



Foundation Document

Fort Union Trading Post National Historic Site

North Dakota

June 2013



Front Cover: Bourgeois House, NPS photo.

Back Cover: Corner Bastian, NPS photo.

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Trading room exhibit. NPS Photo.

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 frame work 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.

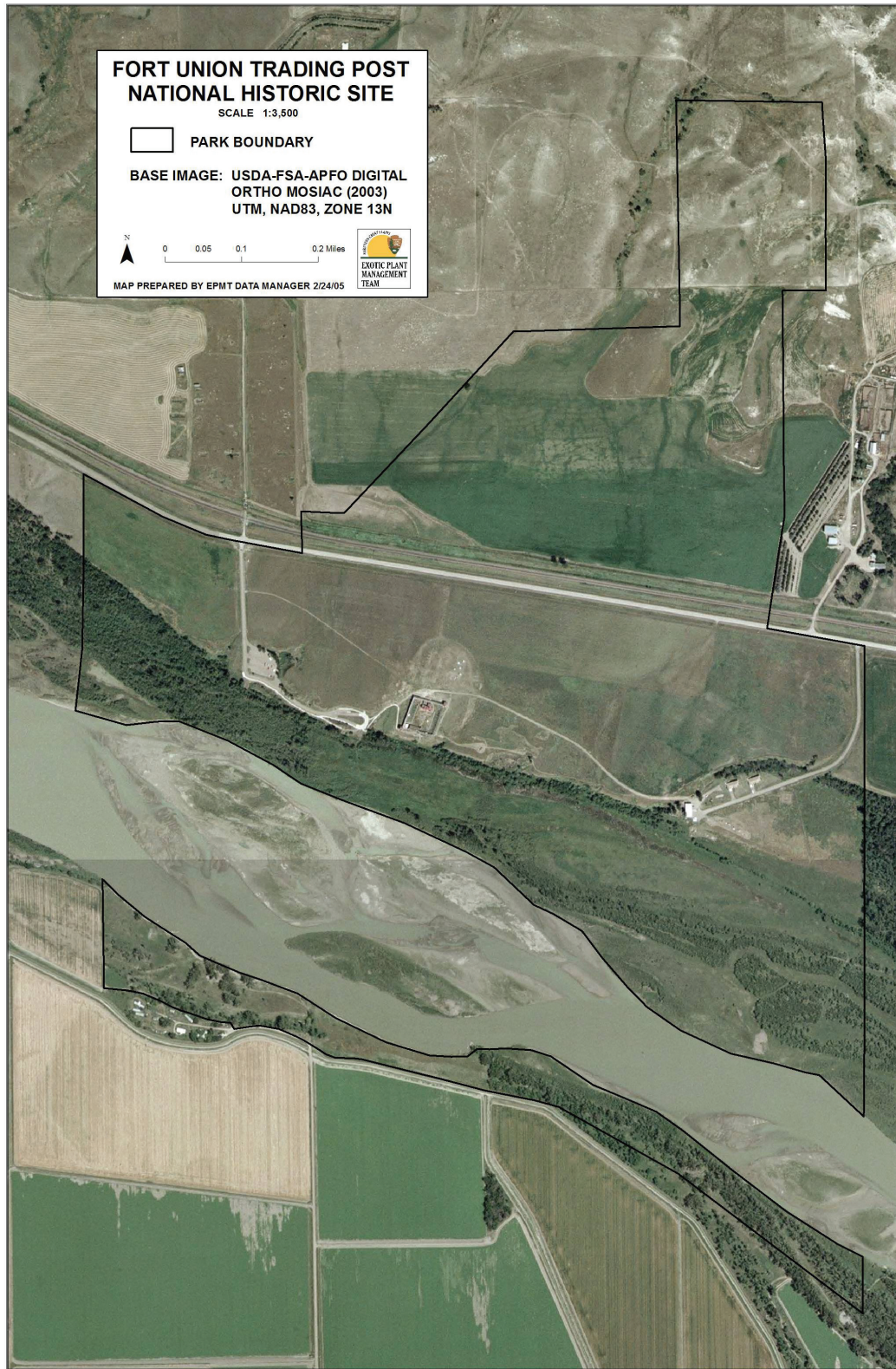
The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises 401 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 in order to ensure both the protection and enjoyment of these resources for future generations.

The Arrowhead

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.





Location of boundary adjustment of Fort Union Trading Post National Historic Site.

Introduction

Every unit of the National Park System is required to have a formal statement of its core mission that will provide basic guidance for planning and management decisions—a foundation for planning and management. Increasing emphasis on government accountability and restrained federal spending demand that all stakeholders are aware of the purpose, significance, interpretive themes, fundamental resources and values, and special mandates and administrative commitments of a park unit, as well as the legal and policy requirements for administration and resource protection that factor into management decisions.

The process of developing a foundation document provides the opportunity to gather and integrate all varieties and hierarchies of information about a park unit. Next, this information is refined and focused to determine the most important attributes of the park. The process of preparing a foundation document aids park managers, staff, and stakeholders in identifying information that is necessary for future planning efforts.

