATTLEFIELD STATE PARK

BIG HORN COUNTY, MONTANA

Management Plan – April 2008

1420 6th Avenue East
PO Box 200701
Helena, MT 59620-0701
Phone: (406) 444-3750
www.fwp.mt.gov

ROSEBUD BATTLEFIELD STATE PARK

Management Plan

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For
Montana Fish, Wildlife & Parks
Parks Division

ROSEBUD BATTLEFIELD STATE PARK MANAGEMENT PLAN

Adopted by Montana Fish, Wildlife and Parks

Bryce Christensen, Region Seven Supervisor — Date: 4-22-08

Joe Maurier, Parks Division Administrator — Date: 4/28/08

M. Jeff Hagener, Director, Montana Fish, Wildlife and Parks — Date: 5/7/08

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Acknowledgements

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Volunteer Advisory Committee for Rosebud Battlefield State Park Management Plan, February 27, 2008, Big Horn County Court House, Hardin, Montana.

Top Row L-R: Sam Scott, Chip Watts, John Little; Patrice Benjamin, Barney Old Coyote; Middle Row L-R: Penny Iekel, Conrad Fisher, Bob Peterson; Bottom Row L-R: Jolene Rieck, Ann Clancy, Sue Dalbey, Mary Slattery.
Absent from photo: Russell Eagle Bear, Steve Gregersen, Glenda Trosper.

Executive Summary

The Rosebud Battlefield State Park Management Plan is a result of over one year's worth of public input, education and assessment of management areas unique to this State Park. Montana Fish, Wildlife and Parks (FWP) acquired the park lands in 1978 and quietly maintained the historic and natural scene. In June of 2003, an interim management strategy was adopted by FWP to protect the existing and potential values of the park from modern development. The National Park Service nominated the park and certain surrounding lands for the National Historic Landmark designation in 2005. Additional public review and input to the designation process has been sought through this management planning process.

The history of the Rosebud Battle is linked closely to other regional state parks, national parks, museums and historic events. Bighorn County in Montana and Sheridan County in Wyoming are interested in how this park can influence tourism and the local economy. Local ranchers, via a lease agreement with FWP, have used the park for grazing in the past. Currently, some authorized and unauthorized commercial use occurs in the park. The park is also a resource for recreationists who participate in hunting, hiking, bird watching, photography and sight-seeing.

Historic preservationists are concerned with looting and deterioration of cultural remains. Archeologists would like to conduct additional research to determine the age of prehistoric sites and to learn the details of the 1876 battle. The U.S. Armed Forces visits the battle site annually to study warfare tactics. In addition, descendents of the Kobold family who homesteaded the land and actively researched and preserved the landscape are interested in the future of the park. Rosebud Battlefield State Park was listed on the National Register of Historic Places in 1972.

The Rosebud Battlefield is significant to many Native American tribes. The distance between the current Native American homelands and the Rosebud Battlefield preclude frequent visits for many, but their interest is keen. Many would like to complete cultural surveys of the battlefield. The Lakota bands and nearby Northern Cheyenne tribes represent most of the warriors fighting General Crook in 1876.

The Crow Tribe assisted General Crook in the Rosebud Battle and currently own mineral rights under the park. A portion of the park falls within the exterior boundary of the Crow Reservation. The Eastern Shoshone also fought and scouted for General Crook. Other tribes had warriors who participated in the battle. The future of this battle ground and historic landscape is important to all.

As the site continues to receive regional and national recognition, visitation will likely increase. Expectations for visitor services will also increase as will the need to protect cultural resources.

Since its ownership in 1978, FWP has maintained the site with minimal development and management presence. This strategy, along with budget and staffing constraints within the entire Montana State Parks system, has precluded any major efforts toward developing the park. The site currently has a small interpretive area to explain the major points of the battle, along with a brochure that incorporates a map of the battle. Until substantial public input could be collected, no efforts have been made to expand interpretation at the site.

In the fall of 2006, FWP began the process of developing a formal management plan. The process was to solicit and incorporate feedback from the public regarding the future of Rosebud Battlefield State Park. In addition to public meetings, focus groups and general comments, a volunteer advisory committee (VAC) was formed to identify concerns, brainstorm solutions and develop recommendations for FWP.

This committee worked throughout 2007 to redefine the park's mission and vision. They were tasked with identifying and providing solutions to seven areas of management concern:

- Cultural and Historic Resources
- Recreation Management
- Natural Resource Management
- Interpretation and Education
- Visitor Services and Facilities
- Financial and Human Resources
- Park Promotion and Visitation

Each area of management concern begins with a topic statement that defines its present situation and acknowledgement of areas of improvement. Each area is defined with goals that have been developed through the process. Goals marked with an asterisk (*) indicate those that the VAC indicated should be of priority implementation. Each goal contains a series of objectives that are important to achieving that goal. Each area has been reviewed by the VAC with feedback from the public to ensure that each goal will contribute to the mission and vision of Rosebud Battlefield State Park.

The VAC reviewed and considered the comments submitted on the draft management plan in early 2008 and revised this document accordingly. FWP has also reviewed the recommendations and revised the plan prior to final adoption. The public will be notified through press releases and direct mailing when the plan is approved through Fish, Wildlife and Parks.

Implementation of the plan will be dependent upon many factors including future research, public and staff safety, visitor services, funding, staffing, environmental

impacts and partnerships. When implementing specific components of the plan, an environmental assessment (EA) will be completed and comment will be sought from the public as per Montana Code. Montana FWP will work with the public to develop appropriate alternatives such as trail plans and interpretation. Through the EA process, the public will have the opportunity to review more details and provide additional comment into the proposed changes that will form Rosebud Battlefield State Park.

This management plan lays out decades of work without securing funding or staff. It is the desire of Montana FWP that through implementing this management plan, additional correspondence with the public and interested stakeholders will further the understanding of the opportunities and constraints of managing a cultural park. This plan provides a valuable guiding document for managers, but it also allows for flexibility as the park's priorities change over time. The plan should be reviewed regularly and rewritten if necessary in ten years.

Rosebud Battlefield State Park Mission Statement

The mission of Rosebud Battlefield State Park is to conserve and protect the archeological, historic, natural, pre-historic, recreational, and scenic resources of the park for people's use, enjoyment and understanding thereby contributing to the quality of life for all people in perpetuity.

Rosebud Battlefield State Park Vision Statement

The Rosebud Battlefield State Park has a unique, evolving story. The vision of the park is to offer a sense of wonder and discovery for visitors while effectively and sensitively interpreting and managing the site for public use. Visitors will be able to experience the culture, history, beauty, and sense of solitude that remains at the Rosebud**.** The Battle is the premier reason for this park and management efforts shall support the balance of landscape conservation and visitor enlightenment through two major components:

Stewardship of the Park

The park will balance site conservation with visitor facilities, educational opportunities, and recreational activities to maintain healthy natural resources and to protect cultural resources. Management efforts will focus on protecting critical view sheds and subsurface lands through low impact development that draws visitors to the Battlefield.

Education and Interpretation

Education and interpretation will be enhanced through a variety of methods and media that will include information on the park's cultural, historical, natural and archaeological resources. The story of the park, though centered on the Battle, continues to be revealed, from pre-historic times through present day. For each faction of time, unique and fascinating people, events, landscapes and artifacts have contributed to the park's

history. Interpreting the stories, sites, people, and traditions from a wide range of perspectives will provide visitors with a greater understanding of what happened and how these events are interconnected through time. This appreciation will strengthen and deepen each visitor's sense of place and ownership in the park.

Introduction

Park History

The Battle of Rosebud Creek took place on June 17, 1876 along Upper Rosebud Creek when General Crook's Army forces, allied with the Crow and Shoshone, fought the Cheyenne and Sioux. Never before in the history of American Plains fighting had such a large force engaged the United States military in battle.[i]

In the spring of 1876, General Philip H. Sheridan sent three Army columns into southeastern Montana Territory. Their mission was to confront a concentration of Sioux and Cheyenne Indians whom the U.S. Government viewed as violating a proclamation requiring all Native Americans to settle on reservations. Colonel John Gibbon, from Fort Ellis, Montana Territory, followed the Yellowstone River east. Brigadier General Alfred H. Terry traveled up the Yellowstone River from Fort Lincoln, Dakota Territory.

The third column, led by Brigadier General George Crook, moved north from Ft. Fetterman, Wyoming Territory, with about 1,050 cavalry, infantry and civilian packers, and about 80 prospectors. Approximately 175 Crow warriors and 80 Shoshone warriors joined the column to fight their long-time adversaries, suggest battle strategies and scout this familiar country for Crook. Well-known Crow Chief Plenty Coups and Shoshone Chief Washakie were among the allied leaders.[ii]

Lakota bands and Cheyenne had joined along the Yellowstone River in May forming a huge village said to have stretched nearly two miles long, which eventually moved to Reno Creek just prior to the Rosebud Battle. The Hunkpapa band had the largest camp circle, including Sitting Bull, followed by the Oglalas with Crazy Horse. The large Northern Cheyenne camp included leaders like Little Hawk, Spotted Wolf and Crazy Head. Camp circles were also formed by the Lakota bands Minniconjou, Sans Arc, Blackfeet Lakota and the Two Kettle.[iii]

At 8 a.m. on June 17, Crook stopped his troops to rest along Rosebud Creek. Crow and Shoshone warriors had advanced a few miles north of the main column. Sioux and Cheyenne were approaching from the north and northwest, totaling perhaps 1,000 warriors, though estimates range from 700 to 2,200.[iv] The scouts exchanged fire with Cheyenne and Sioux forces who pursued them back to Rosebud Creek and Crook's column. The fight lasted about six hours and ranged over many square miles. Both sides claimed victory.

The Lakota and Cheyenne left the battle on their own volition and returned to their villages with renewed confidence that they could overcome their enemies. Crook had held his position. He reunited his scattered troops and turned south the next day with low rations and ammunition. He returned to Goose Creek, Wyoming Territory (near present-day Sheridan) and stayed there until August. It is generally believed that nine of Crook's soldiers and one Shoshone scout died. It is estimated that as many as thirteen Lakota and one Cheyenne died in the battle.[v]

Eight days after the battle on Rosebud Creek, many of the same Lakota and Cheyenne fought General Terry's subordinate, Lieutenant Colonel George Custer and his Seventh Calvary, in the Battle of Little Bighorn, about twenty-five miles to the northwest. Five of Custer's twelve companies were destroyed.[vi]

The United States of American laid claim to this land in the mid-1800's. August Ahrens was one of the first to acquire part of the Rosebud Battlefield lands from the U.S. in 1889. Various others acquired parts of the battlefield in the early 1900s, including the Frederick and Walter Kollmar families, for which a creek is named that drains into Rosebud Creek. In 1920, Elmer "Slim" Kobold purchased multiple tracts. He and his wife, Rose, continued to add to their estate into the mid 1900s.[vii] Their love of the land and the accompanying history were instrumental in preserving the battlefield for the public.

