

What Are Treaties and Why Are They Created?

LEARNING OUTCOMES

- Students will complete a Frayer Model vocabulary graphic organizer for the terms "treaty," "ratify," "sovereignty," and "governance."
- Students will write and discuss treaty development using the lesson's essential questions as a guide and drawing on information provided in a video, slide deck, and lecture. Students will also participate in an interactive model of the treaty process between the U.S. Government and Native Nations.
- Students will assess the importance of using treaties in government-to-government relationships.

ESSENTIAL QUESTIONS

- How do governments use sovereignty for the people?
- Why are treaties important?

LOGISTICS

- Where does the activity take place? *Classroom*
- How are the students organized?

 M Whole class
 □ Teams: 2 4
 □ Pairs
 M Individually

TIME REQUIRED

1 – 1.5 hours

Overview

This unit will provide students with an understanding of the government-to-government relationship between the Cow Creek Band of Umpqua Tribe of Indians and the United States. In this first lesson students will develop the vocabulary they need to understand the legal aspects of treaties that are negotiated between two sovereign governments. Students will also explore the power dynamics that influenced treaty negotiations and led to the mistreatment of American Indian people.

This lesson includes three activities. Students will complete a vocabulary graphic organizer, role play using an interactive model, and write about their current understanding of treaties. This will lay the groundwork for a subsequent lesson in which students will read and discuss the actual treaty between the Cow Creek Umpqua Tribe and the U.S. government and debate the meaning of the term "common good" as it applies to conflicts of interest between American Indian tribes and the U.S. government.

Background for teachers

For nearly 100 years, from 1776 to 1871, the U.S. government negotiated many treaties with individual American Indian tribes. These negotiations were conducted on a government-to-government basis, with the understanding that tribes were sovereign nations with an inherent right to self-governance and self-determination.

This understanding of mutual sovereignty began soon after the Declaration of Independence, when the newly formed U.S. government negotiated treaties with several American Indian nations. The U.S. government subsequently used that right of sovereignty to justify westward expansion and the taking of American Indian tribes' ancestral homelands.

From the beginning, these treaty negotiations were fraught with deception, manipulation, and dishonesty on the part of the U.S. government. For example, the treaties were written in English and were not properly translated into Native languages. Tribal leaders were often coerced into signing the treaties on threat of violence. When they did sign the treaties, their very identities were often misrepresented. For example, the leaders representing the Cow Creek Band were only required to sign with an X, and Anglocentric surnames were arbitrarily assigned to them. My-n-e-letta, one of the tribal leaders, was identified as "X Jackson."

STANDARDS

Oregon social studies standards¹

Civics and Government

8.8 Analyze important political and ethical values such as freedom, democracy, equality, equity, and justice embodied in documents such as the Declaration of Independence, the United States Constitution, and the Bill of Rights.

8.9 Analyze the effect of historical and contemporary means of changing societies and promoting the common good.

Multicultural Studies

8.31 Analyze intersecting identities and relationships within the living histories of racial/ethnic groups, religious groups, and other traditionally marginalized groups (women, people with disabilities, immigrants, refugees, and individuals who are lesbian, gay, bisexual, or transgender) in the United States.

Historical Knowledge

8.22 Evaluating continuity and change over the course of U.S. history by analyzing examples of conflict, compromise, cooperation, inter-dependence, and social justice from multiple perspectives.

8.23 Evaluate continuity and change over the course of U.S. history by analyzing the key people and events from the 1780s through Reconstruction.

8.24 Evaluate the cause and effect of social, political, and economic factors that motivated westward expansion, the invasion of indigenous peoples, and the resulting impacts.

(Continued on next page)

¹ Oregon is in the process of revising its social studies standards. This document references the draft 2018 standards for grade 8.

The U.S. government stopped negotiating treaties with American Indian tribes in 1871, but the treaties it had already signed are still in place and have been upheld as legally binding in many important court cases since.

For more information please see the National Archives webpage dedicated to information about American Indian treaties: https://www. archives.gov/research/native-americans/treaties

Additional reading

Beckham, S.D. (2006). *Oregon Indians: Voices from two centuries*. Corvallis, OR: Oregon State University Press.

Beckham, S.D. & Rondeau, M. (2007). Patience and persistence: The Cow Creek Band of Umpqua Tribe of Indians. In M. Berg (Ed.), *The first Oregonians* (pp. 105–119). Portland, Or: Oregon Council for the Humanities.