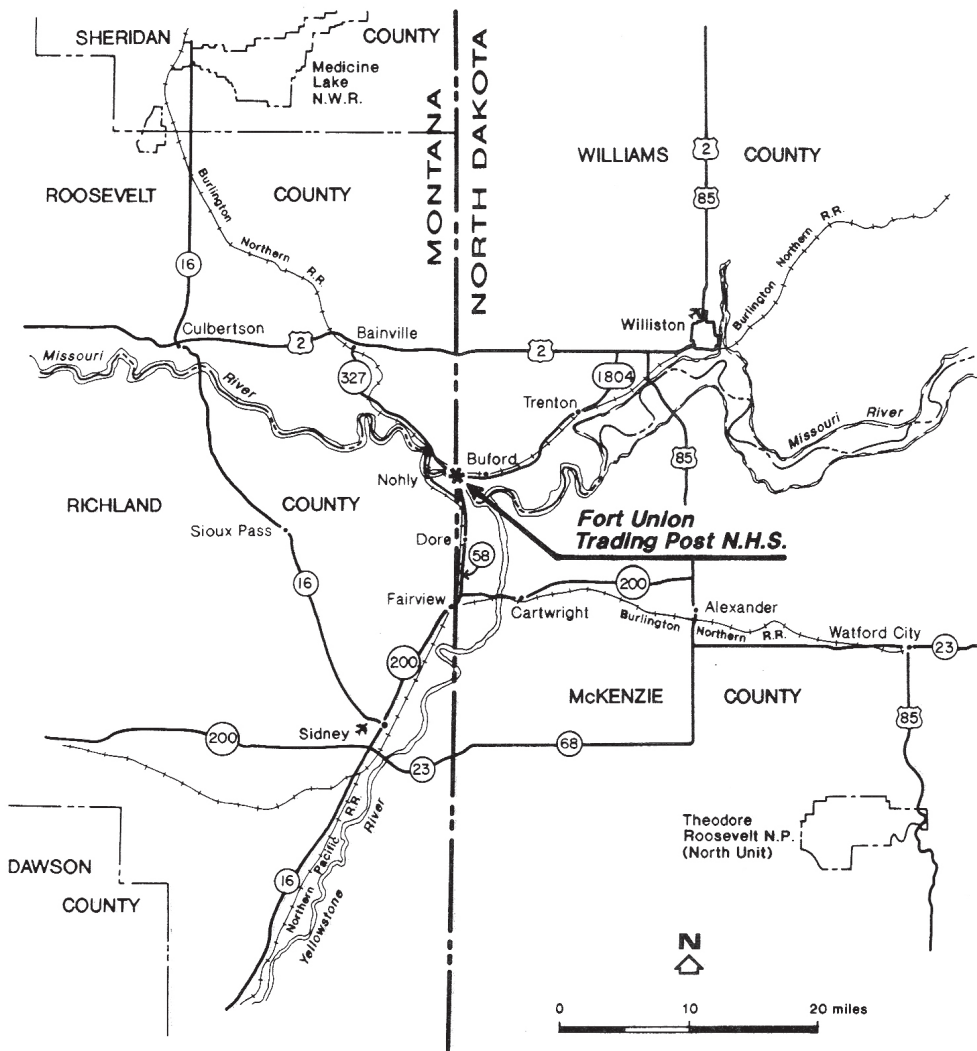
A foundation document serves as the underlying guidance for all management and planning decisions for a national park unit. It describes the core mission of the park unit by identifying the purpose, significance, fundamental and important resources and values, interpretive themes, assessment of planning and data needs, special mandates and administrative commitments, and the unit's setting in the regional context.

The foundation document can be useful in all aspects of park management to ensure that primary management objectives are accomplished before addressing other factors that are also important, but not directly essential to achieving the park purpose and maintaining its significance. Thus, the development of a foundation document for Fort Union Trading Post National Historic Site is necessary to effectively manage the park over the long term and protect resources and values that are integral to the purpose and identity of the park unit and to address key issues affecting management.

This foundation document was developed as a collaborative effort among park staff and staff from the Midwest Regional Office. A workshop to facilitate this process was held September 11–12, 2012, at the park. A list of workshop participants and document preparers is included in part 3 of this document.

The park atlas is also a part of the foundation project. It is a geographic information system (GIS) product that can be published as a hard copy paper atlas and as electronic geospatial data in a Web-mapping environment. The purpose of the park atlas is support park operations and to facilitate planning decisions as a GIS-based planning support tool. The atlas covers various geographic elements that are important for park management such as natural and cultural resources, visitor use patterns, and facilities. The park atlas establishes the available baseline GIS information for a park that can be used to support future planning activities. The park atlas is available online at <http://insideparkatlas.nps.gov/>.





Vicinity Map
Fort Union Trading Post National Historic Site
 United States Department of the Interior - National Park Service

Location of Fort Union Trading Post National Historic Site.

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.

Description Of The Park

The Confluence of the Missouri and Yellowstone Rivers

Rivers have provided transportation and trade routes throughout history. The Missouri and Yellowstone rivers are an example of this. The confluence of these two great rivers lies three miles downstream from Fort Union Trading Post. This location is also the site of the confluence of tribal boundaries, trade routes, and Indian and European American cultures in the mid-1800s.

American Indians at the Confluence

The Yellowstone-Missouri confluence region of present-day North Dakota and Montana was once home to the powerful Assiniboiné Indians. Farther east along the Missouri River were Mandan, Hidatsa, and Arikara tribes. Westward ranged the Blackfeet and Crow and northward the Plains Cree tribes. By the end of Fort Union's historic period (1828–1867), the Teton Lakota Tribes moved into the area, displacing the Assiniboiné. All of these tribes were trading partners at Fort Union.



Fort Union Trading Post and the Upper Missouri River. NPS Photo.

American Indian and European American Contact

The first documented Upper Missouri Tribes and European American contact was at the Mandan Villages, a regional trade center on the Northern Plains. In 1739, the expedition of Pierre Gaultier de Varennes, the Sieur de la Vérendrye, met with the Mandans during fur trade exploration. However, the Lewis and Clark Expedition of 1804–1806 provided the region’s critical baseline for American Indian and European American contact. In April 1805, Meriwether Lewis described the Yellowstone-Missouri confluence area as “highly eligible for a trading establishment.” As rivers were the main transportation routes, the confluence was a strategically significant location. In addition, the Lewis and Clark Expedition noted the area surrounding the Missouri River as having an abundance of fur-bearing animals, primarily beaver, which was in demand back east for the manufacture of hats.

Formation of the Upper Missouri Outfit

To profit in the lucrative beaver pelt trade, John Jacob Astor’s American Fur Company (AFC) partnered with the powerful merchants of St. Louis, Missouri, one of whom was Pierre Chouteau, Jr., and family. They then merged with Kenneth McKenzie’s Columbia Fur Company to lead the newly formed AFC’s Upper Missouri Outfit. In 1828, McKenzie, with a construction crew from St. Louis, travelled upriver to build a fort near the confluence of the Missouri and Yellowstone Rivers. The fort was situated on the riverbank high above the seasonal Missouri River floodplain.

