



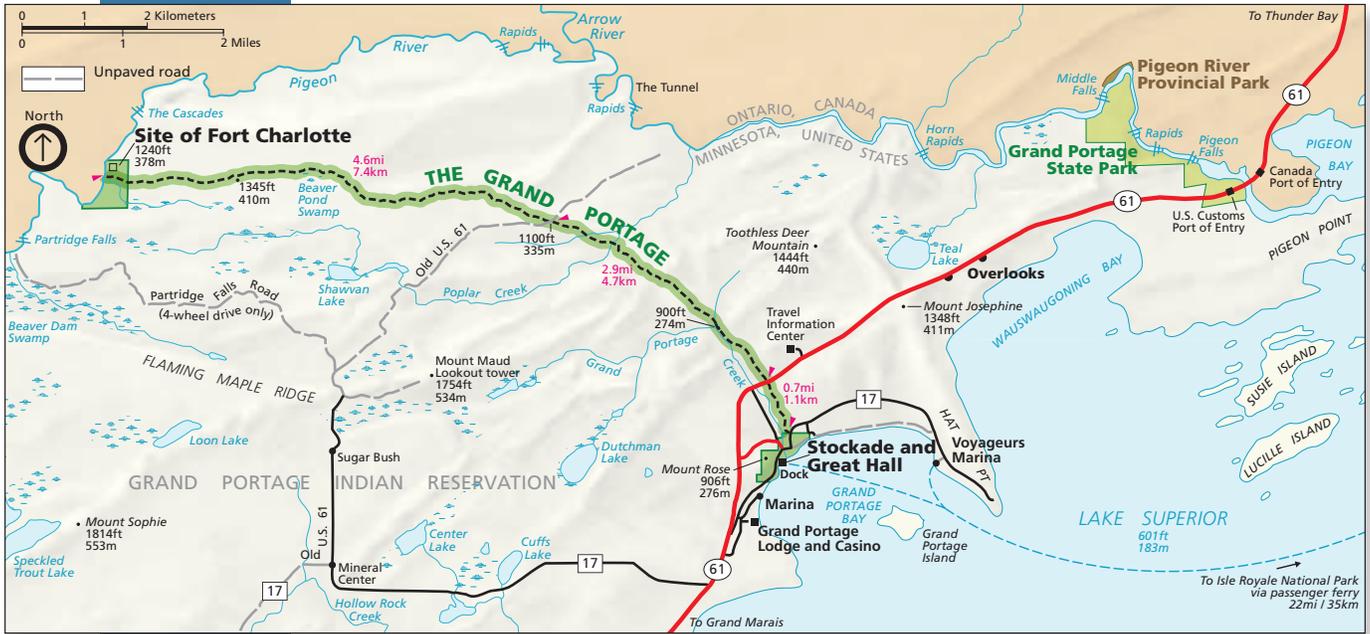
Foundation Document

Grand Portage National Monument

Minnesota

December 2016





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Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Grand Portage National Monument can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

The Grand Portage, known to the Ojibwe as Gitchi Onigaming (Great Carrying Place), is the 8.5-mile portage trail that allowed American Indians, explorers, and voyageurs to bypass high falls, cascades, and gorges along Minnesota's north shore of Lake Superior to the international border with Canada on the Pigeon River. The Grand Portage is the place of a historic rendezvous point for the exchange of North American furs for Eastern trade goods by what became the North West Company, the largest fur company in the world. Through time the portage has proved invaluable to those traveling what is known today as the border route.

The Grand Portage was a vital part of both American Indian and fur trade transportation routes because of the area's geology, topography, natural resources, and strategic location between the upper Great Lakes and the interior of western Canada. The portage was the most direct route from the Great Lakes into the Canadian interior. Between 1731 and 1804, thousands of men shuttled tons of supplies and furs over the portage and in and out of warehouses at either end of the woodland trail. The dynamic enterprise that thrived along the Grand Portage forged diverse relationships between American Indian and non-Indian peoples as early as the 18th century. The adoption of native technology and the cultural exchange that took place led to pioneering exploration of the continent.

The historic portage is the reason for Grand Portage National Monument, which is bordered on the north and south by the Grand Portage Indian Reservation, on the east by Lake Superior, and on the west by the Pigeon River and Canada. It lies within both the Grand Portage Indian Reservation and the unincorporated community of Grand Portage.





The community is the homeplace and center of tribal government for the Grand Portage Band (the Band) of Lake Superior Chippewa (Ojibwe) Tribe. The Grand Portage Ojibwe have persevered for centuries, through the European incursion into North America and the division into two countries, the United States and (then British) Canada. Approximately half of the land for the national monument was donated by the Grand Portage Band.

The Grand Portage trail remains an international road. Under the terms of the Webster-Ashburton Treaty of 1842, the use of the trail remains free and open to citizens of both the United States and Canada. This corridor is of paramount significance to Grand Portage National Monument. Without the Grand Portage, Canadian and American political history and national boundaries might have been quite different.

The national monument is 710 acres and consists of two “districts,” which are connected by the Grand Portage trail. The eastern, or lakeshore, district consists of the major visitor service area with a reconstructed stockade, a great hall, a kitchen, and a canoe warehouse. It is here that the bulk of interpretation of the Ojibwe heritage and the fur trade occurs. The western, or Fort Charlotte district, is named for the historic Fort Charlotte, which today is a camping area with primitive campsites, a point of debarkation for modern canoe travelers leaving the boundary waters to the west, and a destination for hikers following in the footsteps of the voyageurs from the lakeshore. A vernacular monument made of river stones marks one end of the Grand Portage trail, or Fort Charlotte in general.

From Fort Charlotte, canoers embark on the Grand Portage trail, which is the culmination of an incredible voyage and “portage experience” that can be had by canoeing the Boundary Waters Canoe Area Wilderness (BWCAW) and the Quetico and La Verendrye provincial parks (known in total as the Superior-Quetico complex). At the end of this trip, canoers portage their supplies the final 8.5 miles to reach Lake Superior.

Grand Portage National Monument is near Isle Royale National Park, which is visible from the heritage center. The national monument supports Isle Royale management by providing an embarkation point for boat transportation, supporting operations logistics to the island, providing select administrative functions including participation in the Tribal Self-Governance Act agreement with the Grand Portage Band, and providing museum and archeological assistance. This has resulted in a close, cooperative relationship between the two parks.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Grand Portage National Monument was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established when the enabling legislation adopted by Congress was signed into law on September 2, 1958, as Public Law 85-910 (see appendix A for enabling legislation). The purpose statement lays the foundation for understanding what is most important about the park.

GRAND PORTAGE NATIONAL MONUMENT commemorates the cross-cultural interaction and exchange among Ojibwe people and early Europeans that influenced the 18th century exploration of the northwest and the expansion of the Great Lakes fur trade industry. The National Park Service works collaboratively with the Grand Portage Band of the Lake Superior Chippewa to interpret and support the heritage and lifeways of the Ojibwe people and to preserve the premier sites, route, and unique historic values of the Grand Portage trail, known to the Ojibwe as Gitchi Onigaming, the Great Carrying Place.

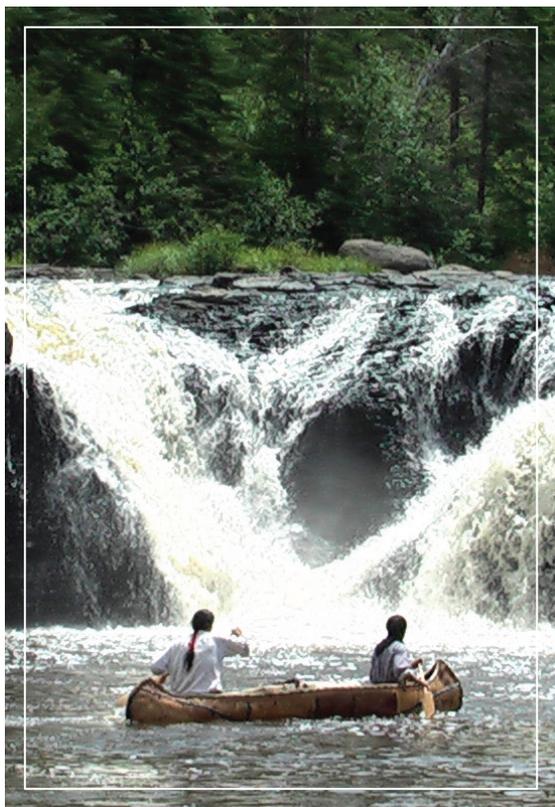


Park Significance

Significance statements express why a park’s resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Grand Portage National Monument, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Grand Portage National Monument. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Grand Portage National Monument is in the homeland of the Grand Portage Ojibwe. Their intimate knowledge of and connection to the land, water, plants, and wildlife of the area allowed them to endure in the sometimes harsh environment, before and after European exploration and nation-building. As other cultures explored this area, the tools and technologies of the Ojibwe were adapted by newcomers to exploit the natural resources as global commodities.
2. The Grand Portage has been a critical transportation route for thousands of years. It was part of an ancient transcontinental trade route connecting the Great Lakes to the interior of the continent. The portage enabled European expansion into the northwest in the 18th and 19th centuries and it was a focal point in developing the international boundary between Canada and the United States in the 19th century.
3. The Grand Portage, bypassing unnavigable portions of the Pigeon River, connects Fort Charlotte with Lake Superior, where thousands of tons of furs and materials were transported to Europe and beyond. The footpath and these depot sites served as the headquarters and central hub for the North West Company as it competed in the global fur trade.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Grand Portage National Monument:

- **Relationship with Grand Portage Band.** The relationship with the Grand Portage Band is two-part. The first part is a government-to-government working relationship in which the National Park Service and the Grand Portage Band work together to manage the park. Park operations integrate perspectives and business practices of both. The second part is to support Ojibwe culture, including traditions, language, and handicrafts. This part of the relationship is more personal, encouraging visitors (and staff) to understand Ojibwe traditions, history, and people.
- **Grand Portage Corridor or Gitchi Onigaming (Great Carrying Place).** The Grand Portage trail corridor is an 8.5 mile footpath connecting Lake Superior to the navigable parts of the Pigeon River. It is multifaceted and is an ancient and historic route, contains rich archeological resources, and is a cultural landscape, but also a modern recreational trail through the boreal forest environment.
- **North West Company Headquarters and Depot.** The original site of the North West Company Headquarters and Depot includes associated landscape, views, and archeological sites and resources. The site was a rendezvous for international commerce and a canoe route for transcontinental exploration. This is now the eastern, or lakeshore, district of the monument and is the site of the reconstructed stockade, great hall, kitchen, and canoe warehouse.
- **Fort Charlotte.** This is the western district of the monument and is the original site of the historic North West Company post of Fort Charlotte on the Pigeon River. Furs from the interior of North America were carried by canoe to Fort Charlotte and portaged along the Grand Portage trail. It includes archeological sites and resources.
- **Grand Portage Reservation Village.** The original site of the Grand Portage Reservation Village is now a 19th-20th century Ojibwe village in the East Meadow area. The village was inhabited following the 1854 treaty until the establishment of Grand Portage National Monument.
- **Museum Collections.** The park maintains an extensive collection of artifacts, research materials, and visual and audio resources that includes archeological resources from the fur trade era and ethnographic collections related to Ojibwe culture.
- **Portage Experience.** The National Park Service supports the ability for canoers to complete their Border Route journey by portaging the final 8.5 miles through the boreal forest to Lake Superior. This is a premiere experience for many experienced paddlers.