Additional lesson plans and background information about the Cow Creek Band of Umpqua Tribe of Indians are available for grades 4, 8, and 10. The Oregon Department of Education website also has lessons about the American Indian tribes in Oregon, including lessons on tribal sovereignty and treaty negotiations.

STANDARDS (Continued)

Oregon English language arts standards

6-8. RH.4 Determine the meaning of words and phrases as they are used in a text, including vocabulary specific to domains related to history/ social studies

6-8.WHST.10 Write routinely over extended time frames (time for reflection and revision) and shorter time frames (a single sitting or a day or two) for a range of discipline-specific tasks, purposes, and audiences.

6-8.WHST.1 Write arguments focused on discipline-specific content.

MATERIALS

What materials are needed for students to engage in this activity?

Slide Deck Day 1 with Script

Journal Notes Page for each student

- Vocabulary Worksheet for each student
- Treaty Examples Two Column Notes Page for each student

Treaty Elements Page for each student

Internet access and screen for viewing the slide deck and video as a class

Considerations for teachers

Assessment

- Review student graphic organizers for understanding and completeness. Student definitions and sentences should be comprehensive. Student sketches and non-examples are individual and should only be used to clarify student understanding.
- During student discussions, circulate and monitor to clarify understanding with the whole group.
- Review student journal notes page for depth and clarity, as well as begin to consider development of student groups for the culminating activity.

Practices (group roles, classroom routines)

 Partner routines: There are many instances in which students are expected to share information with each other. Students may have a designated shoulder partner, meaning someone who is close by and can quickly face the person to have a short 1- to 3-minute discussion that includes ways to equitably talk and listen. Teachers may take advantage of selective groupings and have dedicated partners based on students' knowledge and understanding of the material, personal relationships, grasp of the English language, and need for adaptive supports. This pairing or triad strategy may take more time and space

VOCABULARY

This unit has four key vocabulary terms that will be used in all lessons.

Unit vocabulary

Treaty – Formal (written) agreement between independent governments that have been ratified. An exchange of promises between governments.

Ratify – Approval by all parties to the treaty before the treaty can take effect.

Sovereignty – A type of political power, exercised through a form of government over people, land and resources.

Governance – To have the authority to make decisions for a larger group of people, land or resources.

There are also five terms that are specific to this lesson.

Lesson vocabulary

Time immemorial – Time so long past as to be indefinite in history or tradition.

Indian agent – A representative of the U.S. government who is assigned to negotiate with American Indian tribes.

Common good – An agreement that is mutually beneficial to all parties in a negotiation.

Band – A smaller group of tribal members, usually consisting of immediate and extended family members. Each band had individual governance, shared language, and beliefs. Tribes were often comprised of multiple bands.

Cede – to relinquish control over power or territory.

and should be used for discussions that are meant to bridge general thinking, clarify concepts, or scaffold knowledge.

- *Student discussions:* During student peer discussions, the teacher should circulate throughout the room and take note of students' ideas and questions. It is important that the teacher promote productive struggle—the habits of mind that promote perseverance and flexible thinking. As part of this effort, the teacher should emphasize that all questions presented have multiple answers; it is up to the students to find the evidence that supports their claims. Students should expect to receive challenging and thought-provoking responses from their teachers and peers.
- Vocabulary routine: In this unit, students are expected to learn and demonstrate understanding of four key vocabulary terms. A vocabulary routine provides students with guided definitions and examples, which promotes easy recall of the terms and allows students to see them in multiple contexts. The Frayer model is one type of vocabulary organizer. This model was chosen because it promotes the comprehension, application, and synthesis of new terms. For each term, the model includes a student-friendly definition, a logical sentence that puts the term in context, a non-linguistic representation (illustration) of the term, and "non-examples" that show incorrect uses of the term.

Learning targets

- I can define and give examples of the four key unit vocabulary terms (treaty, ratify, sovereignty, and governance) using a Frayer model graphic organizer.
- I can explain how treaties are used to build government-togovernment relationships.
- I can identify some imbalances and unfair aspects of the treaty negotiation, development, and ratification process between the Cow Creek Band of Umpqua Tribe of Indians and the U.S. government.
- I can compare the Louisiana Purchase and the Cow Creek Umpqua Tribe Treaty of 1853 using a two-column note format.