Fort Union soon became the largest and most imposing trading post on the Upper Missouri, boasting 18-foot tall palisades, two-story stone bastions, a storehouse, dwelling range, and extravagant Bourgeois House. At a time when other competing forts were rough log stockades or adobe shacks, Fort Union stood apart as the grandest fort on the Upper Missouri.

The Upper Missouri Outfit soon dominated the trade on the Upper Missouri. Operating from Fort Union, which served as a district office and warehouse, Kenneth McKenzie and other bourgeois (post managers) traded with local tribes while in constant battle with competing



View from overlook. NPS photo.

posts that routinely sprung up on the Upper Missouri. The American Fur Company often undersold their competitors to such a great extent that they would leave the country with little to nothing in profits.

Establishment of Fort Union

Fort Union was not a government or military post, but a commercial enterprise, established for the specific purpose of doing business with the Northern Plains tribes. This “trade” business continued until 1867, making it the longest lasting fur trading post in the United States. From 1828–1867, it was a center of economic and social exchange between European Americans and the Upper Missouri tribes. Here the Assiniboiné, Crow, Cree, Ojibwa, Blackfeet, Hidatsa, Mandan, Arikara, and others traded buffalo robes and other furs for many things, including cloth, guns, blankets, knives, kettles, and beads. The fort was located in Assiniboiné territory, and they helped to keep the fort safe from the occasional hostilities outside the fort. Usually, relations between local American Indian tribes and the American Fur Company were peaceful, as trade was mutually beneficial. The tribes traded for manufactured items that they could not produce themselves and the traders received fully tanned buffalo robes that they could not produce in large numbers. Each group could better profit from cooperation versus hostility.

Although this period was considered a time of “peaceful coexistence,” Fort Union supplemented and imposed on traditional trade routes and trade systems such as the Mandan Villages. Steel knives, guns, cloth, metal pots, and ornaments soon transformed the Indians’ traditional material culture. Manufactured trade beads, metal knives, and arrowheads supplanted traditional skills, such as quillwork and flint napping. This shift oriented the tribes toward buffalo hunting as the main income source, and trade as the main economic medium.

Steamboat Traffic on the Missouri River

Steamboats began to ply the Upper Missouri in 1832 with the arrival of the AFC’s steamboat Yellow Stone. This cut both transportation costs and travel time, confirming Fort Union as headquarters of all AFC posts on the Upper Missouri River. While a keelboat could take up to six months to travel upstream from St. Louis to Fort Union, the steamboats could travel the same distance in about one month. The Yellow Stone also brought George Catlin, the first of a steady stream of artists and intellectuals to visit Fort Union. He ventured west to paint what he called “the vanishing frontier.” It was on this trip that Catlin penned “Letters and notes on the manners, customs, and condition of the North American Indians.” His narrative about preservation, “by some great protecting policy of government . . . in a magnificent park . . . a nation’s park, containing man and beast, in all the wild and freshness of their nature’s beauty,” has been credited as the original national park idea.

Other artists and scientists, such as Prince Maximilian of Wied-Neuweid, Karl Bodmer, John James Audubon, Peter John DeSmet, and John Mix Stanley, studied and painted the west and Upper Missouri frontier.

The Fur Trade at Fort Union

In 1833 alone, Fort Union shipped 50,000 bison robes, 25,000 beaver pelts, and an array of other furs to St. Louis. By the mid-1830s, a change in fashion almost destroyed beaver pelt trade. Silk hats became fashionable and the beaver felt hats became passé. The price of beaver



pelts plummeted overnight. A pelt that brought \$6.00 one year dropped to less than \$3.00 the next. John Jacob Astor saw firsthand this shift in New York, and directed his posts to begin to trade primarily in the bison robe. By 1840, bison robes dominated the trade.

Fort Union Trading Post remained profitable into the 1860s, testimony to its strategic location and the economically beneficial relationships between fort employees and the Upper Missouri tribes. Not all was well, however; disease outbreaks such as smallpox and the use of alcohol as a trade commodity decimated the tribes and weakened tribal life ways. For example, one smallpox outbreak in 1837 reduced the Mandan tribe from about 1,500 to fewer than 200.

The End of the Fort Union Era

In addition to the cultural changes already affecting Plains Indian society by mid-century, U.S. relations with American Indians shifted from commerce to conflict. It was driven by a change in perception of the viability of the Great Plains for white settlement, and popular opinion that native peoples should be confined to reservations and taught the arts of “civilization.”

Regional gold discoveries in Montana and Idaho (1862) brought fortune-seeking hordes upriver, often coming into hostile conflict with the Lakota and Dakota Sioux. Railroad surveys and the 1862 Dakota War led to an increased military presence and turmoil in the area. In the early 1860s, the U.S. military garrisoned troops at Fort Union intermittently before establishing Fort Buford nearby in 1866.

Post-Fort Union

In 1867, with its trading system collapsed and the bison scarce, Fort Union’s third and final owners sold the post to the U.S. Army for salvage. The useful materials, boards and building stones, were used to expand neighboring Fort Buford. The land sold to private landowners after Fort Buford was decommissioned in 1895. Fort Buford, three miles east of Fort Union, is now a state historic site with four original buildings. The foundation stones of the field officers’ quarters and the stone powder magazine are probably bastion remnants of Fort Union.

Garden Coulee / Crow Flies High Village

Following the dismantling of Fort Union, Crow Flies High, a Hidatsa chief who refused to accept the traditional authority of the medicine bundle holders, led his band of followers into self-imposed exile in the early 1870s. Historic accounts documented from band members also suggest that Crow Flies High was in danger of assassination by two sub-chiefs. He took refuge by leaving the reservation and moving his band to the confluence of the Missouri and Yellowstone rivers near the site of the then-abandoned Fort Union. With the earlier establishment of Fort Buford in 1866, the Crow Flies High band was able to build an initial settlement nearby sometime between 1869 and 1872, to continue traditional ways of hunting, trading, and growing limited amounts of crops. The soldiers stationed at Fort Buford were able to provide some measure of protection from the Sioux tribes that frequently raided the Hidatsa and Mandan villagers at Like-A-Fishhook village. In the summer of 1884, the Crow Flies High band moved down the Missouri River from the Garden Coulee site to what is now known as the Crow Flies High Village near the mouth of the Little Knife River.