In the 1960's and early 1970's, pressure to extract coal from the area near Decker, Montana and under the Rosebud Battlefield, where significant coal reserves exist, induced the Kobolds to work at preserving and protecting the site for future generations. He toured the site with several who were in the battle or whose relatives were in the battle. In turn, he led many interested people on tours of the area, explaining the course of the battle, showing significant archeological spots, studying and cataloging artifacts, and preserving Native American art. In 1972, with the aid of Montana FWP, he gained designation for the land in the National Register of Historical Places.[1] Inclusion in the Registry affords protections from actions by the Federal Government or its agencies even though it does not alter private ownership rights. As a result of Kobold's preservation efforts, Montana FWP purchased the lands for a State Park in 1978 using Coal Tax Fund monies by direction of the Montana State Legislature.

Today, the park is a multiple-use area covering 3,052 acres of public land, which is almost exclusively surrounded by private lands. The exception is lands owned by the

[1] The National Historic Preservation Act provides for listing to the National Register of Historic Places. Protections offered under NHPA include a required review before any action can be taken by any Federal Agency when Federal permits are required on a project. This includes leasing of Federal mineral rights, coal, oil and gas rights. Sections 106 and 110 of NHPA outline these reviews.

Montana Department of Natural Resources and Conservation (DNRC). The appendix of this document includes a map of surface ownership. The park provides opportunities to visit historic and archeological sites as well as the opportunity to hike, horseback ride and hunt during the open seasons. Grazing by cattle also been allowed for several years, with payment to the State. Many people come to Rosebud Battlefield to remember the ways of the past and to pay tribute to those who died there.

Historic and Military Value

The 3,052 acres owned by the State of Montana, known as Rosebud Battlefield State Park, holds a large number of sites significant to the 1876 engagement. Overall, the character of the site today appears similar to the landscape in 1876. Several other significant battle sites are located on private lands near the park. An Area of Management Concern (AMC) has been established in conjunction with the Bureau of Land Management to include all sites involved in the battle (publicly and privately owned) and the view-shed, with Rosebud Battlefield being the center. This area totals over 11,000 acres.

The Battlefield is revered by several segments of American society as a place where blood was shed and spirits live. A common grave of nine U.S. troopers exists on an unknown site in the area. Crook in his haste to depart, had the entire column ride over the grave to mask its location. There is some assumption that graves from fallen Sioux and Cheyenne riders are on the property. After action reports from Crook's officers do cite locating a wounded Cheyenne warrior when they left the area.[viii] To this day, offerings or prayer cloths can be seen in the park as remembrances of those who fought here.

The Rosebud Battlefield tends to be the default name for the events that occurred in 1876. The name, which reflects its place on the land, is not the only name known by visitors. The Northern Cheyenne Tribe know the battle as "Where the Sister Saved Her Brother," an event that occurred during the battle where a Cheyenne woman rode into the battlefield, in a hail of gunfire from soldiers, to save her brother from a certain death. The Crow Tribe refers to the battle by "Where the Bull Who Doesn't Fall Down Struck the Enemy," also based on events of the battle meaningful to the tribe.

The U.S. Armed Forces utilize the Rosebud Battlefield to study fighting of irregular forces in undeveloped terrain. The site also allows for the study of cultural influences and the use of the landscape on battle tactics. A U.S. Command and General Staff College Professor, from Fort Leavenworth, Kansas, characterized the Rosebud as "absolutely unique" in the opportunities that the current landscape provides to assess leadership, intelligence, logistics and communications.

In addition to the military history, the site represents Montana's homestead heritage as evidenced by the Kobold house, Kollmar homestead site and Kollmar grave site. This site provides opportunities for interpretive programming about the homestead era in Montana.

Cultural and Archeological Values

Many cultures honor the battlefield area for reasons besides the 1876 battle. A buffalo jump is located north of the park entrance. Dr. George Frison, University of Wyoming Archeological Department, surveyed this jump in 1970, and dated it as far back as 3000 B.C.[ix] This was the first confirmed site of buffalo jumping activity by native peoples. Dr. Frison categorized the jump as an important site and advised further work on this site to utilize advanced dating techniques.[x] Petroglyphs exist on the sandstone walls above the impact and butchering areas near the jump. In addition, the site contains eagle catch sites and vision quest sites.

Montana Fish, Wildlife and Parks commissioned an archeological reconnaissance of the Area of Management Concern (AMC) in 1981. This study identified 45 Smithsonian registered sites, 21 within the park boundary. In total, Rosebud Battlefield State Park has 66 Smithsonian registered archeological sites. In the rest of the AMC area, 101 sites were recorded. The area in and around Rosebud has one of the highest historical heritage site densities related to that era in all of Montana. When added to the historical sites of the Battle, the buffalo jump, evidence of the homestead era of Montana, and Native American cultural concerns, the Rosebud Battlefield offers "public interpretive potential unmatched on any other Parks Division property."[xi] Although some archeological work has been done, all has been preliminary in stature and much of the prehistoric, pre-archaic, and modern historical finds have yet to be investigated properly.

The American Battlefield Protection Program provided a grant in 2005 and Montana FWP contributed matching funds for the Montana Preservation Alliance (MPA) to compiled existing research on the park and battlefield lands. The resulting report provided recommendations to preserve cultural resources at Rosebud Battlefield, including lands outside of the State Park boundary.[xii] The research of the MPA supplements this management plan by providing details specific only to cultural resources. Many of the MPA's recommendations are incorporated into the goals and objectives in this plan. The MPA document is also a valuable resource documenting the area's history regarding the battle and homesteading, as well as a comprehensive bibliography. Montana FWP reserves the right to deviate from the suggested recommendations as more is learned about the site and resources over time.

Open Space and Natural Values

Rosebud Battlefield State Park provides public access to 3,052 acres of open space surrounded by private land and DNRC lands. Public access to lands in Southeastern and South Central Montana, as well as Northeastern Wyoming, is becoming increasingly rare and valuable. The public access opportunity that the park provides is highly valued by many people throughout the area. Rosebud Battlefield State Park also provides habitat for a variety of animals and is dedicated to preserving natural prairie grasslands.

Recreation and Aesthetic Values

The park lands and habitat offer a variety of recreational opportunities to visitors. Aside from learning about the historic battle, visitors can walk, bird watch, picnic and relax. The Rosebud currently offers moderate upland bird hunting and limited big game hunting. Access by vehicle is limited to the main through-road, which passes by the Kobold buildings. A short vehicular scenic route (known as the "D" route) passes at the foot of Crooks Hill and southwest of the buffalo jump. The park is open year-round for day-use recreation; no camping is allowed.

Visitors currently have access to a park brochure for a self-guided tour of the site or they can utilize a commercial guide who operates under a FWP permit.

The minimal impact on the landscape over the past one hundred years increases the park's aesthetic value. Sweeping short-grass prairies cover the vast lands, viable for ranching. Undulating topography provides visual interest and was a key tactical feature in the Battle of the Rosebud. Rosebud Creek supports riparian species of herbaceous and woody plant species. The wind-swept rock formations expose the history of time and provided safety for prehistoric peoples.

Agricultural Values

The park lands have been used to graze cattle historically. More recently grazing has occurred on a rest/rotation cycle to maintain plant health and vigor. Grazing also assists in wild fire control by removing volatile fuels. Grazing on park lands provides a valuable opportunity for local ranchers, but years of drought are challenging water sources and raises costs to support grazing. Controlling weeds on public lands is an ongoing challenge to maintain high quality grasslands for both domestic and wild animals and to limit the spread of those weeds to neighboring

lands. Livestock trails and other high use areas could impact the historic or pre-historic integrity of the site.

Threats to Rosebud Battlefield

The 1998 Montana State Park System Plan, Vision 2020, lists several challenges to the Rosebud Battlefield, including:

- Lack of a management and/or development plan to effectively respond to public and commercial demands.
- Inclusion of a portion of the park in the exterior boundary of the Crow Reservation. The "107th Meridian Settlement" retained surface ownership for the Department for that portion of the park but transferred Federally-owned mineral rights to the Crow Tribe.
- Increasing commercial pressure.
- Changing attitudes of neighboring landowners toward the park and public programs.
- Vandalism and illegal artifact collection.
- Portions of the actual battlefield are not located within current park boundaries.

The management plan attempts to address these threats and provide strategies to protect the values of this park for public use and education in perpetuity.

Mineral and Energy Development

The most immediate threat to Rosebud Battlefield State Park is the prospect of coalbed methane (CBM) exploration, development and extraction. CBM extraction includes wells that are drilled into underground coal seams; the water associated with these seams is pumped to the surface, allowing the methane gas to be extracted. Usually the water is very saline and is not capable of being used for irrigation or meeting water quality standards. The field development also includes road construction to and from installations, pipelines, compressor stations, gas storage facilities, commercial traffic, power lines, separators and the dumping of wastewater from the process.

One common occurrence in the West is a "split estate" in which the surface of a parcel of land is owned by one person, but the mineral, oil and gas rights below are owned by another. In such a case, the rights of the owner of the mineral, oil and gas rights supersede those of the owner of the surface rights. Montana FWP does not own any oil, coal, gas or other mineral rights under the Rosebud Battlefield State Park. Most of the minerals under the park are held privately.

The remaining minerals are held by the Bureau of Land Management (BLM) or by the Bureau of Indian Affairs (BIA) in trust for the Crow Tribe. The federal rights were leased out in 1998. These leases include a stipulation of No Surface Occupancy. The leases were originally valid until 2008. The State of Montana placed a moratorium on the development of Coal Bed Methane Natural Gas (CBM) until the completion of an Environmental Impact Statement (EIS) by the BLM on federal oil and gas leases. This moratorium has extended the 1998 lease terms.

The EIS was released for comment on January 19, 2003. A Record of Decision was signed by the BLM and Montana Board of Oil and Gas in April of 2003. However, the decision was opposed in court, which resulted in requiring the BLM to complete a supplemental EIS considering other alternatives. The public comment period for the supplemental EIS ended in May 2007. A supplemental air quality analysis was released for public comment in early 20008. A record of decision is pending as of April 2008.

In 1988, Montana FWP requested that the BLM withdraw all federal mineral rights within the Battlefield. BLM acknowledged the receipt of the request; however, there is no evidence that these rights were ever withdrawn.

A settlement over the correct placement of the 107th Meridian placed some of the acreage owned by Montana FWP inside the exterior boundary of the Crow Reservation. Also, federal mineral rights associated with that land were transferred to the Crow Tribe. The Crow Tribe has explored coalbed methane resources within their Reservation.

Pressures from coalbed methane development at Rosebud Battlefield State Park is immediate and requires the cooperation of several agencies, industry leaders, mineral rights holders and developers to protect the values at the Rosebud. The designation as a State Park, the listing of the battlefield on the National Registry of Historic Places and use of Land and Water Conservation Funds all imply and support the need to protect this site from industrial intrusions.