Lesson 1: What Are Treaties and Why Are They Created?

Reflection/closure

Show slide 12

Teachers should allow students to spend time independently reflecting and writing on the journal page. Ask them to consider the following questions:

- How do governments use sovereignty for the people?
- Why are treaties important?
- What actions might be considered "for the common good" for members of the Cow Creek Umpqua Tribe?

After students have had time to independently think and write, allow them to work with partners or in triads to discuss their thoughts and observations with each other and to come up with a summarizing statement. Close the lesson by allowing volunteers to share their summarizing statement with the whole class.

Finally, you may choose to guide students in writing one question they would like to answer regarding treaties or the Cow Creek Umpqua Tribe. Some of these questions could be explored in the remainder of the unit.

Appendix

Materials included in the electronic folder that support this lesson are:

- Slide Deck day 1 with Script
- Journal Notes Page
- Vocabulary Worksheet
- Treaty Examples Two Column Notes Page
- Treaty Elements Page
- Ancestral Territory Map



Activity 1 Setting the Stage and Introducing Vocabulary Terms

Time: Approximately 15 to 20 minutes

Set the stage by introducing the unit and lesson goals and describing the products students will create. Use the slide deck to help guide the lesson. Pass out the Journal Notes page for each student, which they will use to collect information and sources and to conduct the closure activity.

Show title slide

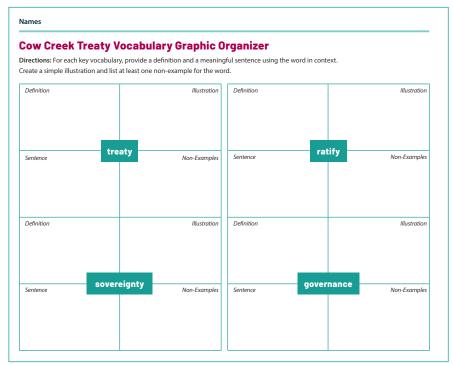
Say:

Have you ever had to work with family members or friends on a rule or compromise to share either an object or a space? For instance, how long someone can be on the phone or how much time to spend doing homework versus something else you want to do? (Allow time for a few student examples, either through paired or whole-group sharing.)

In this unit, we're going to explore how governments make decisions about how to work with each other for things they desire. We're going to use information about the Cow Creek Umpqua Tribe and the treaty the Tribe signed in 1853 to explore our two essential questions: How do governments use sovereignty for the people? Why are treaties important? Another key question for today's lesson is: What actions might be considered for the "common good" for members of the Cow Creek Umpqua Tribe?

In this unit we will be learning about the history and contemporary experiences of tribal members. This will involve a close reading of the treaty the Tribe signed with the U.S. government. We will also learn about the conflicts that arose during the treaty negotiating process and how the U.S. government used force, fear, intimidation, and dishonesty to manipulate the Tribe into signing an unfair agreement.

For our lesson today, we will define and develop some examples of our key terms, explore some examples of treaties, then participate in a model of treaty development. At the end of the lesson, you will complete the vocabulary graphic organizer and a journal page for our guiding questions for today.



Show slide 2 and hand out the vocabulary graphic organizer

Say:

These are the four key terms that we're going to explore throughout this unit.

On a scale of 0 to 5, with 0 being "I've never heard of these words" a 3 being "I've heard of them, and I understand most of them to talk about" and a 5 being "I know them so well I can write a thesis statement combining all of them and submit it for college credit," hold up one hand and the amount of fingers for your current understating of these terms. This will help me determine how to support you, both individually and as a group.

Show slide 3

Say:

Our next slide includes a five-minute video from National Public Radio that discusses what treaties are about and why they continue to matter. Use the back of your vocabulary sheet to take notes about the terms you hear. Be on the lookout for three things: one thing from the video that you think everyone should know, one thing from the video that you think most people already know, and one thing from the video that people may have a misunderstanding about.

Show slide 4 and play the video

The video is also available at https://youtu.be/bexvE4IZRGo

After the video

Say:

What did you learn about treaties? Turn to a shoulder partner and spend two minutes discussing what you learned and how it relates to the four key vocabulary terms and to your three things: the things people need to know, probably already know, and might have a misunderstanding about.

(Circulate throughout the room to listen in on student conversations. You may choose to share some students' thoughts.)