Archeological and ethnographic studies have located at least two of the Crow-Flies-High villages on the Missouri River. The first village, known to archeologists as the Garden Coulee



site, was located a short distance east of the then-abandoned Fort Union. Ethnographic accounts describe a substantial village with 7 log cabins and 23 earthlodges. Archeologists working at the Garden Coulee site also recorded pits similar to those commonly used by Plains Village tribes such as the Hidatsa and Mandan.

Great Northern Railway

In 1887, the Great Northern Railway passed within 200 yards of the Fort Union site. By then, reservations confined the Upper Missouri tribes, leading to Fort Buford's abandonment in 1895. The success of the railroad also led to the demise of the steamboat industry.

Ralph Budd, then president of the Great Northern Railway (GNR), was one of the first to see Fort Union's potential for tourism. The Great Northern Railway sponsored a series of memorial celebrations promoting public interest, tourism, and travel along the rail line connecting St. Paul, Minnesota, to Seattle, Washington. Budd planned the 1925 "Upper Missouri Historical Expedition" and the 1926 "Columbia River Historical Expedition." Both traveled the Great Northern Railway route on the High-Line from St. Paul to Seattle and were part historical tour and advertising campaign. For each expedition, Fort Union was a major stop and attracted many visitors and dignitaries. In both years, 11 different tribal nations presented speeches and participated in contests. Major General Hugh Scott spoke to the crowd in Indian Sign Language, and dances and baseball games ended the day. The first expedition in 1925 attracted more than 10,000 people from hundreds of miles around. Ralph Budd had a strong interest in history and initially had GNR architects draw up plans to restore the palisades and bastions. Although the previous plans never materialized, a flagpole erected near the fort's original flagpole site stood for many years.

Mondak

Agricultural settlement and North Dakota's prohibition spurred the short-lived border town of Mondak (1904–1928), part of whose red-light district and garbage dumps lay within the current park boundary.

Mondak flourished from 1903–1919 in large measure by selling alcohol to residents of North Dakota, then a dry state. Mondak—a name derived from the names of the adjoining states—was created in 1903 by local investors who realized that large profits from saloons and assorted activities were possible. Because of its strategic location on the Missouri River and near the Great Northern Railway, Mondak quickly became a thriving village. The first building was constructed in 1904 and Mondak soon boasted a bank, two hotels, three general stores, and several grain elevators. Locally raised grain and cattle were shipped to Minneapolis on the Great Northern but the town's most profitable business remained alcohol sales.

Mondak's prosperity was short-lived. A new Great Northern Railway bridge supplanted the local ferry traffic and the ferrymen's profits. The 1916 drought then destroyed many acres of what was once the best agricultural land in the area. Fires destroyed several saloons and a warehouse and badly damaged the Great Northern Hotel. The final blow came in 1919 when Montana went dry via Prohibition. Mondak's free-flowing days were behind her. In 1920, a brief stint as provisional Roosevelt County seat temporarily brought a resurgence to Mondak, but it waned quickly when the seat moved to Wolf Point. Also that year the railroad station closed. The town's last viable business, the bank, closed in 1925. A 1928 fire destroyed many

remaining buildings. The scant remains of the ghost town are on private property with a small section belonging to the National Park Service.

State of North Dakota Purchase and Community Action

A private gravel quarry threatened the Fort Union site in the early 20th century. The gravel operation had just begun to dig into Fort Union's southwest bastion when the state of North Dakota intervened. In August 1938, the State Historical Society of North Dakota bought the site from the landowner, paying \$500 for 10.46 acres. North Dakota's purchase preserved the ruins as Fort Union State Historic Site (Fort Union SHS), pending federal designation as a national historic site. Unfortunately, before the transfer could take place, World War II broke out, leaving historic Fort Union State Historic Site preserved but unmanaged or improved upon. Not until the 1960s would any major developments take place at Fort Union. In 1961, nearly 20 years after state site designation, Fort Union was designated a national historic landmark. Five years later, in 1966, Congress approved its creation as Fort Union Trading Post National Historic Site (FOUS).

Reconstruction Congressional Appropriation

Although the congressional authorization to reconstruct Fort Union Trading Post National Historic Site was granted in 1978, funding was not appropriated until 1985. The 1970s brought economic stagnation and cuts to NPS budgets, with no money allocated to FOUS reconstruction. Only following the end of an oil boom and subsequent economic downturn in the 1980s did local citizens join together in a concerted effort to see development of Fort Union Trading Post National Historic Site, both as a historical resource and as an economic engine as a tourist attraction. Local historical buff Ben Innis, members of The Friends of Fort Union / Fort Buford, and community boosters were unyielding in applying political pressure to see the reconstruction of the fort buildings and development of visitor facilities. Superintendent Paul Hedren skillfully coordinated the efforts of the community and the National Park Service to assure a successful compromise in the reconstructed fort.

On December 19, 1985, their efforts were successful. President Ronald Reagan signed an appropriations bill containing \$988,000 allocated to FOUS reconstruction. This was not enough to complete the partial reconstruction. The National Park Service asked for local matching funds. The Friends of Fort Union / Fort Buford facilitated the goal of raising \$100,000 locally, which would then be matched by the National Park Service. By February 1987 they surpassed their goal. In total, including in-kind donations, the friends group raised just short of \$500,000.



The fort in winter. NPS Photo.

The Reconstructed Flagpole

In 1843, Fort Union Bourgeois Edwin Denig wrote, “This flag-staff is the glory of the fort, for on high, seen from far and wide, floats the Star Spangled Banner...” In 1985, the Fort Union Muzzle Loader Association (FUMLA) reconstructed a new flagpole even before congressional funding was appropriated. The flagpole served as a catalyst to stimulate the planned reconstruction. FUMLA reconstruction efforts began by soliciting donations of materials needed to build the flagpole. NPS architect Rick Cronenburger drafted architectural plans, including heavy subsurface bracing needed to withstand the North Dakota winds. A crowd of more than 1,500 people attended the formal dedication ceremony on July 6, 1985. The flagpole boasted a 24-inch by 14-inch flag that—again in the words of Edwin Denig—“gives the certainty of security from dangers, rest to the weary traveler, peace and plenty to the fatigued and hungry, whose eyes are gladdened by sight of it on arriving from the long and perilous voyages usual in the far western wild.”