Unregulated Commercial Use

Several commercial tour guide operations include the Rosebud Battlefield State Park in their itineraries.[xiii] Not all commercial operators have obtained the required permits from Montana FWP to legally guide in the park. The continued increase of unmonitored commercial ventures into the park presents a threat to the unprotected archeological assets in the park and management concerns.

Public Access

The current access to the park from Highway 314 crosses private land. Montana FWP currently has only a verbal agreement for public use of the road into the park. Access could change as the park's visitation evolves or if land ownership changes. Other routes into the park may need to be considered to secure permanent public access.

Battlefield Sites on Private Land

Several sites relating to the Battle of the Rosebud are not included within the boundaries of the State Park. Existing land owners have been vital in the conservation of these key battle sites. Land ownership changes or other circumstances could affect these areas and the results could be a major loss to the battlefield heritage. Discussions with these land owners to explore cooperative and protective measures, such as land acquisition or conservation easements, may be helpful to ensure long-term protection of these nationally significant battlefield sites.

In the short-term, some land owners may grant permission to tour outlying sites with appropriate coordination. Montana FWP would help park visitors understand park boundaries and work to limit trespass.

Plan Goals and Methodology

Plan Development

The overall goal for developing this management plan was to comprehensively acquire public input to identify issues impacting Rosebud Battlefield State Park and develop strategies to effectively manage those issues. In order to objectively develop this input, Fish, Wildlife and Parks hired consultant, Peaks to Plains Design PC, to facilitate the management plan process. The consultant's role was to:

- Effectively build trust among stakeholders and ensure that all concerns are considered.
- Ensure that stakeholders have ownership in the process and in the final recommendations.
- Implement an objective planning process that makes recommendations to FWP.
- Collaboratively determine ways to manage major issues at the park, such as: cultural and resource preservation, site development, access, mineral rights development, natural resources, interpretation, historical and archeological preservation, agricultural use and recreational use.
- Identify actions and corresponding priorities to address issues.
- Develop a master site plan including various zones identifying acceptable levels of development throughout the park and/or primary uses.
- Complete the management plan by January 2008.

Feedback from the public, the VAC and FWP indicates that these goals were largely met. The master site plan identifies a proposed travel plan and primary use and development areas, rather than zones. The plan stresses the need to limit overall development, especially in the core battlefield area; visitor congregation and site orientation would originate on the outskirts of the park. Completion of the plan was postponed until Spring 2008, to allow an extended public comment period and further consultation with stakeholders. The plan should be reviewed regularly and rewritten if necessary in ten years.

Methodology

Public input to the management plan was organized in several venues. People had the opportunity to attend public meetings, participate in committee meetings, provide input through focus groups and comment through the FWP website. In addition, this document was subjected to a formal public review period. All public comments were reviewed and a revised plan was submitted to FWP for their review and approval. The public was notified that the final plan was adopted.

Volunteer Advisory Committee

A group representing a cross section of stakeholders interested in Rosebud Battlefield State Park was compiled to form the Rosebud Battlefield State Park Volunteer Advisory Committee (VAC). The purpose of the committee was to help FWP identify issues and trends, formulate management recommendations considering a balanced perspective that works for the good of Rosebud Battlefield State Park. The VAC was considered an advisory group and not a decision-making body. Committee meetings were conducted by the consultant and were open to public observation.

The VAC members were selected by FWP and were based upon some or all of the following criteria:

- Willingness to participate in a comprehensive approach (not single issue),
- Willingness to work towards consensus on controversial issues,
- Able to make adequate time commitment towards completion of the project,
- Contributes to a diverse committee,
- Limiting the committee size to a manageable group.

The following interests were considered to represent a wide range of issues:

- Park neighbor,
- Tribal affiliation,
- Member of a regional tourism organization or commercial operation,
- Historian with military emphasis,
- Education and interpretation background,
- Local government representative such as a County Commissioner or State Legislator,
- Natural resource and minerals interest,
- Regional history interest, such as County Historical Commission, Frontier Heritage Association, Fort Phil Kearney, Bozeman Trail, Little Bighorn Battlefield,
- State history perspective/archeology/ethnographer,
- Membership or affiliation with a frequent park user group,

- Membership with a group or organization who has been involved with or expressed an interest in management activities,
- Member of a regional park and recreation agency.

The committee met eight times to draft the main components of this plan. Meetings were held in various locations within two hours of the park. Meeting minutes are available by request or on FWP's website.

Town Hall Meetings

Three town hall meetings were held throughout the plan development process. The first meeting was held in Sheridan, Wyoming in December 2006. The outcomes of that meeting were to inform the public about the purpose and current status of the process, inform the public of current activities occurring in and around the park and to solicit what participants see as the opportunities, trends and challenges facing the future of the park. Earlier in the day, FWP staff conducted a guided tour of the park, in which many members of the public attended.

The second town hall meeting was held in Lame Deer, Montana, in July 2007, about mid-way through the plan development. The goals of the second meeting were to inform the public about the current status and activities of the plan process, to present the elements of the draft management plan and to solicit public suggestions, comments and questions on the recommendations that had been developed to that date.

The third town hall meeting was held in Hardin, Montana, in October 2007, to begin the formal public review period. The goals of the third meeting were to inform the public of the process for finalizing the plan, present the recommendations set forth in the draft management plan and solicit feedback on those recommendations.

Focus Groups

Three focus groups were conducted during the management plan process. The questions presented to the focus groups were developed with input from the Volunteer Advisory Committee. The first focus group included adjacent property owners. The second focus group included representatives from the tourism industry and people with historical backgrounds associated with the battlefield. The third focus group was held in October 2007 in Hot Springs, South Dakota and solicited input from members of various Sioux Tribes whose geographic disposition made it difficult to participate in the other planning process meetings.

Surveys

One web-based survey was conducted early in the process. Even with the effort of alerting the public to this survey through press releases, emails and a postcard

announcement, it generated less than 20 responses. Nonetheless, data from those responses were presented to the VAC for their review.

Tribal Input

Montana Governor Brian Schweitzer's staff and Montana State Parks Division staff met with Crow Chairman Venne and his executive staff on January 16, 2008 at the State Capitol in Helena. In addition, the Crow Tribe Office of the Chief Executive Assistant submitted comments to the plan. Overall, the Crow Government supports protecting and preserving the battlefield. The Crow have oral and written accounts of the critical roles they served in the battle. Montana FWP and the Crow Tribe will continue dialogue as the plan is implemented, especially regarding ethnographic research and interpretation, National Landmark status and mineral development options.

Montana Governor Brian Schweitzer's staff and Montana State Parks Division staff met with former Northern Cheyenne Chairman Eugene Little Coyote and his executive staff on November 29. 2007. The Governor's staff and Montana State Parks Division staff met on February 19, 2008 with the Northern Cheyenne Tribe's Natural Resources and Environmental Quality Department as well as the Tribal Historic Preservation Office. The Northern Cheyenne Tribe is attentive to resource conservation, especially water quality and quantity. Access to cultural resources of the battlefield is very important. The Tribe looks forward to collaborating on future research, interpretation and education regarding the landscape, traditional uses and the battle.

Other Comment Opportunities

Members of the public could comment during every stage of the process. Comments were collected through documented telephone calls, email correspondence and a web feedback form on FWP's website. These comments were collated and presented to the VAC for their review on a regular basis. At each of the VAC meetings, the public was provided time to comment to the committee. Public comments were recorded in the meeting minutes.

The draft plan was released for public comment on October 11, 2007 through November 16, 2007. The period was extended to January 4, 2008 to allow additional time for the public to comment and Montana FWP to meet with interested stakeholders, including the Northern Cheyenne and Crow Governments.

Topic Statements, Goals and Objectives

Seven areas of concern and interest

Each area of management concern begins with a topic statement that defines its present situation and acknowledgement of areas of improvement. Each area is defined with goals that have been developed through the process. The goals marked with an asterisk (*) indicate those that the VAC indicated should be of priority implementation at the time the plan was developed. The priorities will likely change over time. Each goal contains a series of objectives that are important steps to achieving that goal. Each area has been reviewed by the VAC with feedback from the public to ensure that each goal will contribute to the mission and vision of Rosebud Battlefield State Park.

Implementation of the plan will be dependent upon many factors including future research, visitor and staff safety, visitor services, funding, staffing, environmental impacts and partnerships. Implementation of some of these recommendations can progress simultaneously, while others will be dependent on other prerequisites. The goal of the planning process was to define what to do, while allowing the flexibility to determine how to complete the goals.

When implementing components of the plan, an environmental assessment (EA) will be conducted according to Montana Code. Montana FWP will work with the public to develop appropriate alternatives such as trail plans and interpretation. During the environmental assessment process, a public review period is required. Through the EA process, the public will have the opportunity to review more finalized details and provide additional comment into the changes that will form Rosebud Battlefield State Park.

It is the desire of FWP that through the implementation of this management plan, additional correspondence with the public and interested stakeholders will further the understanding of the opportunities and constraints when managing a cultural park. This plan is comprehensive, laying out decades of work, with no secured funding or staffing. Nonetheless, it provides a valuable guidance for park managers.

#1 Cultural and Historic Resources

Topic Statement

Rosebud Battlefield State Park is rich in cultural and historic resources. The Battlefield is unique in the nation because its lands are reminiscent of the 19th Century state due to the lack of development within the park and on surrounding lands. The Rosebud's current condition reflects its sense of place in time that only a few other major battle sites in the country can rival. Archaeological, historic and ethnographic resources in the park are not fully defined and need to be researched and protected. The Montana Preservation Alliance has reviewed the battlefield's cultural resources, compiled existing information and provided recommendations for protecting the cultural resources in and around the park. The battlefield, including the park, is a potential National Historic Landmark.

*Goal 1: Pursue federal recognition of significance.

- Objective 1a: Encourage the National Park Service to complete the designation of the Rosebud Battlefield as a National Historic Landmark (NHL). FWP to write a letter to National Park Service requesting them to reconsider the nomination submitted in 2005.
- Objective 1b: Coordinate with Montana National Park Service representative, SHPO, tribes and interested landowners to pursue additional support for designation and documentation of public comments to date.
- Objective 1c: Evaluate individual sites, such as the buffalo jump and rock art site, for National Register eligibility and nominate those found to be eligible for listing.
- Objective 1d: Work with tribes to evaluate traditional cultural properties for National Register eligibility.

*Goal 2: Preserve and protect heritage resources within the park, including the buffalo jump, petroglyphs, historic structures, monuments and archaeological sites.

- Objective 2a: Stabilize, maintain and continue the adaptive reuse of historic structures associated with the Kobold Homestead.
- Objective 2b: Implement a program to regularly monitor the integrity and condition of archaeological resources with priority given to those having noteworthy significance and/or greater vulnerability to adverse impacts.
- Objective 2c: Develop strategies to protect heritage resources from theft and vandalism. Consider use of new technology and surveillance cameras.