Other Important Resources and Values

Grand Portage National Monument contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Grand Portage National Monument:

- **Reconstructed Buildings and Structures at the North West Company Headquarters Site.** These structures are now historic in their own right and are listed in the National Register of Historic Places.
- **Mount Rose.** Mount Rose is inside the park boundary and has special significance for members of the Grand Portage Band.
- **Stone Bridge.** The Stone Bridge was constructed by the Indian Division of the Civilian Conservation Corps in the 1930s, including members of the Grand Portage Band. The bridge has ongoing significance for the community.

Related Resources

Related resources are not owned by the park and are outside of park boundaries. They may be part of the broader context or setting in which park resources exist; represent a thematic connection that would enhance the experience of visitors; or have close associations with park fundamental resources and the purpose of the park. The related resource represents a connection with the park that often reflects an area of mutual benefit or interest, and collaboration, between the park and owner/stakeholder. The following related resources have been identified for Grand Portage National Monument:

- Lake Superior, the lakeshore, and lake views
- The boreal forest surrounding the park
- The Pigeon River
- Grand Portage Island (Pete’s Island)
- Isle Royale National Park
- Boundary Waters Canoe Area and the Border Route Trail
- Grand Portage State Park
- Civilian Conservation Corps-era works outside the park, including the log school building and community building
- Holy Rosary Catholic Church
- Related state and local fur trading sites, including Fort William Historic Park

Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Grand Portage National Monument. Please note that each of these main themes has a number of subthemes. The subthemes can be found in the park's 2005 long-range interpretive plan.

- The Grand Portage was a vital part of both American Indian and fur trade transportation routes because of the area's geology, topographic relief, natural resources, and strategic location between the upper Great Lakes and the interior of western Canada.
- The fur trade was a driving force for the exploration, mapping, and early settlement of much of North America by European Americans, and it also played an important role in setting the boundary between the United States and Canada. It was part of an effort of several European countries to expand their colonial holdings worldwide.
- The Grand Portage Ojibwe, a people with a distinct culture and proud heritage, have lived for centuries on or near Grand Portage where their culture thrives today.
- The fur trade industry was an important part of the international economy, involved a complex transportation system, involved both American Indian and European American technologies and practices, and had extensive impacts on the natural resources and native cultures of North America.
- The extensive archeological resources of Grand Portage National Monument represent not only the fur trade, but also thousands of years of American Indian life.
- The fur trade flourished during a time of unrest with native nations and colonial powers, each struggling for power and occupancy of the land and its resources.
- The fur trade was a catalyst for cross-cultural exchange between native peoples and European Americans that invariably affected both populations.
- The working relationship, an alliance between the National Park Service and the Grand Portage Band, is unique and benefits both parties. Fundamental building blocks of the relationship are the Tribal Self-Governance Act agreement, proximity to one another, and many mutual interests.



Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Grand Portage National Monument.

Special Mandates

The monument was established by Public Law 85-910, an act to provide for the establishment of Grand Portage National Monument in the State of Minnesota, and for other purposes, approved September 2, 1958 (72 Stat. 1751). Several sections deal specifically with the relationship between the National Park Service and the Ojibwe, as follows:

- Section 4 grants recognized members of the Minnesota Chippewa Tribe the preferential privilege to provide those visitor accommodations and services, including guide services, which the Secretary of the Interior deems necessary within the monument. This portion of the statute has been further defined under Grand Portage National Monument Policy 97-01, or “Minnesota Chippewa Tribal Preference Policy.”
- Section 5 gives first preference to the employment of recognized tribal members in the performance of any construction, maintenance, or any other service within the monument for which they are qualified.
- Section 6 encourages recognized tribal members in the production and sale of handicraft objects within the monument and prohibits interference with the operation or existence of any trade or business of said tribe outside the boundaries of the national monument.
- Section 7 recognizes the privilege of the Minnesota Chippewa Tribe to traverse the national monument for the purposes of logging their land, fishing, or boating, or as a means of access to their homes, businesses, or other areas of use, and they shall have the right to traverse such area in pursuit of their traditional rights to hunt and trap outside the monument subject to reasonable regulation designed to preserve and interpret the historic features and attractions within the monument.
- Section 8 directs that the Secretary of the Interior construct and maintain docking facilities and that such facilities be available for use by the Minnesota Chippewa Tribe and its recognized members, without charge, but subject to regulations prescribed by the Secretary.

- Section 9 directs the Secretary of the Interior, subject to funding, to provide consultative or advisory assistance to the Minnesota Chippewa Tribe and the Grand Portage Band of Chippewa Indians, Minnesota, in the planning of facilities or developments upon the lands adjacent to the monument.
- Section 10 directs the Secretary of the Interior to administer, develop, and protect the national monument in accordance with the provisions of the National Park Service Organic Act of 1916.
- Section 11 returns the national monument to the Minnesota Chippewa Tribe and the Grand Portage Band of Minnesota Chippewa in the event that Grand Portage National Monument is abandoned.

In addition to the enabling legislation, other special mandates apply to the park:

- The Webster-Ashburton Treaty of 1842 created the boundary between the United States and Canada through the boundary waters area. The treaty specified that the Grand Portage trail would be the property of the United States, but that it would be open to and free for use by citizens of both nations.
- The national monument is fully within the boundaries of the Grand Portage Band Reservation. Because of this, certain state and federal regulations do not apply or are modified in their execution.
- The Chippewa Treaty of 1854 (for Northeastern Minnesota) recognized established hunting and fishing rights off and on the reservation. Those treaty rights also apply in part to the national monument. Specific details and limits of treaty rights on the monument have not been legally defined.
- Interim change in 36 CFR 7.59, (b) Special Regulations, Grand Portage National Monument, fishing. All Grand Portage National Monument fishing regulations parallel Grand Portage Band of the Minnesota Chippewa Tribe fishing regulations (not Minnesota DNR regulations). Change noted in Superintendent's Compendium.
- Grand Portage National Monument Policy 97-01 "Minnesota Chippewa Tribal Preference Policy." The purpose of the policy is to implement section 5 of the enabling legislation, including a special Office of Personnel Management hiring authority 213.3112(f) (5).

For more information about the existing administrative commitments for Grand Portage National Monument, please see appendix B.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

Fundamental Resource or Value	Relationship with the Grand Portage Band
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> Grand Portage National Monument is in the homeland of the Grand Portage Ojibwe. Their intimate knowledge of and connection to the land, water, plants, and wildlife of the area allowed them to endure in the sometimes harsh environment, before and after European exploration and nation-building. As other cultures explored this area, the tools and technologies of the Ojibwe were adapted by newcomers to exploit the natural resources as global commodities.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> The relationship between the Band and National Park Service is evolving and has improved dramatically in the last 15 years. More than 200 projects have been completed through the working relationship between the National Park Service and the Band. The Grand Portage Band construction program has been very successful in building park housing, the maintenance facility, and the heritage center and park administration offices. There is regular communication between the Band and the park at both the leadership levels and line staff levels. The Band and NPS staffs are both imbued throughout the community. Collaborative relationships are the norm and there is give and take in both organizations. The relationship is very functional and benefits both parties. The instrument used to further the formal working relationship, the Annual Funding Agreement (AFA), is a complex document and has foundation in the Tribal Self-Governance Act of 1994. The National Park Service provides compliance, archeological, and consultation services to the Band on projects outside the park boundaries, per the enabling legislation and other statutes. The National Park Service and the Band have shared training opportunities (fire management, interpretation, archeology, hazwoper, etc.). The National Park Service curates some significant cultural patrimony for the Band in their facilities. There is a mentorship program for Grand Portage youth. The National Park Service has hired several student employees from the Band. Band members have loaned personal artifacts to the National Park Service for display in the heritage center. <p>Trends</p> <ul style="list-style-type: none"> There has been an improving relationship in the last two decades; the National Park Service and the Grand Portage Band work much more collaboratively now than in the past. Good personal relationships transcend the business relationship. Good long term experience of both parties has allowed for improving relationship.