Archeological Excavations

Archeological excavations at Fort Union Trading Post National Historic Site began in 1968 and ran seasonally in 1969, 1970, and 1972. The diversity of artifacts makes it one of the largest fur trade collections spanning four decades of active use (1828–1867) and inactive use up to the Mondak period. In December of 1985, Congress passed a bill mandating the reconstruction of the trading post at Fort Union Trading Post National Historic Site. Realizing that an important and irreplaceable archeological resource was about to be destroyed by this action, the National Park Service instructed its Midwest Archeological Center (MWAC) to salvage as much information as possible from the site. This began one of the National Park Service’s largest-ever archeological projects.

From 1986 to 1988, MWAC archeological teams, led by MWAC archeologist Bill Hunt, conducted large-scale excavations at Fort Union Trading Post National Historic Site. In total, these teams excavated approximately 4,400 square meters of the site. The project’s highest priority was the recovery of architectural information to aid in reconstruction planning. The fieldwork also provided opportunities to address additional research questions relating to the site’s architectural and cultural history.

Excavations from 1968–1989 unearthed more than 1,000,000 artifacts. The reconstruction of the Bourgeois House finished in 1987, followed by the palisade walls and bastions in 1989. The final reconstruction, the trade house, was completed in 1991.

Today

Fort Union Trading Post National Historic Site, a designated national historic landmark, is located on the North Dakota/Montana border, 25 miles southwest of Williston, North Dakota, and 24 miles north of Sidney, Montana. Today’s fort is a full-scale reconstruction of the 1850s-era built on the exact location of the original structures.

The 17-foot palisade walls once again dominate the plains. A trade house and clerk’s office sit just inside the south gate. The Bourgeois House communicates the grandeur that it held in the 1800s. The partially reconstructed fort now serves as a stage for park staff to share the rich history of Fort Union Trading Post.



The reconstructed flagpole. NPS photo.

Park Purpose

The park purpose is a statement of why Congress and/or the president established the park as a unit of the national park system. It provides the most fundamental criteria against which the appropriateness of all planning recommendations, operational decisions, and actions are tested.

The purpose can usually be determined from reading the park's enabling legislation or legislative history; sometimes more investigation is needed to understand and document why Congress and/or the president created the park.

Public Law 89-458 (80 Stat. 211), dated June 20, 1966, authorized the establishment of Fort Union Trading Post National Historic Site "to commemorate the significant role played by Fort Union as a fur trading post on the upper Missouri River." During the September 11–12, 2012, foundation workshop, participants reviewed the NPS Organic Act and the park's enabling legislation, and developed the following purpose statement:

"The purpose of Fort Union Trading Post National Historic Site is to commemorate and interpret the significant role of the fort as the preeminent fur trading post on the Upper Missouri River, and to preserve its resources."



One of the exhibit rooms. NPS Photo.



Park Significance

Statements of significance are guided by legislation and the knowledge acquired through management, research, and civic engagement. These statements of significance define why, within a national, regional, and system-wide context, the park's resources and values are important enough to warrant national park designation.

Significance statements identify the resources and values that are central to fulfilling the purpose of Fort Union Trading Post National Historic Site and express the importance of the site in our natural and cultural heritage. They describe the park's distinctiveness and help to place it in regional, national, and international contexts. Understanding the significance will help managers make decisions that will preserve the resources and values necessary to fulfill the park's purpose.

Fort Union Trading Post National Historic Site is significant as a unit of the national park system for the following reasons:

- Fort Union is significant for its impact on the history, exploration, transportation, economics, and culture of the American frontier on the Upper Missouri River from 1828 to 1867.
- Fort Union epitomizes the mutually advantageous interaction of American Indian and European American cultures associated with the fur-trading empire on the Upper Missouri River region of the American frontier.
- Fort Union is the best representation of the establishment and maintenance of a permanent fur trading post on the Upper Missouri River that capitalized on a long-established American Indian trade network.
- Fort Union's abundant archeological, archival, and documentary resources offer a rare comprehensive record of the physical site and human activities during the fur trade. This record allowed for accurate reconstruction of the fort and continues to support extensive exhibits of Northern Plains material culture (trade goods, tools, and personal items) from both the prehistoric and fur trade eras.
- Fort Union's rural landscape provides a sense of place for visualizing the past, recognizing the isolation of the area, and appreciating the wide-open spaces of the confluence of the Missouri and Yellowstone Rivers to both American Indians and European Americans.



American Indian tipi camp exhibit. NPS photo.

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 Fort Union Trading Post National Historic Site:

- The Fort Union archeological site and the museum collection and archives.** As an archeological resource, the Fort Union site is the focal point of the park and preserves nationally significant information that can be used to increase the knowledge of the American fur trade and interactions with American Indian cultures. The museum collection generated from archeological excavations of the site is one of the largest in the National Park Service.
- Reconstructed trading post and American Indian encampment.** Because the fort has been partially reconstructed, visitors can better visualize the time period and life of the fort. The reconstructed fort provides a “stage” for the living history presentations at the site. The prairie surrounding the fort is where American Indians camped while trading at the fort. Tepees standing north of the fort help visitors visualize life at the fort in the 1800s.
- Missouri River, the watershed, and associated habitat zones.** The physical and visual relationship of Fort Union to the Missouri River is essential to understanding the cultural resources of the site, and is a tangible reminder of early life ways, European American exploration and exploitation of resources, and events that contributed to the settlement and development of the American West. The Missouri River served as the major transportation corridor while the fort was operating.
- Cultural landscape/viewshed.** Located in rural North Dakota and Montana, the landscape is largely free of modern development. This viewshed, which includes the prairie surrounding the fort, helps the visitor gain a sense of what the area was like in the 1800s.