Goal 3: Conduct additional archaeological and historic studies and report findings in a timely manner to the Montana State Historic Preservation Office (SHPO) and Tribal Historic Preservation Offices (THPO).

- Objective 3a: Complete a Cultural Landscape report to understand historic use of the land and help determine where the interpretive area and visitor center would best be located.
- Objective 3b: Conduct additional archaeological surveys to identify and record undocumented archaeological sites that may have been overlooked during the 1981 survey due to dense vegetative groundcover as well as sites that have since been exposed due to natural erosion or other activities.
- Objective 3c: Perform more in-depth research on archaeological sites and artifacts by utilizing new technology (i.e. digital imaging and modeling, GIS analysis and remote sensing) and incorporating more extensive historical and ethnographic contexts.
- Objective 3d: Educate FWP staff on state and federal antiquities laws and regulations governing the protection and preservation of archaeological resources on public lands.

Goal 4: Complete a cultural and historical resource overview and assessment of unknown and known collections.

- Objective 4a: Coordinate with the Montana SHPO to compile a computerized inventory and database of known cultural resources, private collections and public repositories.
- Objective 4b: Coordinate with educational institutions to partner on conducting research and surveys. Consider an intern or a master's thesis as projects.
- Objective 4c: Explore partnerships to help secure funding for completing the research of unknown collections.

Goal 5: Develop an ethnographic overview of the park to document the diverse cultural perspectives and associations to the park.

- Objective 5a: Solicit perspectives from the multiple tribes who have not only played a role in the Battle, but who historically used the immediate area.
- Objective 5b: Document histories of military soldiers who fought in the war through interviews with their families and descendents.
- Objective 5c: Research and document local homesteading families' histories, especially of the Kobold and Kollmar families.
- Objective 5d: Incorporate the subtopic of "women warriors" and their influence on the Battle into the interpretive texts.
- Objective 5e: Consult with cultural representatives and tribal historic preservation officers to develop a plan to identify, manage and define a protocol for mitigating adverse impacts to traditional cultural properties (TCP's). A cooperative agreement may be needed to define this protocol.

Goal 6: Evaluate the most appropriate location(s) for an archive, artifact repository and a permanent exhibit.

- Objective 6a: Establish a location for an archive containing archaeological, historical and ethnographic research, published and unpublished materials, maps, photographs and other relevant documents and media.
- Objective 6b: Consult with SHPO, BLM Billings Curation Center and other museum specialists to develop a system to catalog, preserve and protect artifacts held in the repository.
- Objective 6c: Secure a safe location for the storage of information and collected artifacts.
- Objective 6d: Design an artifact repository and/or a permanent exhibit that integrates the public display of artifacts that represents the many cultures and facets of the site.
- Objective 6e: When a safe storage or exhibit space is secured, negotiate the donation, long-term loan or purchase of artifacts now in private collections and public repositories in order to build the park's holdings and to support the park's interpretive goals.

Goal 7: Ensure respectful treatment of human remains.

- Objective 7a: Protect and preserve known burials.
- Objective 7b: Develop an agreement that outlines the treatment and final disposition of human remains and any burial materials found in the park with Montana's Burial Preservation Board in accordance with the Montana Human Skeletal Remains and Burial Site Protection Act, the Montana Repatriation Act and interested Tribal Governments.

Goal 8: Establish a consultation protocol with Tribal Historic Preservation Officers (THPOs) to further support government to government communication and process.

- Objective 8a: Consider forming cooperative agreements to better define the roles and responsibilities of all parties.
- Objective 8b: At a minimum, provide THPOs with the same level of information provided to the State Historic Preservation Office (SHPO).
- Objective 8c: Depending on the scope of work, site visits by THPOs or tribal elders (coordinated through THPOs) may be necessary to develop appropriate alternatives to specific actions proposed.

Goal 9: In order to protect the cultural resources, meet with land and subsurface owners to gauge the interest and feasibility of protecting periphery lands that support the mission of the park.

- Objective 9a: Develop partnerships with periphery land owners for purposes of developing strategies for mitigating or eliminating impacts to cultural resources important to the park's mission and vision.

- Objective 9b: Evaluate the feasibility of acquiring periphery lands and mineral estates through conservation easements, fees, donations or exchanges.

#2 Recreation Management

Topic Statement

The park is open to recreation such as hiking, wildlife viewing, horseback riding, day visits, hunting, educational programs and historic tours. Other recreational pursuits need to be evaluated against guidelines for their impacts to the resources, equity among users, safety of visitors and staff to determine whether or not they should be allowed. An analysis of pedestrian, vehicular and equine circulation systems would assist in the protection of the park's critical resources and minimize impact to visitors' experiences. An existing day-use policy is in effect at the park, with overnight use available about ten miles away at Tongue River Reservoir State Park. The VAC felt strongly that no camping should be allowed, except under certain circumstances when overnight camping may provide for better safety and security (to protect equipment used for a special event, for example).

*Goal 1: Continue existing day-use policy for the park and develop a policy to accommodate special uses at the park.

- Objective 1a: Develop a policy for special events that takes into account the parameters such as public and participant safety and health, limits of human and natural resources and associated impacts to the park's resources with mitigating strategies. This policy may preclude certain activities or events due to the impacts to the park's resources and visitors.
- Objective 1b: Special events shall be accommodated equitably if the event is consistent with the vision, management goals and policies of the Division and the park.
- Objective 1c: Consider forming memorandum of agreements between FWP and individual tribes to accommodate access to and ceremonial use of sacred and traditional sites within the park.

*Goal 2: Develop guidelines for use in evaluating the impacts of existing or proposed recreational activities in the park.

- Objective 2a: Identify strategies to minimize the impacts of recreational activities and related visitor services. (e.g., overcrowding or overuse, trash, fire danger, off road use, dust, noise and air pollution, damage to flora and fauna).

Goal 3: Prepare a trail plan that minimizes conflicts among users and limits impacts to park resources.

- Objective 3a: Determine the types of uses to be allowed on trails in the park including foot, equestrian and non-motorized transportation.

- Objective 3b: Locate trails, routes or ways for visitors to view significant sites, resource attributes and destination points with minimal disturbance of the natural, historic and cultural resources throughout the park.
- Objective 3c: Ensure that people of all abilities have reasonable access to significant areas within the park.
- Objective 3d: Perform a reevaluation of the trail network every 5 years.

Goal 4: To enforce policies and regulations, work with neighbors and area law enforcement to protect visitors, staff and area resources.

- Objective 4a: Discuss park operations and concerns with FWP staff and appropriate law enforcement such as: Bighorn County Sheriff, Bureau of Indian Affairs and the Montana Highway Patrol to develop a coordinated plan for incident response and strategies to patrol the site.
- Objective 4b: Discuss park operations with neighbors and provide mutual contact lists when irregular behavior is observed (a "Neighborhood Watch" philosophy).
- Objective 4c: Monitor public safety and work to minimize incidents and accidents.

Goal 5: Develop a hunting policy that successfully integrates that activity with the other multiple uses of the park.

- Objective 5a: Coordinate with wardens, area biologists, and landowners to manage hunting in the park with consideration to types of weapons and to its impact on area wildlife populations, visitor access, and historic and cultural sites, visitor safety and conflicts.
- Objective 5b: During established hunting seasons, use signs to alert visitors and manage livestock grazing rotations to maximize hunting opportunities and minimize livestock/hunter conflicts.

#3 Natural Resource Management

Topic Statement

Natural resources in the park must be actively managed to ensure balanced stewardship and healthy ecosystems into the future. Range management and energy development are key areas that need to be addressed for these goals and objectives.

Range Management

Economically feasible and culturally acceptable strategies need to be developed to manage and restore native vegetation. Chronic establishments of noxious weeds exist and need to be routinely monitored and controlled. Each Montana FWP management region has a weed management plan, and a state-wide noxious weed plan is also being developed. The risk of wildfire is of great concern to adjacent landowners and artifact protection. Grazing of domestic livestock can be a means of range and fire

management; however, lack of water resources is a major deterrent in using this management strategy. Maintaining fences, gates, visitor interactions and maintaining stream ecology adds to the cost and considerations associated with livestock grazing in the park. Stream bank erosion, artifact exposure and site degradation become important management issues.

Energy Development

Energy development is of imminent concern to the park and conservation of its resources. There is a general interest to consider alternatives to development; however, there is recognition of the rights and financial interests of mineral rights holders. Critical battle areas and view sheds outside of park boundaries are of great concern as well.

*Goal 1: Work with mineral rights owners to find mutually agreeable compensation for mineral values that minimizes or eliminates mineral development within the park.

- Objective 1a: Explore options to eliminate mineral development under the park including acquiring mineral rights by lease, fee, trade or conservation easements to fairly compensate mineral owners.
- Objective 1b: Research how mineral development in the surrounding area can affect the park's water rights.
- Objective 1c: Research how mineral development in the surrounding area can affect a National Historic Landmark designation.
- Objective 1d: Ascertain value of all minerals (coal-bed methane, oil, coal) under the park with as little impact to the surface as possible.
- Objective 1e: Provide input to Bureau of Land Management (BLM) Resource Management Plans on energy development in the area; coordinate with the State Historic Preservation Office and Tribes to ensure cultural resources are adequately considered by BLM and Montana Department of Natural Resources (DNRC) when permitting mineral development.
- Objective 1f: In the event that the elimination of mineral development in or under the park is unfeasible, prepare an energy development plan that minimally impacts the resources in the park or identifies acceptable mineral development methods in the event minerals are developed within the park. Coordinate with adjacent property owners to have them consider applying this plan to areas within the Battlefield view shed.

*Goal 2: Develop a holistic vegetation management plan that considers grazing by a variety of animal species, water resources, weed control, wildfire and prescribed fire, cultural resource protection, visitor use, costs versus benefits and means of oversight.

- Objective 2a: Consider leasing for grazing in certain areas as appropriate with a rest and rotation cycle until an overall vegetation plan is developed; consider impacts on cultural resources before reinstating grazing.

- Objective 2b: Work to control noxious weeds, including coordinating weed management with the County and with neighboring landowners. Remediation strategies may include prescribed burning, grazing, bio-controls, and chemical mitigation.
- Objective 2c: Without compromising the park's resources (archaeological, views, etc. and as financially feasible), develop water resources necessary to implement the vegetation management plan.

Goal 3: Maintain and improve fences and gates throughout the park.

- Objective 3a: Work with neighbors to coordinate protection and access to existing facilities as appropriate for ranching needs, including motorized vehicles and equestrian traffic.
- Objective 3b: As a part of grazing lease agreements, incorporate language about fence maintenance.
- Objective 3c: Protect the neighbor's existing irrigation head gates and other related infrastructure that is located within the park boundary and affects users on adjacent lands.