Fundamental Resource or Value	Relationship with the Grand Portage Band
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Future changes in leadership among the Band or the National Park Service could result in a need to refocus or restart relationships • Continuity in staff at the National Park Service and the tribal government has improved overall relationships; regular staff turnover is a threat to the strength of the relationship • The Annual Funding Agreement arrangement used to further the partnership is not widely used in the National Park Service and needs to be regularly explained to NPS leadership levels (and the Band members) If the National Park Service makes it more difficult to execute the Annual Funding Agreement it will be a serious concern for the Band and a threat to the relationship • NPS budgets are eroding over time, and do not allow for some fixed cost increases of the Band to be funded NPS budget erosion is a threat to the strength of the relationship • Potential changes to authorities allowing for the Annual Funding Agreement and other relationship mechanisms could adversely affect the relationship <p>Opportunities</p> <ul style="list-style-type: none"> • Seek additional opportunities to partner on specific projects and programmatic efforts at the park The Band can take on new roles at the park over time based on a demonstration of ongoing management and heritage preservation capability • Continue proactive outreach to NPS staff and regional / Washington Office leadership about the importance of the Annual Funding Agreement and the working relationship with the Band to ensure the future of this agreement • Further the relationship between the park and the regional contracting, budget, and other divisions to educate them on the Annual Funding Agreement and special provisions of the enabling legislation • Continue proactive outreach to Band members about the Annual Funding Agreement and how it actually works, so that they deepen their understanding of the formal working relationship with the National Park Service • Consider expanding the opportunities with Isle Royale National Park to work with the Band • Consider other training opportunities to NPS staff and Band members for mutual benefit • Incorporate discussion of the relationship into interpretive materials and programming • Explore collaboration with the Band's Trust Lands and Natural Resources Office to pursue funding for mutual interests and training • Explore a greater contribution of the NPS Rural Fire Assistance Grant Program with the Band's local volunteer fire department • Explore the development of a programmatic agreement with the Band's Tribal Historical Preservation Office for historic preservation efforts, particularly section 106 efforts • Increase emphasis on Ojibwe heritage in all monument activities
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • The Annual Funding Agreement is the governing document for the formal business relationship It is updated each year • The relationship as a whole is predicated on the enabling legislation's final sections, directing the National Park Service to work with the Band in unique ways
Data and/or GIS Needs	<ul style="list-style-type: none"> • Need to update the park's 1983 administrative history to reflect the evolving working relationship with the Band
Planning Needs	<ul style="list-style-type: none"> • Need to update the 2005 long-range interpretive plan to reflect the working relationship with the Band

Fundamental Resource or Value	Grand Portage Corridor or Gitchi Onigaming
Related Significance Statements	<ul style="list-style-type: none"> • The Grand Portage has been a critical transportation route for thousands of years. It was part of an ancient transcontinental trade route connecting the Great Lakes to the interior of the continent. The portage enabled European expansion into the northwest in the 18th and 19th centuries and it was a focal point in developing the international boundary between Canada and the United States in the 19th century. • The Grand Portage, bypassing unnavigable portions of the Pigeon River, connects Fort Charlotte with Lake Superior, where thousands of tons of furs and materials were transported to Europe and beyond. The footpath and these depot sites served as the headquarters and central hub for the North West Company as it competed in the global fur trade.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • The natural resource condition assessment has been completed with the NPS Great Lakes Inventory & Monitoring network (Great Lakes I&M) • Great Lakes I&M and park employees conduct periodic trail condition assessments as part of a long-term monitoring program developed by the I&M network to guide trail maintenance work • Thresholds for taking action (primarily mitigating erosion) on the trail have been established, using indicators and standards • Archeology in the trail corridor has not been comprehensively surveyed • Seventy-five percent of the known archeological resources are in good condition • Forest management is occurring in the corridor, and resulting in improvement of white pine stands. Forest vegetation is monitored • Stream conditions are poorly assessed on all but Grand Portage Creek. Collaborative watershed management could be improved with better data • Many monuments marking the park boundary are missing or not yet located. The lack of boundary knowledge has led to some timber trespass decades ago. GIS surveying, inventorying, and marking is 80% complete • The corridor is an important resource for fauna. A breeding bird, amphibian, and bat survey are now conducted annually to monitor these special populations • Camping permits are required and used to monitor use • Monitoring of vegetation and land cover change within the monument boundary are conducted by Great Lakes I&M on a six to nine year rotation • Boardwalks have been constructed to protect resources from erosion. The newly constructed beaver marsh boardwalk decreases impacts on wetlands and Snow Creek • Roads cross the corridor— including Minnesota State Highway 61—and impact the character of the experience • The trail is used mostly by walkers and by canoers who are completing the boundary water trail • In 2015, there were 400–500 registered trail users <p>Trends</p> <ul style="list-style-type: none"> • Forest management is occurring in the corridor, and resulting in improvement of white bark pine stands • The number of portagers is unknown, but thought to be increasing • Day use of the trail is not well captured or measured, but is thought to be increasing

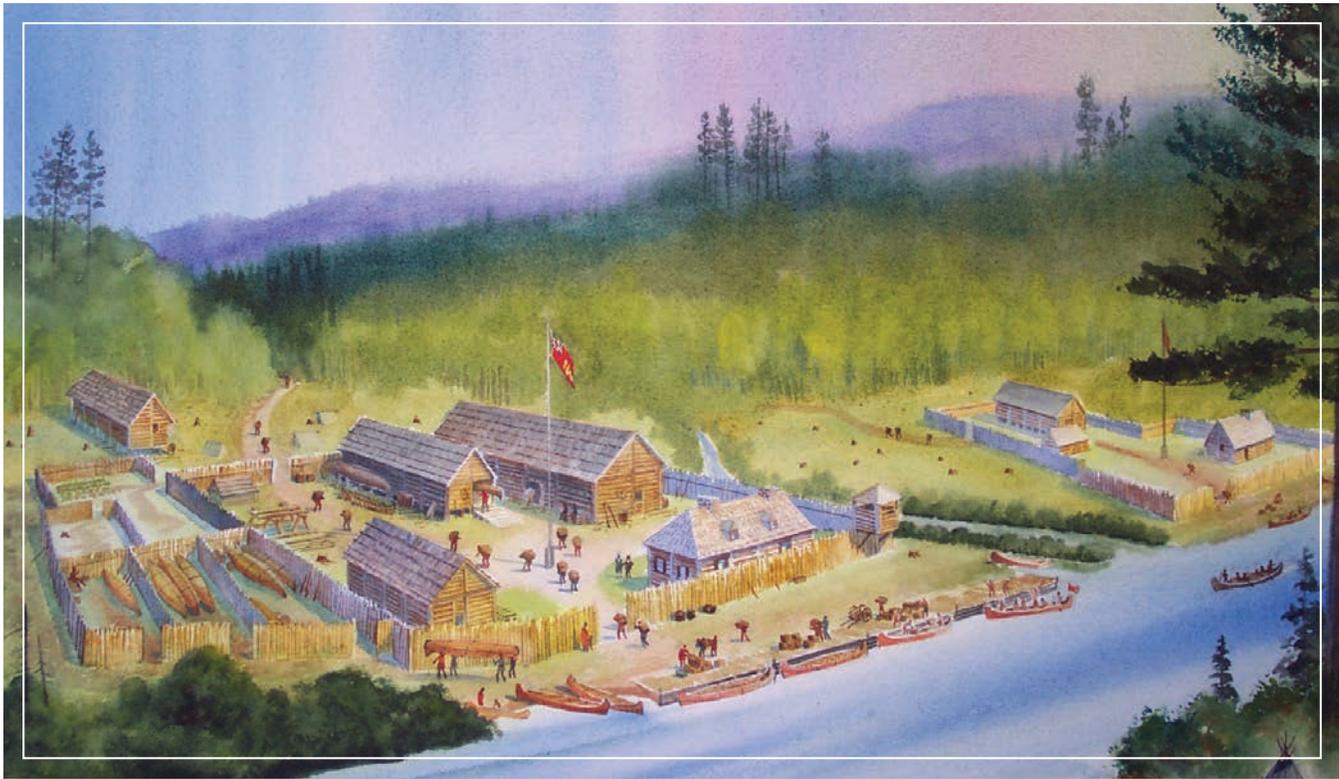
Fundamental Resource or Value	Grand Portage Corridor or Gitchi Onigaming
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Timber harvest has occurred within the park boundary in the past and is an ongoing threat. There is a need to better mark the boundary and work with the Band (the surrounding land owner) to prevent timber trespass. Work with the Band to maintain contiguous forest stands of red and white pine that span the border between the park and the reservation. • Looting of archeological resources is a potential threat. • Climate change is projected to increase both annual average temperature and precipitation. An increase in extreme storms and flooding may lead to erosion and damage of the clay-based trailbed. • Erosion is a threat to the trail, natural resources, and archeological resources still in the ground. • Poplar Creek is being sedimented in by logging, beaver building, etc. More assessment is needed for streams. • Condition and maintenance of Pigeon River campsites and portages upstream (and off NPS property) is important for canoers, to allow them to safely complete their voyage to Grand Portage. • Natural communities are at risk for harmful effects of air pollution including mercury contamination and acidification from excess deposition of nitrogen and sulfur air pollutants. <p>Opportunities</p> <ul style="list-style-type: none"> • Finalize the inventory, survey, and reestablishment of the corridor boundary. • Archeological resources can be protected by re-routing the trail in some cases. • Consider adding camping sites to accommodate additional use by portagers and hikers, especially on the southern end. • Protect resources inherent in the portage (and visitor experience) by keeping boardwalks fully functioning and in good condition. • Improve knowledge of visitor use, behavior, and attitudes toward conditions and management. • Ensure that road re-routing through the corridor limits impacts on resources. • In 2018, renew cooperative agreement with the Band on the Cowboys Road regarding responsibilities for maintenance and mitigation. • Continue to work cooperatively with federal and state air quality agencies and expand efforts with the Band to monitor and report air quality impacts in the park from sources of air pollution.
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • The natural resource condition assessment describes current conditions. • The general management plan provides zone objectives and desired conditions for the corridor. • Ongoing regional air quality monitoring and studies provide updated pollutant (mercury, nitrogen, sulfur) deposition conditions in the park. • Forest composition study has been completed to guide rehabilitation.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Archeological survey and shovel testing along Grand Portage corridor. • Stream condition assessment for Poplar and Snow Creeks. • Boundary survey. • Study designation of Pigeon River as a wild and scenic river or Blueway / Blue Waters. • Study Pigeon River stream flow condition. • Visitor use surveys and better counts.
Planning Needs	<ul style="list-style-type: none"> • Cultural landscape management plan.