Show slide 5

Say:

Now we're going to use our graphic organizer to explore these four key vocabulary terms. Remember: Your definitions must be in your own words, not just copied from the slide.

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Activity 1 (Continued)

Treaty – Treaties are written agreements between governments. These agreements are sometimes called conventions, pacts, or accords. Article II of the U.S. Constitution gives the president the power to negotiate treaties with other nations or international corporations on behalf of the United Sates. In the case of treaties with the Cow Creek Umpqua Tribe, it was taken in good faith that tribal members could live in peace on their homeland according to their traditions and customs but also that the tribes understood this agreement would open their traditional lands to non-Indian settlement.

Governance – Governance means conducting policy and actions for a group of people. Many groups that come together for mutual benefit end up creating some form of governance. Often, there is either a leader or a group of leaders who make decisions for the group based on their knowledge of the resources and the needs of the entire group. Sometimes these governance structures take the form of written rules. Other times they are more like agreed-upon routines. For the Cow Creek Umpqua Tribe, there were several leaders who spent time listening to and understanding the perspectives of all members in the band. As decisions were made, members either agreed to those decisions or they were free to leave and join another band.

Sovereignty – Sovereignty means having the authority to govern. The sovereignty of American Indian tribes predates the U.S. Constitution. Long before their first contact with white settlers, tribes functioned as individual and independent governance structures. Although there is a misconception that tribes were uncultured or less civilized than their white counterparts, the fact is that each tribe had its own unique culture and its own governance structure. As you heard in the video, it was beneficial for the United States to negotiate treaties with tribes. The signing of treaties demonstrated that both sides recognized the sovereignty of the other. We know that the early U.S. Government saw the Cow Creek Umpqua Tribe as a sovereign nation because they made a treaty in a government-to-government contract.

Ratify – To ratify means to give formal consent. The process of ratifying a treaty can be time-consuming and problematic. For example, many of the treaties the U.S. Government negotiated with American Indian tribes ended up being held up in Congress, which disagreed about some of the terms that had been negotiated. In some cases these disagreements were never resolved and the treaties were never ratified. However, this information might not be passed on to the Tribes, who continued to believe that the treaties were final and were binding. Once signed and ratified, a treaty becomes international law and is binding for all sides involved in the treaty. Treaties are made at the federal level, which means they override city, county, and state laws. In the U.S. Constitution, it states: "All Treaties made, or which shall be made, under the Authority of the United States, shall be the supreme Law of the Land."

In the case of the Cow Creek Treaty, the tribal members immediately adhered to the treaty after it was signed, although it took several months for it to be ratified by Congress. Even after it was ratified, many settlers did not adhere to the treaty, and as time went on, neither did the U.S. government itself.

Show slide 6

Look at your graphic organizer. You will notice that each key vocabulary term is in the center of its own box. There is room for a definition, a sentence, an illustration, and non-examples. The definition should clearly describe the term in a way that makes sense. The sentences should include the term and show a genuine understanding of its meaning. I will be checking your sentences.

The illustrations and non-examples are there to help you clarify your own thinking. Illustrations are one way our brains make sense of things: By drawing something, we get a clearer understanding of our own thinking about it. Your illustrations should be simple sketches that take less than 1 minute. Non-examples are another way our brain makes sense of things: We often come to an understanding of

something by comparing and contrasting other things to it. The only things I'm going to check for correctness are the definition and the sentences you create.

I'm going to show you some examples of how I approached this, then I'll give you some time to think before you jump in. If you need to work with a partner, you're welcome to do so, but you should each complete your own graphic organizer.

Top left corner

I'm using this picture to help me think about what a treaty is. A treaty is a written document between sovereign nations, in this case Canada and the United States, to document an agreement they have come to over a certain issue. My sentence would be: The U.S. government and Cow Creek Umpqua tribal leaders agreed to written statements in a treaty that made promises about land, support, and safety. This same picture could serve as my non-example, because a handshake is not a treaty. A treaty has to be put in writing.

Top right corner

I'm using this picture to help my thinking about what ratify means. Ratify means it must be approved by all parties, and as we continue to talk about treaties, they are not actually valid until Congress approves them, even if they are signed by tribal members and an Indian agent. This stamp helps me think that even if it's written, agreed upon, and signed, it still has to have a stamp of approval for it to be ratified. My sentence would be: After the teacher and I create our treaty about the hallway space, it would have to go to the principal to be ratified. A non-example might be a contract that is not signed.