Goal 4: Develop a fire management plan that outlines clear strategies and actions in the event of a fire in the park.

- Objective 4a: Include adjacent property owners and governmental agencies in the development of the plan.
- Objective 4b: Address reclamation strategies after a fire in the plan.
- Objective 4c: Include means of protecting cultural and archeological resources to wildfire exposure in the development of the plan.
- Objective 4d: Explore options to house fire suppression equipment on site for community use.
- Objective 4e: Due to the lack of immediate facilities, human resources and remoteness of the park making fire suppression support difficult, continue the existing ban on open fires at the park.

#4 Interpretation and Education

Topic Statement

An educational and interpretive plan for Rosebud Battlefield State Park will tell the evolving story of the park with cultural sensitivity and from multiple perspectives. Archeological and battlefield research will be an integral part of the education of the park's natural and cultural resources. The interpretive and educational message will include the prehistoric, historic and modern time periods.

Interpretation and education are best presented initially in a centralized location that displays maps, photos and other interpretive materials including distribution of brochures, a place for staff to interact with visitors and a place for staff to conduct business. Appropriate interpretive signage and opportunities for providing virtual or

self-guided tours are also desired. In order to maintain the pristine nature of the park, visitor facilities need to be placed in locations that do not impact the ambience and view shed of the area.

Educational institutions could use the park to teach students and visitors about the historic events of the park. These events could include partnering with colleges to host educational programs. Greater understanding of tribal protocol and respectful observance to all peoples involved in the battle, past and present use, should be part of the education and interpretation plan as well as a reverence for the spirituality inherent at a battle site.

*Goal 1: Provide an immediate interim interpretive message until a comprehensive interpretive and educational plan is adopted.

- Objective 1a: Review the existing brochure and revise it for any historical inaccuracies. Utilize this brochure as one element of interpretive media during the interim period.
- Objective 1b: Replace and update current interpretive signage. Consider climate conditions when developing new signs. Consider setting up limited peep sites and interpretive panels throughout the park in carefully chosen areas to limit impact on views.
- Objective 1c: Identify ways to cost-effectively present an interim interpretive message that might include display panels and self-guided tours.
- Objective 1d: Seek opportunities to educate younger generations and to honor their ancestors.

*Goal 2: Develop a comprehensive interpretive plan using professional input and in cooperation with the various stakeholders.

- Objective 2a: Create an advisory group with interpretive planning expertise to help define and carry out this task. This group shall include military, agency, tribal and historical expertise at a minimum.
- Objective 2b: Work with knowledgeable groups and individuals to offer a variety of programming at the park. Consider these topics: interpretation of events on certain significant dates in park history; interpretation from different cultures and eras involved in park history; interpretation on biological and geological sciences relating to the park; and traditional and current uses of flora and fauna in the area.
- Objective 2c: Ensure subject matter includes both individual stories as well as the larger, relevant cultural and historic concepts.

Goal 3: Focus on creating quality visitor experiences and improved understanding of that experience while balancing the impacts of more visitors.

- Objective 3a: Develop self-guided, audio tours of the site for first time and repeat visitors that allow visitors to educate themselves about past and

present occupants (ancestral, spiritual and contemporary) who have been a part of the Rosebud. Provide interpretive pamphlets to complement the tour.

- Objective 3b: Provide interpretive personnel should visitation numbers warrant that service during certain seasons of the year. Or coordinate with other volunteer groups to provide this service.
- Objective 3c: Work with SHPO and tribes to develop a policy to manage offerings left on site and appropriate removal protocol.
- Objective 3d: Develop a centralized visitor orientation point, either within the park or in the immediate vicinity, as an easily identifiable place for interpretation on the primary, secondary and tertiary messages about the entire park.
- Objective 3e: Provide on-site markers that clearly identify important locations of the Battle within the park to improve visitor's awareness of the location of key events of the Battle. Markers shall be easily identifiable, but not obtrusive and be keyed to a self-guided tour and assist in orientation.
- Objective 3f: Complement site markers with written materials, maps as well as audio or other media to provide more in depth interpretation of the battle, prehistoric and historic events. Consider interpretive media successfully used at other historical parks.

Goal 4: In the comprehensive plan, identify a three-level hierarchy of messages that includes pre and post battle information and which organizes the interpretive and educational themes accordingly.

- Objective 4a: The primary message of the park's interpretation and education will be to provide a greater context of those events that led to the 1876 campaign, the battle itself and the results of the war. Perspectives of the various tribes and other stakeholders involved in this era will be identified through stories and studies.
- Objective 4b: Secondary messages will highlight the consequences of the battle era on Native American culture, economics, health, and tribal structure and homesteaders. Current tribal conditions may also be part of these messages.
- Objective 4c: Tertiary messages will include other key supporting topics such as pre-history, flora and fauna, geology, mineral developments, etc.

Goal 5: In the comprehensive plan, interpret a variety of accurate stories and histories from key stakeholders with the intent to tell all perspectives.

- Objective 5a: Include information that interprets the story of the site before, during and after the Battle of the Rosebud.
- Objective 5b: Ensure that the language used to describe the events accounts for the varied battle titles bestowed on the site by different cultures.
- Objective 5c: Incorporate personal stories of the U.S. military personnel and Native American warriors involved in the battle including demographic information and cultural and historical facts of the era.

- Objective 5d: Interpretation will be conducted in a professional manner and will not denigrate cultures. Interpreters will be trained and expected to conduct their message in the appropriate manner.

Goal 6: In the comprehensive plan, pursue and document pre and post battle Tribal perspectives and influence for use and interpretation.

- Objective 6a: Develop relationships between Montana FWP and tribal authorities and elders to collect, portray and interpret stories about the park from those cultures. Consider a collaborative agreement to formalize the story collection and delivery methods.
- Objective 6b: Solicit tribal perspectives from the multiple tribes who have not only played a role in the Battle, but who also use the site.
- Objective 6c: Incorporate the subtopic of "women warriors" and their influence of the Battle into the interpretive texts.
- Objective 6d: Continue to maintain relationships with Tribal members with regards to the ongoing activities and developments in the park.

#5 Visitor Services and Facilities

Topic Statement

Facilities at the park are minimal and aging and currently located at the park entrance. One vault latrine and a few picnic tables serve the entire 3,052 acres. The Kobold homestead currently serves as interim housing for park staff. Because current interpretive information is minimal and park staff levels are low, visitors often become confused and ask adjacent property owners for information. At present, the orientation area is at a low elevation point in the park, which makes it difficult for visitors to understand the site's history because of reduced visibility. As a result, visitors must have prior knowledge of the park's history to fully realize the stories to be told at the park. In addition, visitors have no reliable way to contact park staff when they are at the site. A seasonal park office is currently based out of Tongue River Reservoir State Park, approximately ten miles from Rosebud. A staffed park office at Rosebud Battlefield State Park is needed to provide a more appropriate and higher level of visitor service and park management.

Current vehicular access to get to the park traverses a private road. FWP has a verbal agreement for use of the road to the park. Once inside the park, some roads may need to be improved to accommodate visitor use. The VAC has identified Van Vliet's Ridge (at the south end of the park) as a good location for visitor access, orientation and interpretation due to its elevation and proximity to the battlefield. This location would also allow for expansion should an interpretive center or staff office be warranted in the future. Based upon feedback from the VAC, FWP would pursue the feasibility of a new entrance road from Highway 314 to Van Vliet's Ridge, and connecting route to the Kobold homestead area and existing vehicle routes (see

Proposed Park Use Areas map, Appendix B). If feasible and successful, the new access route could eliminate existing public access across private land.

Significant discussion was held with the VAC regarding a visitor center. The conclusion was that a visitor center is desirable in the future, but its inception is dependent upon visitation, staffing abilities, permanent and secure public access and funding availability.

*Goal 1: Develop an area for visitor orientation that is intended to meet the short-term needs until an interpretive site is built.

- Objective 1a: Provide interpretive information as a short-term solution to visitor orientation and educational facilities.
- Objective 1b: This area should provide basic sanitation facilities and shade protection.
- Objective 1c: The Kobold homestead may be used for conducting staff work, greeting and communicating with visitors, developing partnerships, storing equipment, etc. In the future, a strategic assessment should be made to determine whether this area could be expanded to accommodate these uses or relocated.
- Objective 1d: Complete a Cultural Landscape report to help evaluate the most appropriate location for a future visitor center. Van Vliet's Ridge should be the first area considered; refer to goals 2 and 3.

*Goal 2: Identify and secure legal and permanent public access to get into the park via a route from the southeast.

- Objective 2a: Work with adjacent landowners to determine feasibility of acquiring mutually acceptable, permanent public access from Highway 314 to the park. Consider cost, future visitation and road development, neighboring impacts, ability to secure and monitor access and protection of park resources.

Goal 3: Develop an interpretive site (i.e. open-air facility with a small restroom) for visitors.

- Objective 3a: Evaluate the feasibility of Van Vliet's Ridge for initial visitor contact for orientation and interpretation in the park. Ensure that the location selected has ample area for future expansion of a traditional visitor center when warranted.
- Objective 3b: Ensure there are adequate restroom facilities for visitors, complying with Federal and State guidelines.
- Objective 3c: Provide a facility on the outskirts of the park that attracts the majority of visitors, which will concentrate the use area to that facility, reducing the amount of development necessary in the core areas of the park and battlefield.
- Objective 3d: Provide an area that would be suitable for special events, that is able to reasonably accommodate the impacts from such events. Special events could include weddings, family reunions, educational groups,

ceremonial activities, etc. This area should be located in such a manner as to not interfere with the experience of those visitors not involved in the event.

Goal 4: Inside the park, provide limited but formal accessibility to destination sites.

- Objective 4a: Identify an automobile route which will accommodate the highest level of concentrated visitors thereby lessening impacts to sensitive areas and considers connections to the Kobold homestead and to roads currently open to the public.
- Objective 4b: Utilize dust abatement methods to gravel roads as needed to minimize dust near residences and primary visitor use areas.

#6 Financial and Human Resources

Topic Statement

Cultural resource conservation sites, such as the Rosebud, take a high level of funding to maintain historic facilities and landscapes, yet often do not generate a great deal of financial support. Current staffing is mostly appropriated toward on-the-ground maintenance and activities. As a state park, facilities must be provided for visitors and staff is necessary to provide services, visitor safety and resource protection. Whenever improvements are implemented, additional financial and human resources will be necessary to attain the goals outlined in this plan.

*Goal 1: Utilize partnerships with other agencies, tribes, institutions, businesses and attractions to assist in staffing needs at the park.

- Objective 1a: Collaborate with National Park Service, tribes and others to share staff and provide interpretive programs at the park.
- Objective 1b: Collaborate with tribal tourism groups, tribal colleges, tribal cultural committees and other tribal organizations to develop and provide interpretation, share staff, volunteer for special projects and research historic elements of the park.
- Objective 1c: Pursue partnerships state-wide with educational institutions, tribes and "friends" groups to provide research and interpretation within the park.