Fundamental Resource or Value	North West Company Headquarters and Depot
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • The Grand Portage has been a critical transportation route for thousands of years. It was part of an ancient transcontinental trade route connecting the Great Lakes to the interior of the continent. The portage enabled European expansion into the northwest in the 18th and 19th centuries and it was a focal point in developing the international boundary between Canada and the United States in the 19th century. • The Grand Portage, bypassing unnavigable portions of the Pigeon River, connects Fort Charlotte with Lake Superior, where thousands of tons of furs and materials were transported to Europe and beyond. The footpath and these depot sites served as the headquarters and central hub for the North West Company as it competed in the global fur trade.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Historic structures have been reconstructed and serve as interpretive displays for visitors; the community is very attached to the reconstructed structures. • Only 3 of the 16 fur trade-related structures at the depot have been reconstructed. • The reconstructed structures are in good condition. • The associated cultural landscape is in good condition. • In situ archeological resources as a whole are in good condition. However, significant portions of the depot site were excavated when site development, including hasty salvage archeological surveying, was conducted in the 1930s and 1960s (and then reconstructed structures put near or on top of sites). • There are variable conditions throughout the area, depending on resource types. • Grand Portage Creek bisects this area and erosion and subsequent stabilization activity has heavily impacted the riparian resource condition. The present road alignment and the Stone Bridge location have resulted in hydrologic impacts. This action was necessary, however, to preserve a fundamental resource. • Park infrastructure has been moved (or will be soon) from the Portage Trail and the ranger station/parking lot removed from the North West Company depot site. The new infrastructure is in good condition. • The lakeshore was reconstructed and stabilized in this area but is deteriorating. <p>Trends</p> <ul style="list-style-type: none"> • Visitors note that the reconstructed buildings do not provide a sense of the busy depot area during its heyday, and would prefer to see additional buildings and activities at the site. • Reconstructed buildings are stable. • Archeological resources are stable. • Reconstructed lakeshore is deteriorating.

Fundamental Resource or Value	North West Company Headquarters and Depot
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Climate change may bring extreme storm events to the site, increasing risk of flooding and erosion of archeological resources <p>Opportunities</p> <ul style="list-style-type: none"> • Potential for restoration of lower Grand Portage Creek and to identify new road and bridge crossing locations • Continue to move facilities off-site if not beneficial for visitor interpretation • Consider road realignment, which may increase/improve opportunities for Rendezvous Days visitors, campers, etc • Continue to work cooperatively with federal and state air quality agencies and expand efforts with the Band to monitor and report air quality impacts in the park from sources of air pollution
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • General management plan • Study of the lower Grand Portage Creek (ongoing U S Geological Survey effort)
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Archeological research project at East Meadow / Grand Portage Reservation Village
<p>Planning Needs</p>	<ul style="list-style-type: none"> • East Meadow rehabilitation environmental assessment addendum to address newly identified implementation needs • Road realignment plan to increase safety and resource protection • Vegetation management plan to implement the cultural landscape report recommendations at the project level • Long-range interpretive plan update is needed to reflect changing emphasis at the East Meadow • Grand Portage Creek restoration plan



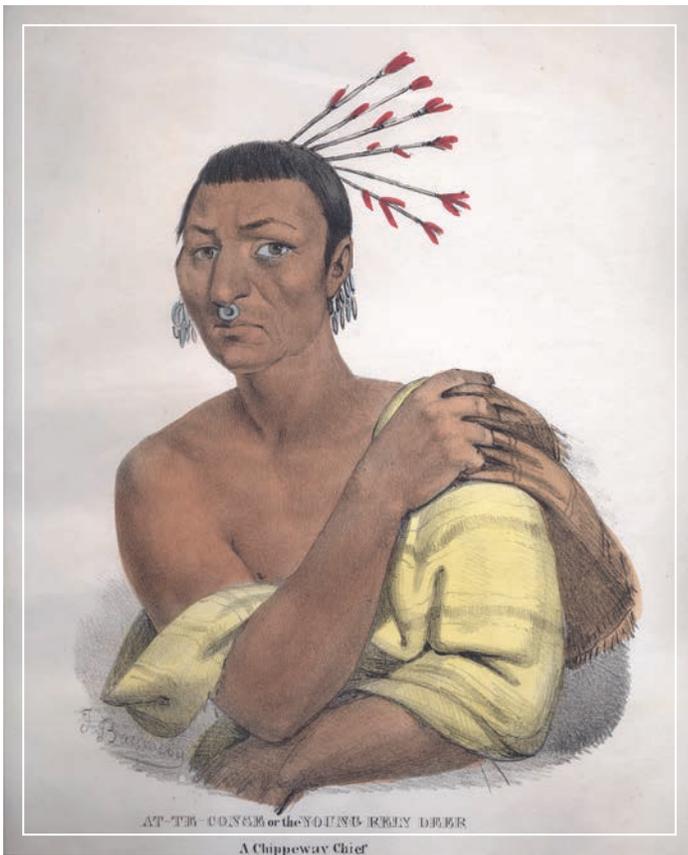


Fundamental Resource or Value	Fort Charlotte
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • The Grand Portage has been a critical transportation route for thousands of years. It was part of an ancient transcontinental trade route connecting the Great Lakes to the interior of the continent. The portage enabled European expansion into the northwest in the 18th and 19th centuries and it was a focal point in developing the international boundary between Canada and the United States in the 19th century. • The Grand Portage, bypassing unnavigable portions of the Pigeon River, connects Fort Charlotte with Lake Superior, where thousands of tons of furs and materials were transported to Europe and beyond. The footpath and these depot sites served as the headquarters and central hub for the North West Company as it competed in the global fur trade.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Camping permits are required and are used to monitor use. • Erosion concerns from social use along the Pigeon River are continuously being addressed with new canoe put-ins and camping pads. • Information on six new waysides added to the display at the kiosk at Fort Charlotte. • Archeological sites are listed in “good” condition and relatively undisturbed. • Use averages 250 campers each summer at two sites. The park believes there is 95% compliance with registering for permits. • Number of ranger(s) monitoring the site may need to increase. • Camping facilities are now in good condition after recent updates such as elevated tent pads. • Pit toilets perforate the site and may impact archeological sites and some natural resources. <p>Trends</p> <ul style="list-style-type: none"> • Stable conditions after modifications to visitor use impacts.

Fundamental Resource or Value	Fort Charlotte
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • There is a difference in allowable group camping size between the U S Forest Service, National Park Service, and Canadian parks This can lead to misunderstandings and to resource damage • Climate change could result in changes to rainfall, and flow levels greatly impact the paddling conditions of the Pigeon River • Climate change may bring warmer temperatures and extreme storm events to the site, increasing risk of flooding, erosion of archeological resources, and invasive species, and northward shift in current vegetation • Provincial park operations are likely to have impacts on this site; if Canadians allow greater access from vehicles, there will be impacts on the site • Looting is a concern given the remoteness of the site and likelihood of artifacts being present • Heavy vegetation allows root disturbance of archeological sites • Wildland fire is a concern due to presence of heavy down vegetation load on the archeological sites <p>Opportunities</p> <ul style="list-style-type: none"> • Continue to improve camping pad sites and canoe pull-outs to prevent damage to resources • Improve condition of archeological sites by removing dead and down vegetation • Increase archeological surveying • Consider aboveground composting toilets to replace pit toilets in the future; this would reduce ground penetration impacts on archeological resources • Seek volunteers to monitor and educate visitors on regulations and best practices to maintain and preserve the area • Potential for wild and scenic river designation for the Pigeon River on lands and waters upstream from the monument
Existing Data and Plans Related to the FRV	<ul style="list-style-type: none"> • General management plan • 2004 wildland fire management plan environmental assessment, prescribed fire plans, 2013, 2015
Data and/or GIS Needs	<ul style="list-style-type: none"> • Archeological surveys • Collect and analyze data on stream flows and conditions necessary for good paddling • Fire fuel data and modification is needed to protect the site
Planning Needs	<ul style="list-style-type: none"> • None identified



Fundamental Resource or Value	Grand Portage Reservation Village
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Grand Portage National Monument is in the homeland of the Grand Portage Ojibwe. Their intimate knowledge of and connection to the land, water, plants, and wildlife of the area allowed them to endure in the sometimes harsh environment, before and after European exploration and nation-building. As other cultures explored this area, the tools and technologies of the Ojibwe were adapted by newcomers to exploit the natural resources as global commodities.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The condition of the East Meadow is improving. The Archeological Sites Management Information System database lists archeological sites in the Meadow area as being in “good” condition. There have been some past actions (e.g., roads) that have had some impacts on resources but those impacts are not ongoing. Overall the archeology is in average condition due to road construction and park development. • The East Meadow restoration environmental assessment will provide guidance on additional management and restoration. • With the exception of the relatively underused meadow area, other parts of the site are located in comparatively more high-use, high-visitation areas. <p>Trends</p> <ul style="list-style-type: none"> • The archeological remains of the Grand Portage Reservation Village site are distributed throughout portions of the park including the meadow area, the semi-wooded picnic area, and the wooded decommissioned maintenance areas. • Archeological remains are also distributed along portions of the lake shore and the service road that runs along the meadow. • The village site is currently under-interpreted.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Periodic erosion along the Lake Superior shoreline can be heavy and is known to severely degrade archeological deposits along some shoreline portions of the site. Climate change is likely to exacerbate this threat. • Vegetation allows root and wind-throw disturbance of the archeological sites. • Soil conditions allow for significant degradation of metallic artifacts in this portion of the park. • Future park and reservation developments have the potential to impact archeological deposits. <p>Opportunities</p> <ul style="list-style-type: none"> • Improve condition of archeological sites by removing dead and down vegetation. • “Harden” shoreline to preserve shoreline deposits. • Increase archeological surveying and limited testing to better understand the resource. • Create intensive interpretative programming for the village site. • Create low-impact visitor experiences that focus on the village site.
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • General management plan • East Meadow restoration environmental assessment
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Improve archeological surveys and testing to understand site distribution and past settlement and village activities, as well as past disturbance to archeological contexts. • Community history of East Meadow / Grand Portage Reservation Village • Archeological research project at East Meadow / Grand Portage Reservation Village
<p>Planning Needs</p>	<ul style="list-style-type: none"> • None identified