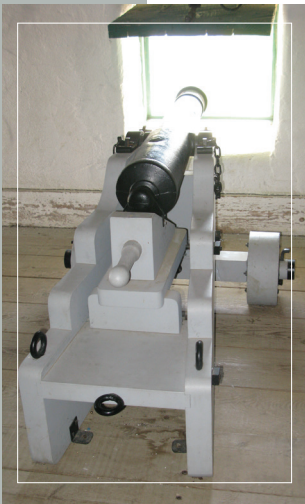
Please see “Analysis of Fundamental Resources and Values” in part 2 of this document for a discussion of these resources.



Other Important Resources and Values

Fort Union Trading Post National Historic Site 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 Fort Union Trading Post National Historic Site:



- **Native vegetation communities and wildlife.** The vegetation of the area supported the land mammals that served as the economic engine of the fur trade. A representative prairie, including wildlife, is vital to communicate the park story to visitors. While the native prairie is largely gone due to historic farming and land leveling, reintroduction of native species creates a semblance of the visual aspect of the native prairie.
- **Bodmer Overlook.** At an elevation of 2,020 feet above sea level, the Bodmer Overlook lies north of the fort and offers the rich perspective of the fort and surrounding environs that Karl Bodmer painted in 1833. Visitors access the trailhead by driving half a mile north of the park entrance road. The trail is one mile. The overlook commands a panoramic view east and west of the fort from the confluence of the Yellowstone and Missouri rivers to the Snowden Bridge to the west.
- **Garden Coulee archeological site (Crow Flies High village).** The site represents a pivotal time in United States and American Indian history, is considered eligible for the National Register of Historic Places, and has been determined to be in good condition. This site is also an ethnographic resource: the village’s residents were culturally connected to the Mandan-Hidatsa and those connections are recognized today as being culturally significant by members of the Three Affiliated Tribes.
- ✓ **Additional archeological sites.** There are 19 known archeological sites (including Fort Union and Garden Coulee, each with varying degrees of site integrity and information potential. Eight sites are known to have buried features, with associated recorded history. Of the 19 archeological sites, 18 are in good condition. The Fort Union site is in fair condition, due to a destabilized river terrace edge and impacts from burrowing animals. The Mondak archeological site, located mostly outside park boundaries, contains artifact scatters. Foundations of town buildings can be seen north of the park. Larpenteur’s Trading Post was the site of an adobe trading post structure, used only in 1867. Fort William, an opposition post, was located just east of Fort Union. The Fort Benton Road travels from Fort Union west toward Fort Benton.

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 of the park significance statements and fundamental and other important resources and values.

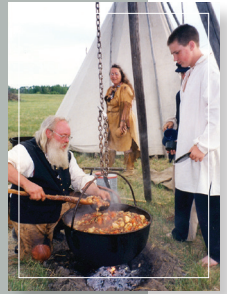
Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. They go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. Themes help to 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 Fort Union Trading Post National Historic Site:

- Located at the heart of the Upper Missouri fur trade network, Fort Union Trading Post influenced cultures and economics on this continent and abroad.
- Daily life at Fort Union Trading Post reflected the social and economic relationship between and within American Indian and European American cultures associated with the 19th century fur-trading empire.
- The northern Plains Indian tribes were affected materially, socially, economically, domestically, religiously, and ecologically as a result of the fur trade.
- The natural resources, including navigable rivers, mature cottonwood forests, open grasslands, and abundant fur-bearing mammals, helped make Fort Union one of the most successful trading posts on the Upper Missouri River.



American Indian traditional dance. NPS photo.





Fort Union Trading Post Rendezvous celebration. NPS photo.

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 of the 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 memoranda 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 Fort Union Trading Post National Historic Site.

Following are some mandates and constraints specific to Fort Union:

- The National Park Service has concurrent jurisdiction with the states of North Dakota and Montana over all lands within the park.
- The states of North Dakota and Montana respectively own the river and the banks from normal high water line to normal high water line. The park has a memorandum of understanding with the State of North Dakota State Engineer for limited management of the river banks of the Missouri River.

Informal partnerships / community support include the following:

- There is excellent community support from the Williston Convention and Visitors Bureau, the Williston Chamber of Commerce, the Sidney Chamber of Commerce, the *Williston Daily Herald*, the *Sidney Herald*, KEYZ radio, and KXMD and KUMV television stations, among others.
- Friends of Fort Union / Fort Buford was incorporated in 1984 to aid in program management and fundraising for Fort Union Trading Post National Historic Site and Fort Buford State Historic Site. The friends group provides funds for annual special events through their paddlefish caviar operation. They played a significant role in political awareness and coordinated financial contributions for the reconstruction efforts.

- Fort Union Trading Post Cooperating Association (FUA) was established in 1993 with oversight by a nine-member community board of directors. As a 501(c)3 nonprofit organization, the association manages the park bookstore and profits are returned to the interpretive program.
- Volunteers—Fort Union Muzzleloaders Association was established in 1974 and reorganized in 1982. Fort Union Muzzleloaders Association is a reenactment group that accurately portrays life in the 1800s. In addition to supporting the park special events this group camps and hosts historic firearm “shoots” using traditional tools and clothing. The Fort Union Muzzleloaders Association built the 1985 flagpole and replaced it in 2009, when it failed.



Blacksmithing demonstration. NPS photo.

Assessment Of Planning And Data Needs

This section provides a comprehensive, prioritized review of plans and data needed to maintain and protect Fort Union's fundamental and other important resources and values. This information will be used by the park, regional office, and the NPS Washington Office to consider the future planning and funding needs of the fort.

High Priority

Resource Stewardship Strategy. The existing plan is outdated and does not adequately document all resources. This planning effort is fundamental to protection of the park's natural and cultural resources. Complete documentation of existing resources will allow better prioritizing of limited resources.

General Management Plan. The 1978 general management plan is the most current version of overall guidance for Fort Union. Park management has to make decisions for today and the future using an outdated and inadequate general management plan. A new general management plan would provide long-term direction and vision for the management of Fort Union, including preservation of natural and cultural resources, visitor enjoyment, and visitor use management.

2008 Fire Management Plan Update. NPS policy requires that all parks with vegetation capable of supporting fire develop a fire management plan. The park established an initial plan in 1999 and updated it in 2008. It is scheduled to be updated again in 2013.