*Goal 2: Implement a staffing strategy that will improve the quality of the visitor experience, safety and ensure park resources are maintained.

- Objective 2a: Outline a staffing plan to implement the management plan. Acquire FWP administered staff to operate park and implement management objectives.
- Objective 2b: Improve quality of visitor experience by offering interpretation and access to park staff for safety, regulations and fee compliance.

- Objective 2c: Improve park maintenance including: repairing and replacing signing and facilities, road grading, fencing, mowing, litter pick-up and trail maintenance.
- Objective 2d: Develop relationships with local and distant tribes and military education branches who participated in the battle to collaborate on special events or resource projects that benefit the park and visitors.
- Objective 2e: Meet regularly with tribal nations and other stakeholders to discuss progress and implementation of the plan and to build relationships.

*Goal 3: Seek ways to generate park income and fund special projects.

- Objective 3a: Seek Legislative approval for capital improvement funds to develop visitor and interpretive facilities as well as staff and maintenance facilities.
- Objective 3b: Consistently implement FWP fee rule (MCA 23-1-105 and 61-3-321) and commercial use rules requiring fees for groups of 30 or more.
- Objective 3c: Seek funding and expertise to complete specific, one-time projects at the park. Work with tribes and other stakeholders to cost-share collaborative projects. (Two suggestions: conducting a cultural resource survey to locate items from the battle with the intent of improved understanding of the battle and developing a holistic vegetation management plan).
- Objective 3d: Work with educational institutions, non-profit organizations, tribes and the U.S. military to cost-share collaborative projects, such as archeological, cultural, environmental and ethnographic research.
- Objective 3e: Set up a mechanism to accept donations to the park for improvements. Donations may be collected on site or through a separate foundation.

#7 Park Promotion and Visitation

Topic Statement

Rosebud Battlefield State Park is a cultural and historic attraction complementing and benefiting other related attractions. Public awareness and target audiences could be expanded as long as a balance is found that allows the site to be shared while conserving the uniqueness of its inherent solitude, natural resources and historic integrity. Visitors cite their desired experience at the park to include solitude; a spiritual connection; education; a place to share family, cultural and historical stories; and recreational opportunities such as hunting, hiking and horseback riding.

Promotion of the park should be to target audiences who are interested in the unique recreational, cultural and historic aspects of the park. The following users (target audiences) have been identified as frequent visitors to the park: authors, educators, historians/history buffs, Native Americans, nature enthusiasts, neighboring landowners/native Montanans, ranchers, recreationists, researchers/scientists, seekers of spiritual experience, other state parks, tourists and tourism entrepreneurs, and the

U.S. Military. Partnerships should be encouraged with other historic, cultural and recreational organizations to tell stories of the park at locations other than the battlefield itself to help preserve the inherent solitude and historic integrity for which the site is currently noted.

*Goal 1: Continually evaluate promotional efforts to assure that the park's visitation is not exceeding site, staff and the carrying capacity of the park's resources.

- Objective 1a: Work with tourism officials to evaluate the effectiveness of promotional efforts in comparison with the use and resultant impacts to the park.
- Objective 1b: Conduct surveys to solicit feedback on visitor experience and expectations and to gauge visitor attitudes toward potential improvements.

*Goal 2: Seek out partnerships and cooperate with other interested attractions, counties, clubs, museums and corporations to promote the park.

- Objective 2a: Establish a budget and stable, diversified funding sources as appropriate (e.g., business sponsors, advertisers, and other state/federal funding) for park promotion.
- Objective 2b: Utilize existing organizations, tribal offices and businesses to help promote the park to target audiences (e.g., historians, tourists, schools & colleges, U.S. Military, tour groups, documentary filmmakers, foreign travelers, and tribes). Such organizations may include local Chambers of Commerce, other battle sites, museums, motels, restaurants, airports, other visitor centers, travel agents, tour groups, writers' conferences and state government conferences.
- Objective 2c: Work with businesses to promote the park on their websites, programming and brochure racks. Place updated brochures at locations with similar historic value and interests.
- Objective 2d: Develop partnerships with regional businesses, parks, and museums to promote area sites and educate visitors to the region.

Goal 3: Promote the uniqueness of the park to attract visitors.

- Objective 3a: Develop marketing strategies to target both first-time and return visitors, as well as individuals, groups and tours.

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[i] National Historic Register Form, 1972.

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[iii] Montana Preservation Alliance. *Known Cultural Resources Overview and Cultural Resource Recommendations for the Rosebud Battlefield, a component of the Historic Preservation Plan for the Rosebud Battlefield, located in Big Horn County, Montana.* July 2007.

[iv] Mangum, Neil. Electronic Communication. April 13, 2007.

[v] United State Department of the Interior, National Parks Service. *National Historic Landmark Nomination Form (10-900).* July 7, 2003.

[vi] Mangum, Neil. Electronic Communication. April 13, 2007.

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[viii] Vaughn, J.W. *With Crook at the Rosebud.* Harrisburg, Pennsylvania: The Stackpole Company, 1956.

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[x] Montana Fish, Wildlife & Parks. *Rosebud Battlefield State Park Management Strategy*. June 2003. Cited reference of interview with G. Frison, January 28, 2003.

[xi] Montana Fish, Wildlife & Parks. *Rosebud Battlefield State Park Management Strategy*. June 2003. Cited reference *Rosebud Battlefield Archeological Survey Information*, 1981.

[xii] Montana Preservation Alliance. *Known Cultural Resources Overview and Cultural Resource Recommendations for the Rosebud Battlefield, a component of the Historic Preservation Plan for the Rosebud Battlefield, located in Big Horn County, Montana.* July 2007.

[13] Montana Fish, Wildlife & Parks. *Rosebud Battlefield State Park Management Strategy*. June 2003. Cited reference of interview with Stewart, Cathy. November 2002 – January 2003.

Appendix

Orientation Map

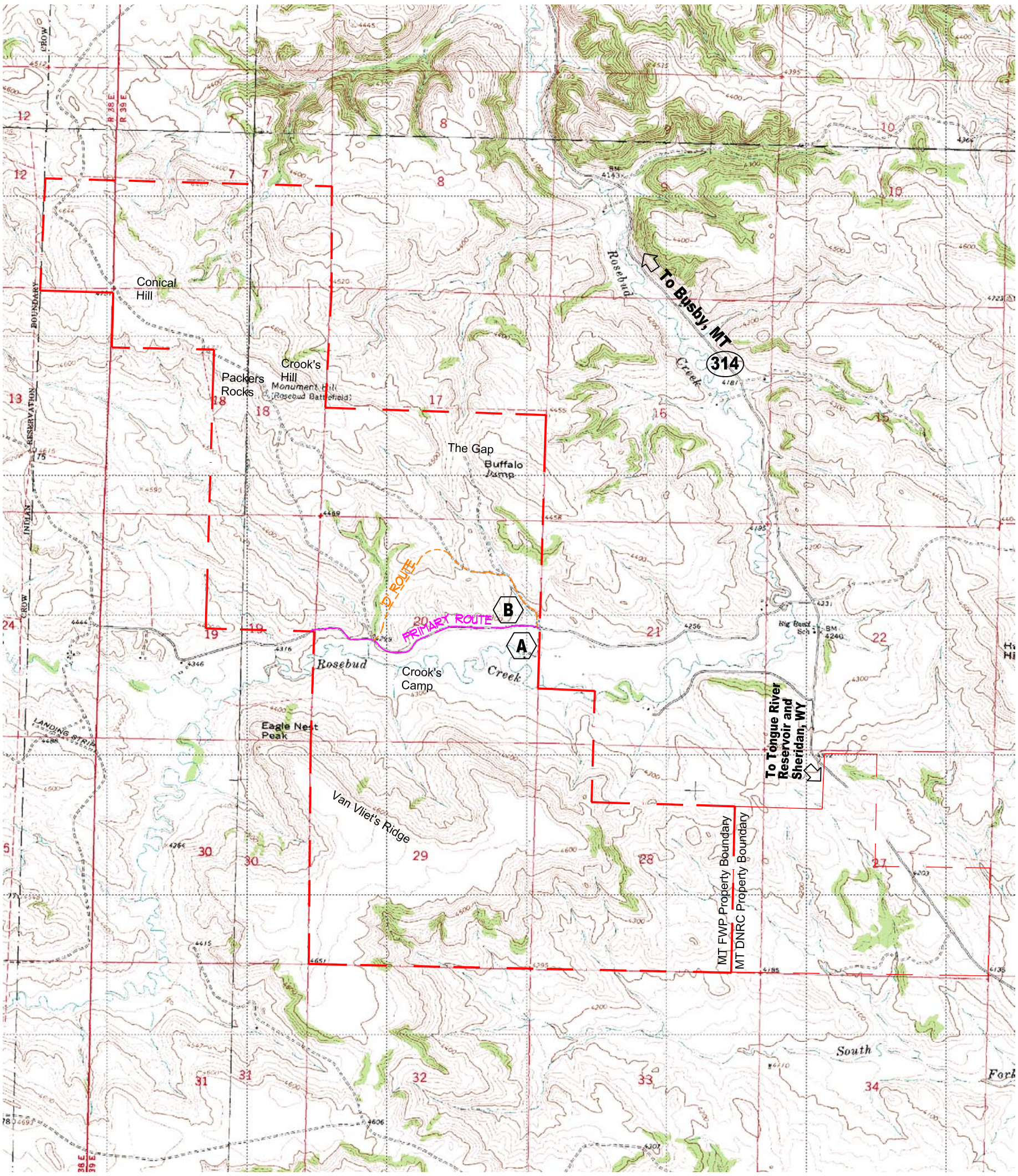
Proposed Park Use Areas

Surface Ownership Map

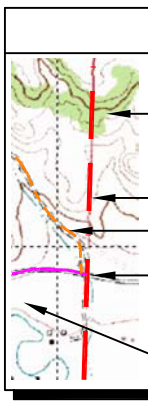
Coal and Mineral Ownership Map

Minerals other than Coal Ownership Map

Oil Ownership Map



SYMBOLS LEGEND



TOPOGRAPHIC CONTOURS FROM USGS QUADRANGLE 20' CONTOUR INTERVAL

APPROXIMATE PROPERTY BOUNDARY

'D' SECONDARY ROUTE

PRIMARY ROUTE

Note: All other routes within park boundary closed to motorized vehicles.