Lesson 1: What Are Treaties and Why Are They Created?

Bottom right corner

I'm using this picture to think about governance. It shows a leader that is steering a ship full of people who seem to have something in common. My sentence would be: In our school, we have a form of governance in which our principal leads the teachers, students, staff, and families to use all of our resources in a way that ensures all students are learning. A non-example might be individuals who are doing their own thing without regard to others or to the rules.

Bottom left corner

I'm using this picture to help my thinking about sovereignty. Sovereignty means that each group, including the Cow Creek Umpqua Tribe, is viewed as its own nation, equal to the United States. My sentence would be: The Cow Creek Umpqua Tribe continues to have sovereignty, which means they can make their own decisions for tribal members. A non-example might be that Oregon, as a state, is not sovereign because it has to follow the rules of the federal government.

I'll give you about 10 minutes to complete this organizer. The next side will have the pictures I used and the definitions, and you must work independently for at least five minutes then decide if working with a partner will help you understand these terms. I'm only going to review your definition and your sentence.

Show slide 7

Monitor the students' progress and provide scaffolding as needed.

Lesson 1: What Are Treaties and Why Are They Created?

Activity 2 Comparing and Contrasting Treaty Examples

Time: Approximately 15 to 30 minutes

Teachers should ensure each student has a Treaty Examples Two-Column Notes Page.

Teachers can provide additional information about the development of the treaty, its signing, and the ratification process.

Show slide 5

Say:

I'm going to briefly describe two treaties: one between the United States and a European country and the other between the United States and the Cow Creek Umpqua Tribe. I want you to use your two-column notes page to begin thinking about how these treaties are similar and how they are different. At the end of this unit, you will participate in a panel discussion about an opinion you develop regarding the Cow Creek Treaty of 1853.

As I review these treaties you can jot down some notes, then I'll give you independent time to think and write. After that, you'll have a chance to connect with a partner. I'll review your notes to check your understanding, and I'll help answer your questions as we continue this unit.

Initially, the United States was prepared to spend \$10 million for the important port of New Orleans, but the French leader, Napoleon Bonaparte, needed money because his country was at war with England. As a result, Napoleon offered the entire Louisiana Territory for less than 3 cents an acre, for a total of \$15 million. The "ownership" of this territory was still in dispute (it was one cause for the war between France and England), so Napoleon was eager make a deal. The U.S. government saw it as an opportunity to greatly increase its land size, even

The Cultural Context Behind Treaties

Treaties were used early on in U.S. history. The treaties the U.S. government negotiated with tribes helped establish it as a sovereign government when that was still very much in doubt. Many of these treaties were not negotiated in good faith. This is a good opportunity to remind students that tribes were negotiating in a language and custom they did not understand and with concepts that were unfamiliar to them. For example, Native people did not share the concept of "ownership" over the land. Instead, they viewed themselves as stewards of the land, and for that reason they would not extract or harvest resources in a way that was not renewable and sustainable.

While many white settlers believed it was their right to encroach on land that others had been using since time immemorial, this is an opportunity to consider the harmful effects of the concept of manifest destiny and the notion of superiority some people have over others.

though it had very little understanding of what the land was like or who was already living on it. Despite this ignorance, the U.S. government did understand that there were indigenous people already living on the land who were not French or British and who had their own sovereignty and governance.

Show slide 9

Say:

In this unit we're going to take an in-depth look at the Cow Creek Treaty of 1853. That's going to include a close analytical reading of the treaty itself. Right now, I'm going to give you a brief overview of the treaty, and I want you to understand that there is a lot more we'll be looking into.

The Cow Creek Treaty of 1853 was the first treaty created in the Oregon Territory to be ratified by Congress. That means the Cow Creek Nation was established long before there was a state called Oregon (or Idaho, Montana, and Washington, all of which were included in the Oregon Territory). The treaty recognized that the Cow Creek Umpqua Tribes was a sovereign nation rich with knowledge, land, and resources. It also established that the U.S. government wanted that land and its resources.

When we read the treaty, you will also get a copy of this ancestral territory map, which shows the traditional lands and homes of the Cow Creek Umpqua Tribe (the yellow area) and what was ceded as part of the treaty (the green area). The Tribe agreed to cede 800 square miles or about 512,000 acres. Meanwhile, the U.S. government agreed to pay 2.3 cents per acre and to provide additional supports so that the Tribe could continue to live in its traditional way.