Visual Resource Inventory. This inventory includes evaluation of scenic quality, sensitivity analysis, and delineation of distance zones. The scenic quality of an area is based on seven key factors: landform, vegetation, water, color, adjacent scenery, scarcity, and cultural modifications. Visual sensitivity is dependent upon user (or viewer) attitudes, the amount of use, and the types of activities in which people are engaged when viewing an object. Because adjacent land uses may have an effect on the visual sensitivity of the project area, they are measured as well. Landscapes are subdivided into three distance zones based on relative visibility from travel routes or observation points.

Medium Priority

Oil and Gas Management Plan. Park planning efforts need to recognize existing and potential exercise of oil and gas rights and consider how these may affect park management goals, resources, and values.

Collection Management Plan. This plan is eight years old, and in need of an update. Most of the actions recommended in the current plan have been carried out. A collection management plan provides overall guidance for the management of museum artifacts, archives, and museum records. A revised collection management plan would need to address the issue of housing multiple park collections, for which Fort Union Trading Post National Historic Site has been recommended.

Collections Access Policy. This plan was first completed 1996 and is in need of revision. An updated collections access policy will help the park address growing local security concerns, particularly in the event the park becomes a multipark collections storage facility.

Low Priority

Collections Storage Plan. This plan was completed in 2010 and is current except for the completed radon mitigation project. Since that time, the radon issue was identified and mitigated in both museum storage areas. The plan needs to be reviewed with respect to the possibility of housing multiple park collections in the future.

Previous Plans

- 2011 vegetation management plan
- 2011 long-range interpretive plan
- 2011 scope of collections statement
- 1995 statement for management
- 1978 general management plan

Studies/Reports Currently Underway

- List of Classified Structures update
- National Register of Historic Places update
- The national historic landmark boundary definition (to be completed in fall 2013)
- Cultural landscape report/cultural landscape inventory update
- Archeological overview and assessment (fieldwork done, report to be completed in fall 2013)
- Ethnohistory (to be completed by fall 2013)

Previous Studies/Reports

- 2008 visitor study
- 2001 archival survey
- 1994 material culture reports – Native American burials and artifacts
- 1993 historic furnishings report
- Natural resource condition assessment

Studies/Reports Needed

- Archeological project archive cataloging (planned, but not funded)
- Cultural resources bibliography: this would provide a quick and complete guide to the cultural resource studies at Fort Union Trading Post

Data Needs

- Water quality data update
- Air quality update
- Threatened and endangered species inventory
- Floodplain, wetland, other aquatic inventories

Analysis of Fundamental Resources and Values

The analysis of fundamental resources articulates the importance of each fundamental resource and value, the resource's current condition, potential threats, and the related issues that need to be considered in planning and management. Included in the analysis is the identification of relevant laws and NPS policies related to the preservation and management of the resources.

In addition, the stakeholders who have a substantial interest in the preservation or management of a particular resource are identified. Monitoring and research improves our understanding of each fundamental resource and value, periodic review and updates of this analysis may be necessary.

Fundamental Resource	Archeological sites and museum collection and archives
Related Significance Statement(s)	Fort Union's abundant archeological, archival, and documentary resources offer a rare comprehensive record of the physical site and human activities during the fur trade. This record allowed for accurate reconstruction of the fort and continues to support extensive exhibits of Northern Plains material culture (trade goods, tools, and personal items) from both the prehistoric and fur trade eras.
Importance	Fort Union Trading Post National Historic Site preserves the archeological remains and artifacts of the American Fur Company's Fort Union, a national historic landmark, and the activities that occurred there. Archeological resources preserve nationally significant information that can be used to increase knowledge of the American fur trade and interactions with American Indian cultures.
Current Conditions, Trends, and Threats	<p>Conditions/Trends</p> <ul style="list-style-type: none"> Fort Union Trading Post was in use historically from 1828–1867 and is currently the park's central interpretive area. Much of the site was excavated prior to the current interpretive reconstruction. Remaining unexcavated architectural resources include the store, dwelling range structures, powder magazine, and ice house. <p>Threats</p> <ul style="list-style-type: none"> Burrowing by small mammals, natural weathering and erosion, and potential illegal collecting. <p>Climate Change Considerations</p> <ul style="list-style-type: none"> Climate models predict that in the coming century Fort Union will experience warmer temperatures, increased precipitation, and an increase in the number of large rain storms. These changes will probably promote further invasion by exotic species, increase flood events, and may increase the growth of native woody species. Increased growth of plants and flooding could damage artifacts or landscapes.



American bison roaming the North Dakota plains. NPS photo.

Fundamental Resource	Archeological sites and museum collection and archives
Desired Conditions (within law and policy)	<ul style="list-style-type: none"> • All Fort Union archeological sites entered in the Archeological Sites Management System (ASMIS) are inspected on a defined schedule to maintain a record of condition. • The Fort Union site is maintained in good condition in the ASMIS database. • The archeological and geophysical inventories of the park are completed. • An archeological overview and assessment of sites within the park is completed and maintained. • The archeological GIS data on sites and investigations within the park are maintained and updated. • There is no backlog of uncataloged artifacts. • One hundred percent of Automated Checklist Program conditions for museum collections preservation and protection are met. • All artifact series are represented by photographed type specimens and represented on collections web page. • All identifiable metal artifacts that are complete or nearly complete and in “fair” to “good” condition have received documented conservation cleaning and preservative treatment. • Each artifact material type is stored in its optimal microclimate within the storage areas.



Living history on trading. NPS photo.