PASTURE BOUNDARY

(A) KOBOLD RANCH

(B) INTERPRETIVE AREA

2500' 1875' 1250' 625' 0 1250' 2500' 5000'

Orientation Map

SCALE : 1" = 2500'

North

B. Mangum	October 2007		
DRAWN BY:	DATE:	REVISED BY:	DATE:
APPROVED BY:	DATE:	APPROVED BY:	DATE:

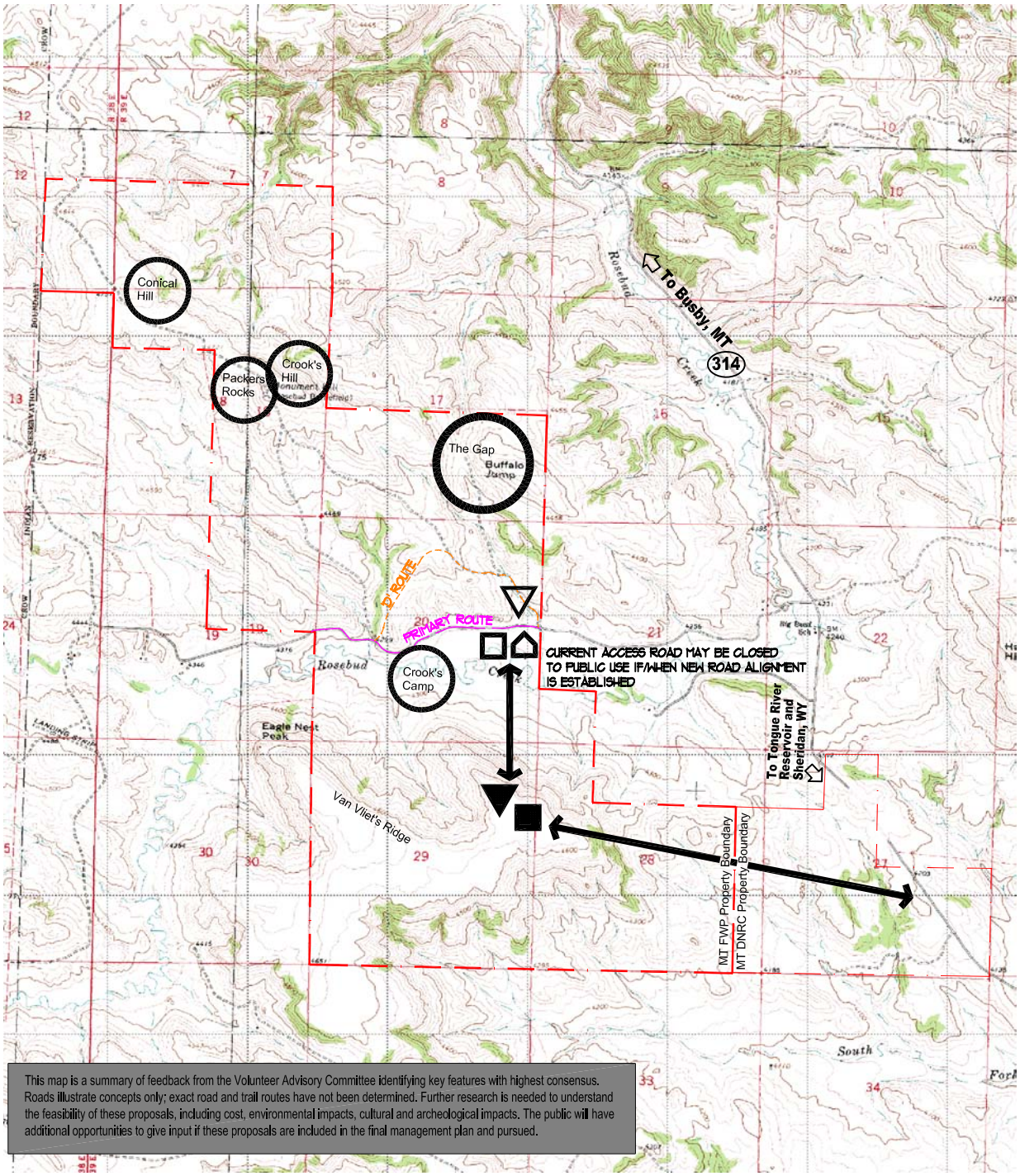
Montana Fish, Wildlife & Parks

MONTANA STATE PARKS

Rosebud Battlefield State Park

Big Horn County , Montana

SHEET: 1 of 1



This map is a summary of feedback from the Volunteer Advisory Committee identifying key features with highest consensus. Roads illustrate concepts only; exact road and trail routes have not been determined. Further research is needed to understand the feasibility of these proposals, including cost, environmental impacts, cultural and archeological impacts. The public will have additional opportunities to give input if these proposals are included in the final management plan and pursued.

SYMBOLS LEGEND

- TOPOGRAPHIC CONTOURS FROM USGS QUADRANGLE 20' CONTOUR INTERVAL
- APPROXIMATE PROPERTY BOUNDARY
- 'D' SECONDARY ROUTE
- PRIMARY ROUTE
  Note: All other routes within park boundary closed to motorized vehicles.
- KEY VISITOR DESTINATION AND INTERPRETATION
- INTERIM INTERPRETIVE AREA
- FUTURE INTERPRETIVE AREA
- INTERIM PARK OFFICE
- POTENTIAL PARK OFFICE
- STAFF HOUSING

2500' 1875' 1250' 625' 0 1250' 2500' 5000'

Proposed Park Use Areas

SCALE : 1" = 2500'