Fundamental Resource or Value	Museum Collections
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Grand Portage National Monument is in the homeland of the Grand Portage Ojibwe. Their intimate knowledge of and connection to the land, water, plants, and wildlife of the area allowed them to endure in the sometimes harsh environment, before and after European exploration and nation-building. As other cultures explored this area, the tools and technologies of the Ojibwe were adapted by newcomers to exploit the natural resources as global commodities. • The Grand Portage has been a critical transportation route for thousands of years. It was part of an ancient transcontinental trade route connecting the Great Lakes to the interior of the continent. The portage enabled European expansion into the northwest in the 18th and 19th centuries and it was a focal point in developing the international boundary between Canada and the United States in the 19th century. • The Grand Portage, bypassing unnavigable portions of the Pigeon River, connects Fort Charlotte with Lake Superior, where thousands of tons of furs and materials were transported to Europe and beyond. The footpath and these depot sites served as the headquarters and central hub for the North West Company as it competed in the global fur trade.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Conditions of collections are good; and the archival facility meets all NPS museum standards • Maintenance and inspections occur on a regular basis to maintain conditions • Artifacts are processed as they come in; there is no backlog in processing • Collections are used in displays; displays are rotated regularly • Collections are used to highlight the ethnographic stories at the park • Collections are used to aid in restoration of historic resources

Fundamental Resource or Value	Museum Collections
<p>Current Conditions and Trends</p>	<p>Conditions (continued)</p> <ul style="list-style-type: none"> • Continue to use consumptive props for certain displays and use items in the reconstructed facilities and in interpretive programs • There is ample room for expansion in the new Artifact Storage Unit facility • The park has a good collection of masterful reproductions of Ojibwe handicrafts • The rare book collection is impressive and is secured in the administrative facility • Some items are on display in the reconstructed facilities • Harpers Ferry Center digitized many elements in 2009 <p>Trends</p> <ul style="list-style-type: none"> • Very stable conditions • Collection is growing as archeological resources are uncovered and added to the collection • Visitors and researchers are using the collection, and this type of use is tracked
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Lack of permanent staffing to manage the collection; the primary staffer is a seasonal employee • Concern over long-term funding for the curatorial position • Remote potential for insect and vermin harm and fire, especially for objects on display in reconstructed facilities; once artifacts are impacted they are damaged forever • There are ultraviolet light (during summer months) impacts on items on display in the reconstructed facilities During seven months of the year they are in the Artifact Storage Unit • Some artifacts are identified as consumptive use props (not museum artifacts) and can be damaged or destroyed through regular use and display In reality few have been “consumed ” This threat is offset by the potential benefit to the public <p>Opportunities</p> <ul style="list-style-type: none"> • Increased outreach regarding the museum collections and materials • Digitize and scan archives; digital preservation • Continue to use collections in displays; rotate displays regularly • Continue to use the collections to highlight the ethnographic stories at the park • Continue to use collections to aid in restoration of historic resources • Continue to use consumptive props for certain display and use items in the reconstructed facilities and in interpretive programs • Use existing studies such as the Doug Birk study, “Secrets from the River” to develop more outreach publications with information for the public about the park museum collections • Make collections more accessible through the web by digitizing and publishing • Update camera, scanner, and other equipment to allow for better use • Digitize the slide collection for future use • Identify collections (and other objects) for potential submission to the National Archives and Records Administration
<p>Existing Data and Plans Related to the FRV</p>	<ul style="list-style-type: none"> • Scope of collections statement, 2010 (being updated in 2016) • Museum housekeeping plan (working on in 2016)
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Collections condition survey
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Collections management plan (update)



Fundamental Resource or Value	Portage Experience
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • The Grand Portage has been a critical transportation route for thousands of years. It was part of an ancient transcontinental trade route connecting the Great Lakes to the interior of the continent. The portage enabled European expansion into the northwest in the 18th and 19th centuries and it was a focal point in developing the international boundary between Canada and the United States in the 19th century. • The Grand Portage, bypassing unnavigable portions of the Pigeon River, connects Fort Charlotte with Lake Superior, where thousands of tons of furs and materials were transported to Europe and beyond. The footpath and these depot sites served as the headquarters and central hub for the North West Company as it competed in the global fur trade.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The park is the culminating location of the BWCAW and Quetico Provincial Park canoe area trips. • The portage experience is dependent on the conditions and facilities upstream of the park; therefore, the park maintains a “Sister Sites Arrangement” to provide mutual aid and assistance to these connected entities. • Roads cross the corridor, including Minnesota State Highway 61; these impact the character of the experience. • Portagers are often confused by development and conditions at the Lake Superior end of the portage. There is limited information and facilities to support them. A new information kiosk at Fort Charlotte provides some guidance to portagers. • The Grand Portage provides an incredible experience for those willing to brave it. • The new camping facility at Fort Charlotte has improved conditions for campers. • Camping permits are required and used to monitor use. • In 2015, there were 400–500 registered trail users. • A major overhaul of boardwalks has improved conditions for portagers. • The NPS Great Lakes Inventory & Monitoring Network-led condition assessment of the trail is an asset guiding trail maintenance that impacts users. • New waysides will help instruct portagers on the park and the portage experience. <p>Trends</p> <ul style="list-style-type: none"> • Improving trails and campgrounds will benefit users inside the park boundary. • The number of portagers is unknown, but thought to be increasing. • Day use of the trail is not well captured or measured, but is thought to be increasing. • Installing new waysides in the spring of 2017 will improve users’ introduction to the park and facilities.

Fundamental Resource or Value	Portage Experience
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Climate change could result in changes to rainfall and flow levels greatly impacting the paddling conditions of the Pigeon River Low water, for example, means a difficult trip from Fort Charlotte to South Fowl Lake • Poplar Creek is being sedimented in by logging, beaver building, etc More assessment is needed for streams • Lack of funding could be a threat to keeping facilities maintained for users • Condition and maintenance of Pigeon River campsites and portages upstream (and off NPS property) are important for canoers, to allow them to safely complete their voyage to Grand Portage <p>Opportunities</p> <ul style="list-style-type: none"> • Monitor flow levels and paddling conditions to provide info to users on optimal paddling days through electronic method • Provide a more defined location and information for portagers to end their trip • Consider development of a frontcountry campground at the southern end of the portage to provide space to recover, relax, and wait for transportation • Provide location for storing canoes and camping gear that would be secure • Provide drinking water for people finishing their experience after hours on the water • Other visitors are very excited when they see portagers finishing their trip, and there is an opportunity to build on this interest and excitement by having people interact • Consider recording portagers as they are finishing their experience Video them as oral histories to record their experience and what it meant to them • Pursue potential special designations that would heighten level of awareness and protection on the river, such as wild and scenic river, Blueways, or other • Encourage other land managers to improve their management and maintenance of their recreational facilities on the border route • Seek ways to make the experience more consistent throughout the BWCAW and Quetico Provincial Park region • Potential wild and scenic river designation for the Pigeon River to protect the portage experience • Provide mercury fish consumption advisory information to anglers • Make a greater effort to provide information to portage users about the interpretive resource in the North West Company stockade and heritage center
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Collect additional data on users, to be able to better speak to them in the future (e g , demographic information, etc) • Identify potential users and determine their needs
<p>Planning Needs</p>	<ul style="list-style-type: none"> • None identified



Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but that still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Grand Portage National Monument and the associated planning and data needs to address them:

- **Relationship between the park and the community.**
 - *The park and the Band have worked hard to build relationships since its designation* – Formal relationships are critically dependent on the informal personal trust that may develop between NPS employees and Band members over time. The relationship between the superintendent and the tribal chairman is also key; regular open communication is necessary at the leadership level for the park to function properly. There are still some community members who have difficulty in accepting the park’s presence in the community. There is a need to increase the relationships with the community and increase the community’s acceptance of the park. This will require fostering a genuine interest in the park by the community and in the community by park staff. Improved employment opportunities would contribute to improved relations. Important actions include encouraging all staff to make more connections in the community and share success stories of the NPS/ Band working relationship; developing informal standard operating procedures that present effective processes for projects done with the community; and offering federal hiring training and workshops to community members.
- **Sustaining the unique operational framework with the Grand Portage Band.**
 - *The unique management sharing agreement with the Grand Portage Band is not common within the National Park Service and is not well understood* – Monument management, park development, and operations derive substantial benefit through the monument’s relationship with the Band. This is facilitated by use of the Tribal Self-Governance Act and the resulting Annual Funding Agreement. Monument management and Band leadership have forged a high functioning relationship, and these cross-cultural business practices are unique within the region. Awareness of the implementation of existing legal authorities could be increased with regular outreach to NPS and Grand Portage Band staff regarding this relationship and the funding instrument. Important actions include providing briefings/training to Grand Portage Band, Grand Portage National Monument employees, and NPS management about the Tribal Self-Governance Act, and updating interpretation on Tribal Self-Governance Act agreement.
 - *Staffing and financial capacity* – The operating agreement and framework with the Band increases the park’s efficiency in staffing and executing projects. This efficiency extends to Isle Royale, which participates in the Tribal Self-Governance Act agreement on elective projects. Even so, base budget constraints exist. To ensure that new facilities and programs can be maintained and operated, the monument should prepare an operations plan to solidify how the monument can support new structures, and identify new/alternate funding sources. The operations plan should also examine other opportunities to partner with the Band at Isle Royale.

- **Institutional Knowledge Transfer.**

- *Perpetuation of institutional knowledge* – Many long-time employees could retire or leave the park in the next few years. There is a need to document individual roles and responsibilities, work processes, and park knowledge in order to ensure smooth transitions in the future. Areas where knowledge transfer will be critical include collections/museum procedures, administration and budgeting, resource management, and the Annual Funding Agreement. Important actions include ensuring that key documents are available and accessible in the future, and updating the administrative history emphasizing the new Tribal Self-Governance Act “era.”

The park has developed strong communications with the Band Chairman and other officials. This regular communication must be maintained by park leadership in order to sustain the relationship over time. This will help ensure that the park maintains access to the Band’s institutional knowledge over time.

Planning for staff turnover is a must for the monument and is critical for both ongoing operations and successful succession execution. There is a potential to increase the number of positions filled by Band members, and this could be supported through increased outreach to tribal youth to increase interest and awareness. Important actions include succession and workforce management planning.

- **Promoting Ojibwe Culture.**

- *Ojibwe handicrafts* – The National Park Service is not actively supporting Ojibwe handicrafts and lifeways as much as it should. New, creative approaches are needed to promote and support handicraft activities; encourage more public and internal appreciation for handicraft objects; and increase control by craftspeople of when, where, and how much they demonstrate and sell their products. Consultation with the Band is critical, as well as increased communications to the community of the park’s willingness to increase activity. Important actions include preparing an Ojibwe handicraft policy, reviewing existing studies that suggest new methods, examining options for managing activities such as band management of funds and distribution to craftspeople, examining changes to Eastern National’s role and pricing policies, and evaluating consignment approaches. Consideration should be given to the Sitka or Pipestone model where visitors watch the crafting being made, and then have an opportunity to purchase finished products.
- *Grand Portage Reservation Village* – There is very limited interpretation of the Ojibwe Village in the East Meadow and of the post-treaty period. The East Meadow environmental assessment, which is nearing completion, will provide some direction. Important actions include designing reconstructions that would augment Ojibwe village interpretation and completing documentation of village history started with Dr. Brenda Child.