While there were two interpreters present at the time of the signing, that does not guarantee that the Tribe fully understood what was in the document or that the act of putting an X on it meant they were agreeing to—and being promised all eight articles in the treaty. It's especially important to understand that all American Indian tribes, including the Cow Creek Umpqua Tribe, had a relationship to the land that was entirely different than that of the Euroamerican people with whom

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Activity 2 (Continued)

they were negotiating. For the Cow Creek Umpqua Tribe, the concept of owning land—or of anyone else having exclusive "ownership" of the land—was entirely foreign. The idea that they would not be able to hunt, fish, and gather food on their ancestral lands after signing the treaty, was also inconceivable to them.

The treaty promised medical supports, protection from white settlers and goldminers, and land that the Tribe could use, as well as many other things, as you will see. The U.S. government did not keep these promises, and yet it paid bounty hunters to round up tribal members who refused to comply. In fact, the U.S. government continued to ignore the promises it made in the treaty—despite the fact that it was ratified by Congress—until 1954, at which time it decided to renege on the deal entirely and to refuse to even recognize the existence of the Cow Creek Umpqua Tribe.

For the next 64 years, tribal members fought to regain federal recognition as a sovereign nation and to receive reparation for the theft of their ancestral lands and the failure of the U.S. government to live up to its legal obligations. Ultimately, the Tribe did regain its federal recognition and also won a federal case that led to a judgement of \$1.5 million dollars—a mere pittance of the value of land, lives, and resources taken so many years ago, but a tremendous victory nonetheless. The Cow Creek Tribal Government uses the interest from this settlement to support new businesses, education, and housing. The Tribe also supports other community foundation grants that provide resources to many people in the region, including non-tribal members.

Teachers should encourage students to use the additional resources available to them to learn more about the Louisiana Purchase and the Cow Creek Treaty of 1853. Students should complete their two-column note page and write a summary statement. Students should also be encouraged to interact in pairs or groups to obtain additional information.

Activity 3 Treaty Negotiations Interactive Model

Time: Approximately 20 to 45 minutes

Prepare this section of the lesson by printing the Treaty Elements Page handout for each student.

Show slide 10

Say:

It's important to know the terms that we will be using throughout this unit, and I also want you to experience just a bit of what it was like to participate in the treaty process.

From 1774 to about 1832, the newly developing U.S. government and tribal nations negotiated several treaties. These treaties helped the fledgling United States establish its identity as a sovereign nation, while also quenching the thirst of white settlers for resources and space as they moved farther west.

Most treaties are developed to ensure peace during times of change, and are intended to provide for the common good. But what is common, and what is good, and who decides?

This next activity will help you begin to imagine what it must have felt like for tribes to participate in treaty negotiations.

Handout the Treaty Elements Page for each student and briefly explain the concepts for students. Allow students to give specific examples of what they think about in their day that relates to each concept. They can write or draw examples in the box if they choose.

Next, tell the students they must choose one thing to give up or do without.

Say:

What is one thing that you could live without?

Next, have them turn and share with a partner to explain why they made that choice.

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Activity 3 (Continued)

Continue this process in rounds, with students choosing to remove one item each time and then explaining to a partner how they came to that choice.

After the third round, acknowledge the anxiety students are feeling about having to give up these things. Let them know that this activity is meant to simulate, in however small a way, the treaty-negotiating process. Remind them that American Indian tribes were forced to make the most difficult decisions imaginable. In the face of constant encroachment upon their land, violence perpetrated upon them, and devastating diseases, the tribes often entered into treaties as a last-ditch effort to keep some things they felt were the most valuable to them. Ask them to reflect for a moment on this activity—a demonstration they are conducting in the safety of a classroom on a piece of paper. For the Cow Creek Umpqua Tribe, as with other American Indian tribes, the treaty-making process was literally a matter of life and death.

Continue until the students have only one item left.

Show slide 11

Say:

Now, let's think about how it feels to have someone else make decisions about the common good. How did it feel when one thing after another was taken away from you?

In small groups, have students discuss which item they chose to keep and why, and how it felt as the rounds went on and they had to give up one thing after another.

Lesson 1: What Are Treaties and Why Are They Created?