North

B. Mangum April 17, 2008			
DRAWN BY:	DATE:	REVISED BY:	DATE:
APPROVED BY:	DATE:	APPROVED BY:	DATE:

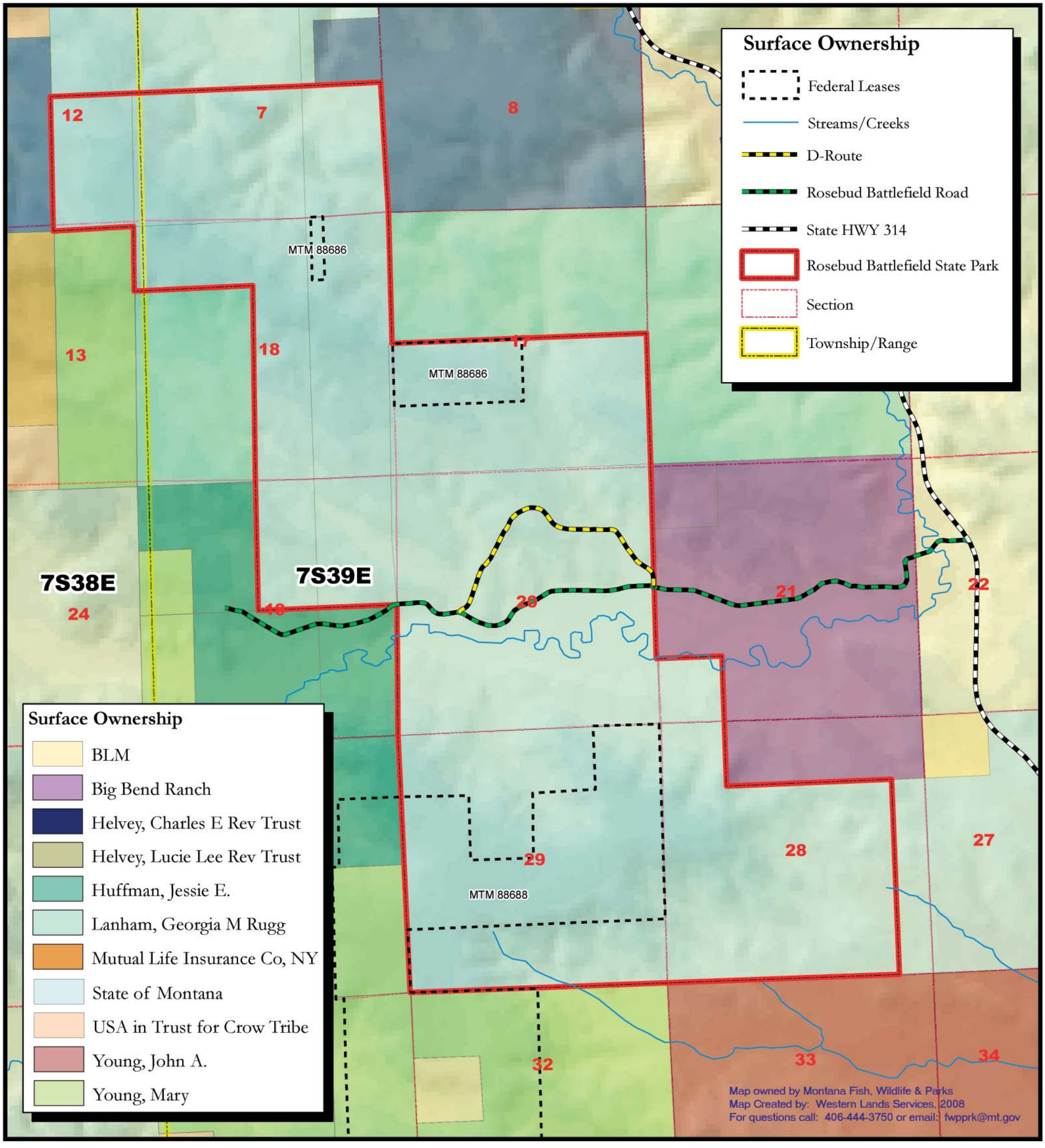
Montana Fish, Wildlife & Parks

MONTANA STATE PARKS

Rosebud Battlefield State Park

Big Horn County , Montana

SHEET: 1 of 1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Federal Leases
Streams/Creeks
D-Route
Rosebud Battlefield Road
State HWY 314
Rosebud Battlefield State Park
Section
Township/Range
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7
8
MTM 88686
13
18
17
MTM 88686
7S38E
7S39E
24
19
20
21
22
Surface Ownership
BLM
Big Bend Ranch
Helvey, Charles E Rev Trust
Helvey, Lucie Lee Rev Trust
Huffman, Jessie E.
Lanham, Georgia M Rugg
Mutual Life Insurance Co, NY
State of Montana
USA in Trust for Crow Tribe
Young, John A.
Young, Mary
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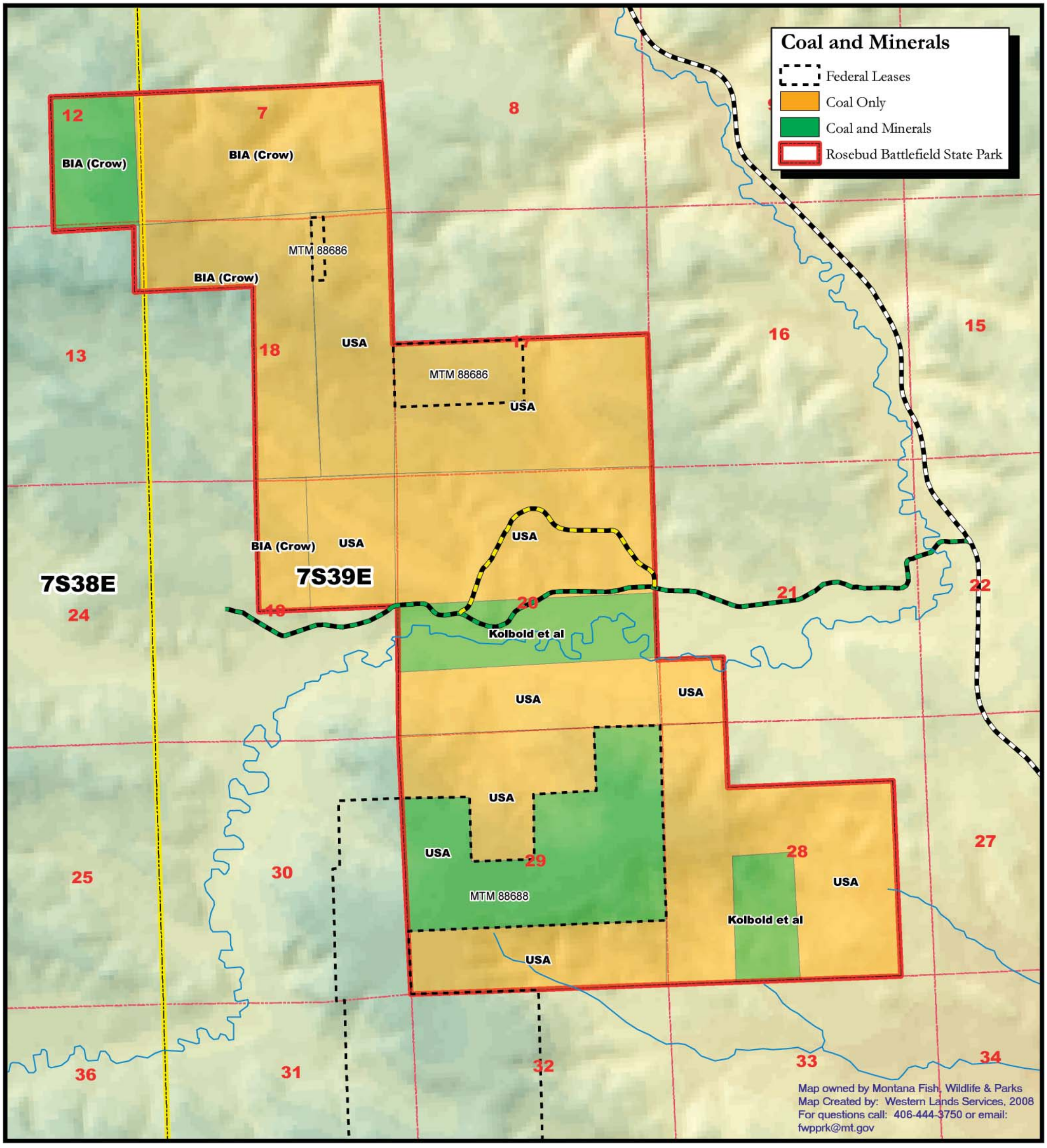
Map Created by: Western Lands Services, 2008
For questions call: 406-444-3750 or email: fwpprk@mt.gov


Coal and Minerals
Federal Leases
Coal Only
Coal and Minerals
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BIA (Crow)
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BIA (Crow)
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MTM 88688
Kolbold et al
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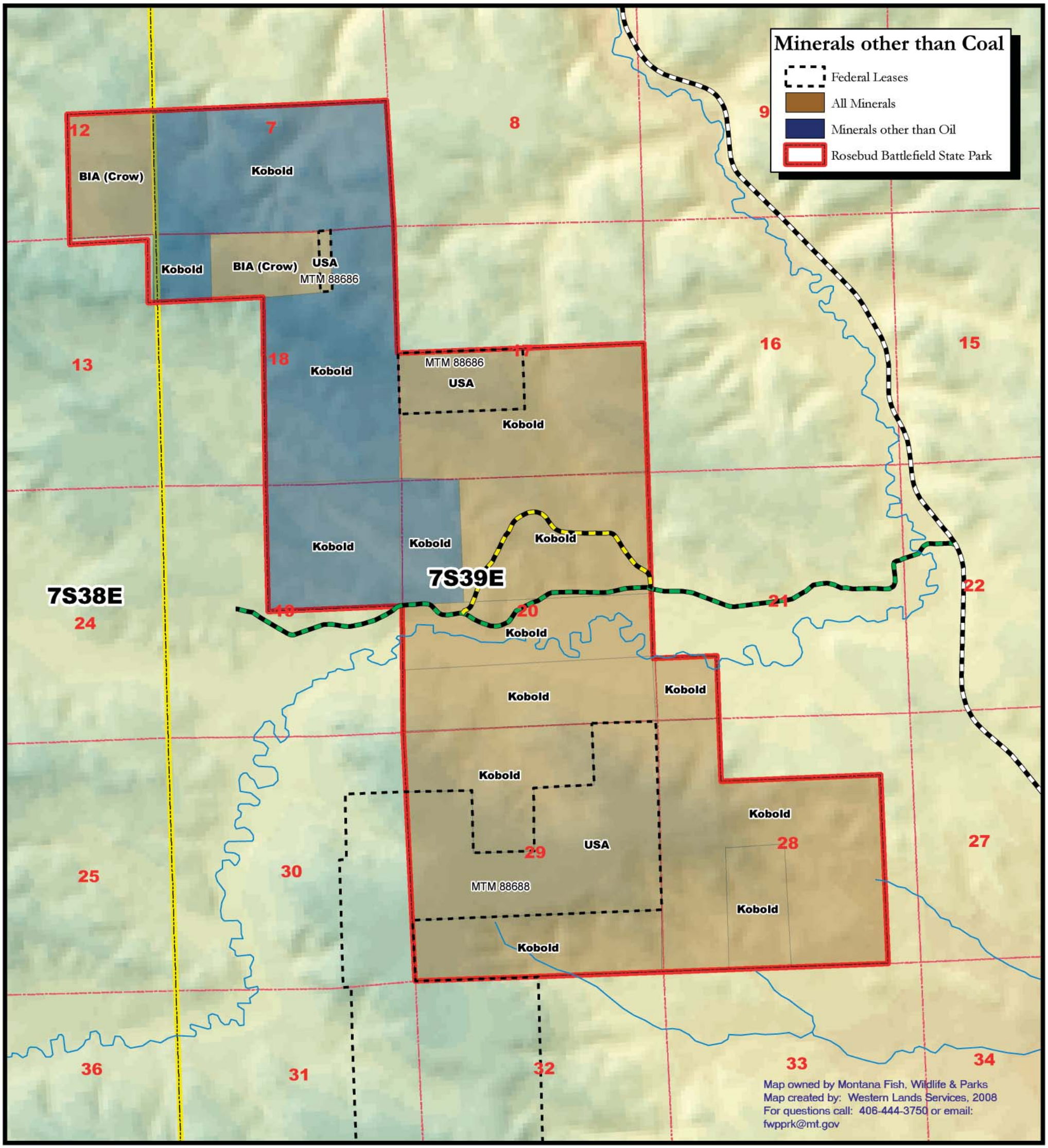
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All Minerals
Minerals other than Oil
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7S39E
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Kobold
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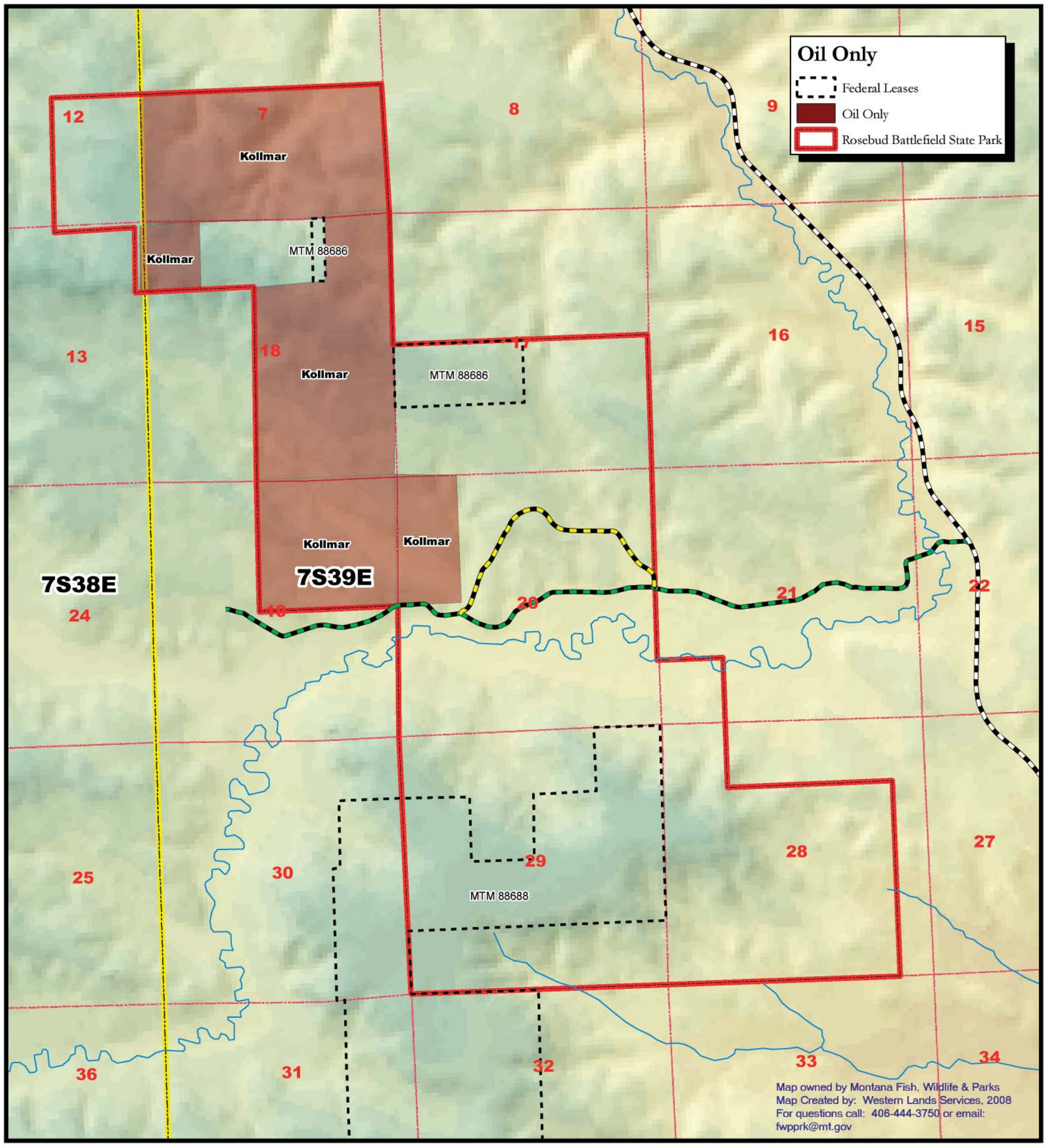
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Federal Leases
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