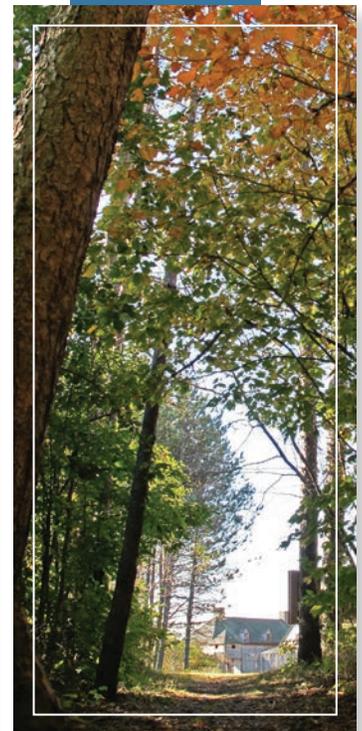


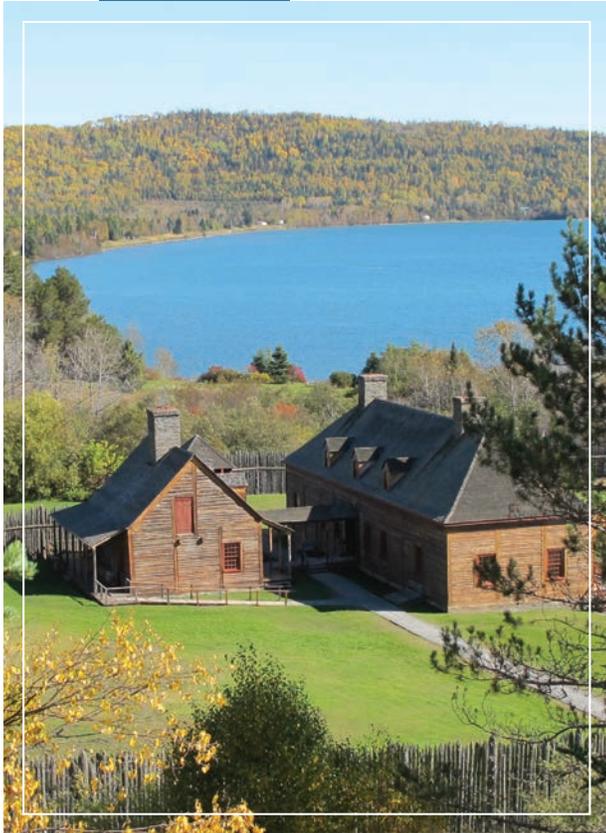
- **Boundary and ownership questions.**

- *Roads and rights-of-way* – Ownership and jurisdiction of roads and rights-of-way are unclear throughout the monument. This affects determinations of responsibilities for maintenance and repair. Clarification is needed before necessary road and bridge improvements can proceed, such as the Stone Bridge and Grand Portage Creek improvements. Solicitor input and review should be obtained before negotiating responsibilities for rerouting and funding. Other needed actions include a roadway alignment plan beyond that of Federal Highway Administration inspections, and an inventory of existing documentation regarding road secession.
- *Park boundary delineation* – The boundary in riparian areas is well known; however, other areas are less-well delineated. The monument should pursue additional funding to resurvey the boundary and install missing boundary monuments.
- *Pigeon River designation potential* – The Pigeon River has been designated as a national heritage river on its Canadian side. There is a potential for designation as a wild and scenic river on the American side, in the Grand Portage Band Reservation and on state lands. Local support and commitment to cooperative management would be keys to any potential designation.

- **Visitor experience opportunities.**

- *Monument interpretive programs* – Interpretive programs and messages can be improved. Revised interpretive themes are needed and evaluation conducted to confirm that programming is aligned with the themes. Important actions include an update of the long-range interpretive plan and entry of new waysides into the NPS media inventory and Facility Management Software System database. The monument interpretive program should consider the potential benefits from “audience centered interpretation” methods.





- *Historical reconstructions* – Visitors comment on the minimal historic structures on site. During its busiest periods, the depot site included 16 structures; currently there are only 3 reconstructions, and this does not convey the sense of the cramped operations and thriving business that existed at the time. The park should consider additional reconstructions to round out the palisade and North West Company site. These would improve interpretation and provide a more complete presentation of the site’s past activities. NPS authenticity standards for reconstruction can be an impediment, and a synopsis of NPS policy about reconstructions should be developed that is understandable and up to date. Other important actions should include considering the preparation of a “reconstruction plan” for the park; gathering additional archeological data; and conducting additional historic records research. Historic records research should include all historical data of fur trade buildings to better understand architectural details and accessing of Fort Williams building records. Some park structures may have been relocated to Fort William.
- *The maritime story* – There is a desire to improve presentation of the maritime story of the park. Currently there are no canoes or vessels on the water besides the Mackinaw. Interpretive programs could better present activities that historically took place on the water and the interface between the depot and the lake. An evaluation should be conducted of potential roles for commercial services.
- *Visitor use and awareness of the Grand Portage Trail* – There is a desire to encourage more visitors to get out on the trail. This would improve visitor understanding and appreciation of the broader scope and context of Grand Portage National Monument. Important actions should include preparation of a visitor use management and activity plan and a commercial services plan.
- *The Spirit Tree* – The Spirit Tree near Hat Point is a traditional religious site. The band is reluctant to allow visitor access, but there are frequent inquiries by visitors. There is a potential opportunity for Grand Portage National Monument staff to serve as guides but staff capacity is very limited. An agreement with the tribe could be explored to permit Grand Portage National Monument or the Band to provide guided tours to the site. If appropriate, this should be added to the long-range interpretive plan.

Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-making Process Is Needed			
Related to an FRV or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV	Long-range interpretive plan (update)	H	Improve interpretive themes to include relationship with the Band and provide guidance on the north gate and East Meadow area. Much of the existing plan has been accomplished. A Project Management Information System (PMIS) project is created and in line. Enhance discussion of ecological context/impacts of the fur trade.
FRV	Roadway realignment plan	H	A safety issue due to multiple mode use, cornering, and load bearing concerns. A single bridge carries vehicle and pedestrian use, including heavy trucks at times. This is dependent on an ownership decision.
FRV	East Meadow area cultural landscape rehabilitation and development environmental assessment	H	Landscape rehabilitation environmental assessment would provide more specifics on how to implement changes at the village site area. This would be dependent on archeological and ethnohistorical (village history) research.
FRV	Cultural landscape management plan	M	Vegetation management and restoration options parkwide. The resource management plan has been fully implemented; this plan is needed to complete additional work. Climate change considerations should be incorporated into this plan as appropriate.
FRV	Grand Portage Creek restoration plan	M	Scope of restoration is being defined through study, from the Stone Bridge downstream. Related to the ownership and future of the bridge. Climate change considerations should be incorporated into this plan as appropriate.
FRV	Vegetation management plan	M	
Key Issue	Operations plan to solidify how park would support new structures	L	New structures could be built in either the depot area or the village site. The first need is to resolve the question of if structures are to be reconstructed in either area.
FRV	Collections management plan (update)	L	Needs to be updated; 1998 plan does not reflect new location and facilities. Cannot be done in-house. No pressing need, simply must address the requirement. Collections are a fundamental resource, but are well managed currently.
Key Issue	Visitor use management and activity plan	L	The goal is to get more people on the trail and water routes (canoeing, kayaking, winter sports). Concessions may play a role in this.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV	Administrative history (update)	H	Much has changed since the last update in 1982–1983, and there is a need to better capture the working relationship with the Band. Concern over future retirements and loss of institutional history elevates the priority. Need to document and remember how the park was created, and the position of tribal members at the time (which was mixed). Would be useful to understand that time and be able to use it in future relationship building.
Key Issue	Road ownership, right-of-way width, and Stone Bridge ownership legal research	H	To clarify ownership of roads and right-of-way. Should also include riparian ownership at the same time if possible.
FRV	Archeological research project at East Meadow / Grand Portage Reservation Village	H	Provide clarity on archeology of the area to inform future actions at site. Currently formulated in the PMIS database but has not been funded.
FRV	Collections condition survey	H	Would define most important collections to be treated differently, such as metals, organics, etc. No survey has occurred in the past. Collections are assumed stable but conservation could be improved for some items.
FRV and Key Issue	Boundary survey and marking	Ongoing	There are gaps in the marking and delineation of the Grand Portage corridor. The NPS Midwest Region and park GIS team are currently working on this.
FRV	Community history of East Meadow / Grand Portage Reservation Village	Ongoing	Ongoing, begun in 2016. To provide additional information about past use of the site.
FRV	Archeological surveys at Fort Charlotte	M	Looting is a possibility, not enough is known about the resources in situ. The NPS Midwest Archeological Center survey and Doug Birk study need to be augmented.
FRV	Visitor survey and count	M	Document use numbers and visitor attitudes on the Grand Portage; last survey 1994. Combine with potential options to get users on the trail or on the water.

Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV	Study Pigeon River stream flow conditions	M	Better characterize good paddling conditions to provide visitor information
FRV	Study designation of Pigeon River as a wild and scenic river or Blueway/Blue Waters	M	Assess suitability for additional designations
Key Issue	Study of all historical data and archeological survey for depot site reconstructions	M	Research fur trade buildings to better understand architectural details Access Fort William building records Some Grand Portage National Monument structures may have been relocated to Fort William Research would probably reveal if further reconstructions are feasible and appropriate
FRV	Archeological survey and shovel testing along Grand Portage corridor	M	Surveys are currently incomplete for this area Other archeology needs are higher priorities
FRV	Stream condition assessment	L	Snow Creek and Poplar Creek conditions poorly documented Results could inform upstream management actions
n/a	Law enforcement needs assessment	L	Evaluates current law enforcement capacity compared to need based on resources and size, etc Unlikely to affect size of law enforcement staff, based on budget
FRV	Fire fuel data for Fort Charlotte	L	
Key Issue	Commercial services plan	L	

Part 3: Contributors

Grand Portage National Monument

Becky Adamczak, Grand Portage Band employee, Housekeeper

Jessica Barr, Park Ranger, Law Enforcement

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Appendixes

Appendix A: Enabling Legislation for Grand Portage National Monument

Public Law 85-910

AN ACT

To provide for the establishment of Grand Portage National Monument in the State of Minnesota, and for other purposes.

September 2, 1958
[H. R. 11009]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, for the purpose of preserving an area containing unique historical values, there is hereby authorized to be established, in the manner hereinafter provided, the Grand Portage National Monument in the State of Minnesota which, subject to valid existing rights, shall comprise the following described lands:

Grand Portage
National Monument,
Minn., es-
tablishment.

NORTHWEST COMPANY AREA

Tract numbered 1 beginning at a point about 28 feet from the water line of Lake Superior and on the east boundary of the southwest quarter of the southeast quarter of section 4, said point marked by a brass plug numbered I; thence northerly along said boundary line a distance of 273.70 feet to a point marked by a brass plug numbered II; thence in a westerly direction parallel to the south one-sixteenth line of section 4 a distance of 1,320 feet to the intersection of said line with the north-south quarter line of section 4, said point of intersection being in the bed of a stream and witnessed by an iron pipe located 60 feet southerly from said point and on the north-south quarter line, and on the west bank of said stream; thence southerly along said north-south quarter line a distance of 120 feet to the point of intersection of said north-south quarter line and the south one-sixteenth line of section 4 marked by an iron pipe set in concrete; thence westerly along said one-sixteenth line a distance of 120 feet to a point in path marked by brass plug numbered IV; thence southerly in a direction parallel to the north-south quarter line of section 4 a distance of 660 feet to an iron bolt in road intersection; thence westerly parallel to the south one-sixteenth line of section 4 a distance of 1,200 feet to the point of intersection of said line with the west one-sixteenth line of said section 4 and marked by a brass plug numbered VI; thence southerly along said west one-sixteenth line a distance of 1,760 feet to a point marked by a brass plug numbered VII; thence easterly along a line parallel to the north section line of section 9 a distance of 486.21 feet to a point marked by an inclined iron pipe, said point being the point where the said iron pipe enters the concrete; thence along the said line extended a distance of approximately 39 feet to the water's edge; thence along the shore line of Lake Superior to the point where said shore line intersects the east one-sixteenth line of section 4 extended; thence northerly along said one-sixteenth line to place of beginning, all being located in sections 4 and 9, township 63 north, range 6 east, in Grand Portage Indian Reservation, State of Minnesota. Right-of-way for existing Bureau of Indian Affairs roads within the above described parcel of land is excluded therefrom.

NORTHWEST COMPANY AREA

Tract numbered 2 beginning at the point on the west one-sixteenth line of section 9 marked by brass plug numbered VII referred to in the description of tract numbered 1 above, thence westerly along a line parallel to the north section line of section 9 a distance of 275 feet to a point marked by an iron pipe; thence northerly along a line parallel to the west one-sixteenth line of section 9 a distance of 443.63 feet to a point marked by an iron pipe; thence easterly along a line parallel to the north section line of section 9 to the point of intersection of west one-sixteenth line of section 9; thence southerly along said one-sixteenth line to point of beginning, all lying in section 9 of township 63 north, range 6 east, in the Grand Portage Indian Reservation, State of Minnesota.

FORT CHARLOTTE AREA

The northeast quarter, section 29, township 64 north, range 5 east, or such lands within this quarter section as the Secretary of the Interior shall determine to be necessary for the protection and interpretation of the site of Fort Charlotte.

GRAND PORTAGE TRAIL SECTION

A strip of land 100 feet wide centering along the old Portage Trail beginning at the point where the trail intersects the present road to Grand Portage School, and continuing to the proposed United States Highway 61 right-of-way relocation in the northeast quarter of the northwest quarter, section 4, township 63 north, range 6 east, a strip of land 600 feet wide centering along the old Portage Trail as delineated on original General Land Office survey maps, from the north side of the proposed right-of-way to lands described at the Fort Charlotte site.

Establishment of the foregoing areas as the Grand Portage National Monument shall be effective when title to that portion of the aforesaid lands and interests in lands which is held in trust by the United States of America for the Minnesota Chippewa Tribe and the Grand Portage Band of Chippewa Indians, Minnesota, has been relinquished in accordance with section 2 hereof to the Secretary of the Interior for administration as a part of the Grand Portage National Monument. Notice of the establishment of the monument as authorized and prescribed by this Act shall be published in the Federal Register.

Publication in
F.R.

SEC. 2. The Secretary of the Interior is authorized to accept, as a donation, the relinquishment of all right, title, and interest of the Minnesota Chippewa Tribe and the Grand Portage Band of Chippewa Indians, Minnesota, in and to any of the lands described in section 1 of this Act which is now held in trust by the United States of America for the said tribe or band; the executive committee of the Minnesota Chippewa Tribe and the tribal council of the Grand Portage Band of Chippewa Indians, Minnesota, are hereby authorized to execute such instruments of relinquishment in favor of the United States; and acceptance of the relinquishment by the Secretary shall operate as a transfer of custody, control and administration of such properties for administration and as a part of the Grand Portage National Monument: *Provided*, That upon the acceptance of any donated lands and interests therein the Secretary shall recognize, honor, and respect, in accordance with the terms thereof, any existing life assignments on such properties.

SEC. 3. The Secretary of the Interior is authorized to procure any and all other lands or interests therein within the monument, including, but not limited to, any and all nontrust lands therein owned in

fee simple by the Grand Portage Band of Chippewa Indians, Minnesota, and the council of said band is authorized to sell and convey such nontrust lands to the United States of America.

SEC. 4. The Secretary of the Interior, under regulations prescribed by him, shall grant recognized members of the Minnesota Chippewa Tribe the preferential privilege to provide those visitor accommodations and services, including guide services, which he deems are necessary within the monument.

SEC. 5. The Secretary of the Interior shall, insofar as practicable, give first preference to employment of recognized members of the Minnesota Chippewa Tribe in the performance of any construction, maintenance, or any other service within the monument for which they are qualified.

SEC. 6. The Secretary of the Interior shall encourage recognized members of the Minnesota Chippewa Tribe in the production and sale of handicraft objects within the monument. The administration of the Grand Portage National Monument shall not in any manner interfere with the operation or existence of any trade or business of said tribe outside the boundaries of the national monument.

SEC. 7. Recognized members of the Minnesota Chippewa Tribe shall not be denied the privilege of traversing the area included within the Grand Portage National Monument for the purposes of logging their land, fishing, or boating, or as a means of access to their homes, businesses, or other areas of use and they shall have the right to traverse such area in pursuit of their traditional rights to hunt and trap outside the monument: *Provided*, That, in order to preserve and interpret the historic features and attractions within the monument, the Secretary may prescribe reasonable regulations under which the monument may be traversed.

SEC. 8. The Secretary of the Interior, subject to the availability of appropriated funds, shall construct and maintain docking facilities at the Northwest Company area for use in connection with the monument. Such facilities shall be available for use by the Minnesota Chippewa Tribe and its recognized members, without charge to them, under regulations to be prescribed by the Secretary.

SEC. 9. To the extent that appropriated funds and personnel are available therefor, the Secretary of the Interior shall provide consultative or advisory assistance to the Minnesota Chippewa Tribe and the Grand Portage Band of Chippewa Indians, Minnesota, in the planning of facilities or developments upon the lands adjacent to the monument.

SEC. 10. When establishment of the monument has been effected, pursuant to this Act, the Secretary of the Interior shall administer, protect, and develop the monument in accordance with the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes" approved August 25, 1916 (39 Stat. 535), as amended.

16 USC 1.

SEC. 11. In the event the Grand Portage National Monument is abandoned at any time after its establishment, title to the lands relinquished by the Minnesota Chippewa Tribe and the Grand Portage Band of Chippewa Indians, Minnesota, pursuant to section 2 hereof shall thereupon automatically revert to the Minnesota Chippewa Tribe and the Grand Portage Band of Chippewa Indians, Minnesota, their successors or assigns. In such event, the title will be taken in a fee simple status unless the United States holds other lands in trust for the Minnesota Chippewa Tribe or the Grand Portage Band of Chippewa Indians, Minnesota, in which event the title shall revert to the United States in trust for the Minnesota Chippewa Tribe or the Grand Portage Band of Chippewa Indians, Minnesota.

Approved September 2, 1958.

Appendix B: Inventory of Administrative Commitments

Administrative Commitments

Name	Start Date	Expiration Date	Stakeholders	Purpose	Notes
Tribal Self-Governance Act (TSGA) agreement	2/1999	End of fiscal year, renewed annually	Grand Portage Band of Minnesota Chippewa	Maintenance, construction, and some resource management and interpretation at Grand Portage National Monument (GRPO)	Renewed annually
Delegation of responsibilities to negotiate TSGA agreement for Isle Royale National Park	1/26/2015	none	NPS Midwest Region directorate, Isle Royale National Park (ISRO), GRPO	Clarity in roles of which superintendent will represent the National Park Service in negotiations with the Grand Portage Band for annual TSGA agreement	
Memorandum of understanding	No expiration date		Minnesota State Parks Department, the Minnesota Department of Transportation, the Minnesota Department of Tourism, the Grand Portage Band of Minnesota Chippewa	Coordination of interpretation	
General agreement	3/2015	3/2020	Grand Portage Band of Minnesota Chippewa	Assistance with structural fires	5 year renewal
Administrative office lease	10/2002	9/30/2007	U S Coast Guard	Administrative office	Terminated; office moved to heritage center
Memorandum of agreement		6/25/2008	Minnesota Historical Society	Long-term artifact curation	Terminated; objects moved to heritage center curatorial facility
Memorandum of agreement			Institute of Minnesota Archeology	Cooperative archeological investigations	Expired; Institute of Minnesota Archeology dissolved
Lease of 2 93 acres	12/30/2009	2034	Grand Portage Band, Bureau of Indian Affairs certified lease	Property to build maintenance shop and housing in low impact resource area	25 year renewal

Name	Start Date	Expiration Date	Stakeholders	Purpose	Notes
General agreement	6/5/2013	2018	Grand Portage Band	Terms of traversing Grand Portage – Cowboy's Road	5 year renewal
Emergency prevention and response plan for viral hemorrhagic septicemia (VHS)	3/2008	none	Grand Portage Band, Apostle Islands National Lakeshore (APIS), Pictured Rocks National Lakeshore (PIRO), ISRO, and GRPO	Halt the spread of aquatic invasive VHS in Lake Superior	
Sister sites arrangement	9/20/2011	2016	Quetico and LaVerendrye Provincial Parks and Superior National Forest, Voyageurs National Park, and GRPO	Cooperation in the management and protection of natural and cultural resources in the region	5 year renewal
Friends group agreement / National Parks of Lake Superior Foundation	1/2012	2017	National Parks of Lake Superior Foundation, APIS, ISRO, PIRO, Keweenaw National Historical Park, GRPO	Philanthropic support of five Lake Superior national parks units	5 year renewal
The Heart of the Continent Partnership	2008	Annual membership	Dozens in the boundary waters area of Minnesota and Ontario	Coalition of groups to promote the economic, cultural and natural health of the Minnesota/Ontario border	
Sister park arrangement	12/2012	No date	14 NPS Midwest Region parks and Cost Rica, Parque Nacional Corcovado	Support sustainable management of park units	
Interagency wildland fire agreement	2008	2013	Grand Portage Band, Bureau of Indian Affairs, and GRPO	Mutual aid in wildland fire management	Working on renewing agreement

Appendix C: Past and Ongoing Park Planning and Data Collection Efforts

Planning Portfolio: This is the suite of plans that provide guidance to the management and operation of Grand Portage National Monument.

- 2016 East Meadow Rehabilitation Environmental Assessment
- 2014 Natural Resource Condition Assessment
- 2014 Meadow Burn Prescribed Fire Plan
- 2007 National Register Nomination (update for whole 710 acres)
- 2005 Long-Range Interpretive Plan
- 2003 General Management Plan and Environmental Impact Statement
- 2008 Cultural Landscape Report
- 2009 Maintenance Facility and Seasonal Housing Environmental Assessment
- 2004 Heritage Center Environmental Assessment
- 2004 Wildland Fire Management Plan Environmental Assessment, Prescribed Fire Plan, 2013, 2015

There are additional relevant scientific studies that have been prepared for the park and region that provide detailed resource conditions and trends. These documents have not been listed individually.



Appendix D: Related Federal Legislation, Regulations, and Executive Orders

Management decisions at Grand Portage National Monument are based on specific laws, policies, and regulations designed to protect environmental quality, preserve historic resources, promote public enjoyment of the site, and ensure that the benefits and costs of federal action are equally shared by all citizens. The primary laws of particular importance to the decision-making process and management in the National Park Service are outlined below.

- **The Organic Act of 1916 (16 USC 1, *et seq.*)**. The National Park Service Organic Act remains after nearly 100 years the core of NPS authority and the definitive statement of the purposes of the parks and of the National Park Service mission: “to promote and regulate the use of the federal areas known as national parks, monuments, and reservations . . . by such means and measures as conform to the[ir] fundamental purpose . . . to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations.”
- **Tribal Self-Governance Act of 1994 (25 USC 458)**. This act stipulates the possible role of a federally recognized tribe (such as the Grand Portage Band of the Minnesota Chippewa Tribe) in operating programs, functions, and activities at the monument. The act stipulates the conditions under which the Band may assume responsibilities that NPS employees would typically do at a national park unit.
- **General Authorities Act of 1970 (16 USC 1)**. This act affirms that all national park areas are “united through their interrelated purposes and resources into one national park system as cumulative expressions of a single national heritage.”
- **The Redwood Act of 1978 (16 USC 1a-1)**. Congress supplemented and clarified the provisions of the Organic Act through enactment of the General Authorities Act in 1970, and again through enactment of a 1978 amendment to that law (the “Redwood Amendment”) contained in a bill expanding Redwood National Park. This amendment states that the provisions of the Organic Act apply to all units of the national park system. A key phrase is that activities “shall not be exercised in derogation of the values and purposes for which these areas have been established.” It is applicable unless Congress has “directly and specifically provided” otherwise. This amendment also affirms that, if a conflict occurs between visitor use and protection of resources, the intent of Congress is to favor resource protection.
- **National Environmental Policy Act of 1969 (42 USC 4321–4370)**. This landmark environmental protection legislation requires federal agencies to integrate environmental values into their decision-making processes by considering the environmental impacts of their proposed actions and reasonable alternative to those actions. The National Environmental Policy Act establishes the format and process that the National Park Service must use in preparing the environmental analyses that are incorporated into the general management planning process. The results of these analyses are presented to the public, federal agencies, and public officials in document format for consideration prior to taking official action or making official decisions.
- **Council on Environmental Quality Regulations, as amended (40 CFR 1500–1508)**. These regulations implement the National Environmental Policy Act and provide guidance to federal agencies in the preparation of environmental documents identified under the act.

- **National Historic Preservation Act of 1966, as amended (54 USC 300101 et seq., 36 CFR 800).** The purpose of this Act is to protect and preserve historic properties which includes any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places, including artifacts, records, and material remains relating to the district, site, building, structure, or object. Section 110 requires that the National Park Service identify and nominate all eligible resources under its jurisdiction to the National Register of Historic Places. Section 106 of the act requires that federal agencies with direct or indirect jurisdiction take into account the effect of any actions on cultural resources listed in or eligible for inclusion in the National Register of Historic Places.
- **Executive Order 11593, “Protection and Enhancement of the Cultural Environment,” May 13, 1971.** This Executive Order directs federal agencies to inventory cultural properties under their jurisdiction, to nominate to the National Register of Historic Places all federally owned properties that meet the criteria, to use due caution until the inventory and nomination processes are completed, and also to assure that federal plans and programs contribute to preservation and enhancement of nonfederal properties.
- **Archeological and Historic Preservation Act of 1974, as amended (54 USC 312502 et seq.).** This Act requires survey, recovery, and preservation of significant scientific, prehistorical, historical, archeological, or paleontological data when such data may be destroyed due to a federal project. The act directs federal agencies to notify the Secretary of the Interior whenever they find that such a project may cause loss or damage.
- **Archaeological Resources Protection Act of 1979 (54 USC 302902).** This Act defines archeological resources as any material remains of past human life or activities that are of archeological interest and at least 100 years old; requires federal permits for their excavation or removal, and sets penalties for violators; provides for preservation and custody of excavated materials, records, and data; provides for confidentiality of archeological site locations; and encourages cooperation with other parties to improve protection of archeological resources. The Act was amended in 1988 to require development of plans for surveying public lands for archeological resources, and systems for reporting incidents of suspected violations.
- **“General Provisions” (36 CFR 1).** 36 CFR 1 provides the regulations “for the proper use, management, government, and protection of persons, property, and natural and cultural resources within areas under the jurisdiction of the NPS.” These regulations are used to fulfill the statutory purposes of National Park System units—to conserve scenery, natural and historical objects, and wildlife and to provide for the enjoyment of those resources in such a manner as to leave them unimpaired for future generations.
- **NPS Management Policies 2006.** NPS Management Policies 2006 is the basic servicewide policy document of the National Park Service. It is the highest of three levels of guidance documents in the NPS directives system. The directives system is designed to provide NPS management and staff with clear and continuously updated information on NPS policy and required and/or recommended actions, as well as any other information that would aid in the effective management of parks and programs.

Other Relevant Laws, Executive Orders, and Regulations

Antiquities Act of 1906
 Historic Sites Act of 1935
 Museum Properties Management Act of 1955
 “Protection of Historic Properties” (36 CFR 800)
 Paleontological Resources Preservation Act (2009)
 Americans with Disabilities Act of 1990
 Architectural Barriers Act
 “Accessibility Guidelines” (36 CFR 1191.1)
 Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources”
 Endangered Species Act of 1973, as amended (16 USC 1531 et seq.)
 National Invasive Species Act of 1996
 Nonindigenous Aquatic Nuisance Prevention and Control Act of 1990
 Executive Order 13112, “Invasive Species”
 Federal Noxious Weed Act of 1974 (7 USC 2814)
 Clean Air Act of 1977 (42 USC 7401 et seq.)

NPS Policy-Level Guidance

Director’s Order 28: *Cultural Resource Management*
 Director’s Order 28A: *Archeology*
The Secretary of the Interior’s Standards and Guidelines for Archeology and Historic Preservation
 Director’s Order 24: *NPS Museum Collections Management*
NPS Museum Handbook, parts I, II, and III
NPS Management Policies 2006 (chapter 5) “Cultural Resource Management”
NPS Management Policies 2006 (chapter 7) “Interpretation and Education”
NPS Management Policies 2006 (chapter 8) “Use of the Parks”
NPS Management Policies 2006 (chapter 4) “Natural Resource Management”
NPS Management Policies 2006 (chapter 9) “Park Facilities”
NPS Management Policies 2006 (§1.6) “Cooperative Conservation Beyond Park Boundaries”
NPS Management Policies 2006 (§4.7) “Air Resource Management”
 Director’s Order 6: *Interpretation and Education*
 Director’s Order 17: *National Park Service Tourism*
 Director’s Order 42: *Accessibility for Visitors with Disabilities in National Park Service Programs and Services*
 Director’s Order 48B: *Commercial Use Authorizations*
 Director’s Order 50C: *Public Risk Management Program*
 Director’s Order 78: *Social Science*
 Director’s Order 18: *Wildland Fire Management*
NPS Reference Manual 18: Wildland Fire Management
 Director’s Order 77: *Natural Resource Management*
NPS Natural Resource Management Reference Manual 77



Midwest Region Foundation Document Recommendation Grand Portage National Monument

December 2016

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Midwest Regional Director

Timothy Cochrane

12/20/16

RECOMMENDED

Tim Cochrane, Superintendent, Grand Portage National Monument

Date

Cameron H Sholly

12/20/2016

APPROVED

Cameron H Sholly, Regional Director, Midwest Region

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

GRPO 398/135950

December 2016

Foundation Document • Grand Portage National Monument