Fundamental Resource	Reconstructed fur trading post; American Indian encampment
Related Significance Statement(s)	<p>Fort Union is the best representation of the establishment and maintenance of a permanent fur trading post on the Upper Missouri River that capitalized on a long-established American Indian trade network.</p> <p>Fort Union epitomizes the mutually advantageous interaction of American Indian and European American cultures associated with the fur-trading empire on the Upper Missouri River region of the American frontier.</p>
Importance	<p>Because Fort Union has been partially reconstructed, visitors can better visualize the time period and life of the fort. The reconstructed fort provides a stage for the living history presentations at the site. The grounds around the fort are where tribal peoples camped while at the fort to trade. The grounds around the fort continue to be vital in communicating the time and place of Fort Union.</p>
Current Conditions, Trends, and Threats	<p>Conditions/Trends</p> <ul style="list-style-type: none"> • Park staff in uniform and living history costume interpret the park story to park visitors. The park hosts several events each year to highlight historic activities from the 1800s. Paid and volunteer speakers of all ethnicities provide in-depth presentations of research and activities from the time period. Both the European and American Indian aspects of the park story are shared significantly. • The structures are currently in good condition. Increased maintenance is expected into the future. As wooden members fail, they will be replaced by similar wooden members. • Tepees are erected north of the fort to capture the sense of the American Indians at the fort to trade. • Because nonfederal oil and gas rights exist within the site, there is a likelihood that oil and gas production activities could occur inside the site. Bureau of Land Management lands adjacent to the park could be leased for mineral excavation. <p>Threats</p> <ul style="list-style-type: none"> • At more than 25 years of age, the wooden members of the reconstruction can be expected to begin deteriorating due to normal aging and mold. • The quality of the views of the fort is diminished as more development occurs around the fort. • High winds and thunderstorms often tear the tepee fabric and/or cause them to fall. • Reserved or unacquired private oil and gas rights could result in drilling an oil well in or close to the park and adversely impacting park resources and scenic values.
Desired Conditions (within law and policy)	<p>A vibrant, multicultural history of the park is shared with visitors through presentations by uniformed and living history staff. Tepees continue to be erected north of the fort to demonstrate the lifeways of American Indians during this time period.</p> <p>A sound structure remains safe and representative of the historic fort. The wooden members are preserved with whitewash at an interval that communicates an accurate picture of the fort in the 1800s. This would indicate neither “too nice” an appearance, or too distressed, while being whitewashed often enough to adequately preserve the wood.</p>

Fundamental Resource	Missouri River, the watershed, and associated habitat zones
Related Significance Statement(s)	Fort Union's rural landscape provides a sense of place for visualizing the past, recognizing the isolation of the area, and appreciating the wide-open spaces of the confluence of the Missouri and Yellowstone Rivers to both American Indians and European Americans.
Importance	Proximity to the Missouri River, its fertile floodplain, associated ecosystems, navigable channels, and defensible location made the Fort Union site attractive to both American Indians and European Americans. The physical and visual relationship of Fort Union to the Missouri River is essential to understanding the cultural resources of the site. It is a tangible reminder of early lifeways, European American exploration and exploitation of resources, and events that contributed to the settlement and development of the American west. The Missouri River was the primary transportation avenue for the traders bringing trade goods up from St. Louis and returning with furs. The river is an important element of the interpretive story. The confluence area three miles downstream of the fort was of strategic importance, and provided access to the Crow tribe to the southwest.
Current Conditions, Trends, and Threats	<p>Conditions/Trends</p> <ul style="list-style-type: none"> Dams upriver and downriver alter natural river flow and processes in the region surrounding and including Fort Union Trading Post National Historic Site. The erosion resulting from flow regulation of the Missouri River has reduced the area of riparian forests. River meandering contributes to loss of riverbank within park property. As the river becomes further removed from the fort, an interpretive element is reduced. <p>Threats</p> <ul style="list-style-type: none"> Flow regulation of the river reduces regeneration of species. The lack of seasonal flooding limits the amount of sediment deposited and the transportation of seeds and nutrients. Potential sources of water contaminants include municipal discharge, agriculture, oil development, gravel mining, and runoff. <p>Climate Change Considerations</p> <ul style="list-style-type: none"> Climate models predict that in the coming century, Fort Union will experience warmer temperatures, increased precipitation, and an increase in the number of large rain storms. These changes will probably promote further invasion by nonnative species, increase flood events, and may increase the growth of native woody species. Increased growth of plants and flooding could damage artifacts or landscapes.
Desired Conditions (within law and policy)	<p>Water cycle and flow regime of the Missouri River as well as the confluence area reflect natural conditions as much as possible.</p> <p>Backwater habitats reflect natural water cycle, providing abundant habitat for seasonal native waterfowl and amphibians. Regeneration of cottonwood forests is unhampered. The landscape contains a mixture of herbaceous, shrubby, and forested plant communities; the majority of the vegetation is native grasses. The riparian and wetlands communities consist of at least 90% native species. Water quality remains high.</p>

Fundamental Value	Cultural landscape/viewshed
Related Significance Statement(s)	<p>Fort Union's rural landscape provides a sense of place for visualizing the past, recognizing the isolation of the area, and appreciating the wide-open spaces of the confluence of the Missouri and Yellowstone rivers to both American Indians and European Americans.</p> <p>Fort Union is significant for its impact to the history, exploration, transportation, economics, and culture of the American frontier on the Upper Missouri River from 1828 to 1867.</p>
Importance	<p>The cultural landscape of Fort Union has integrity to the period of significance contributing to the setting, feeling, and association of this national historic landmark and providing context for the rich archeological record related to the history of the American West, and the people who contributed to its history of land use, settlement, and prosperity.</p> <p>The cultural landscape depicts the human response to the natural environment, which is relatively unchanged from its early 19th century form. Unobstructed viewsheds to and from the fort complemented by topography to the horizon, spatial and cluster arrangements of built elements based on archeological evidence, a defined relationship to the river, and vegetation types and compositions. Collectively, these characteristics convey the authenticity of the site, provide historic integrity to the context, and enhance visitor experience.</p>
Current Conditions, Trends, and Threats	<p>Conditions/trends</p> <ul style="list-style-type: none"> There are visual impacts due to oil development that include associated infrastructure (e.g., gas flares, oil wells, storage tanks, power lines, roads, and industrial traffic). <p>Threats</p> <ul style="list-style-type: none"> Oil development and associated infrastructure impacts threaten visual integrity. Development to support the region's energy industry could increase. This could visually impact the park's historic integrity as well as alter the cultural landscape context provided by adjacent landscapes. Invasive species could change the visual appearance of the cultural landscape by impacting vegetative communities. <p>Climate Change Considerations</p> <ul style="list-style-type: none"> Climate models predict that in the coming century, Fort Union will experience warmer temperatures, increased precipitation, and an increase in the number of large rain storms. These changes will probably promote further invasion by nonnative species, increase flood events, and may increase the growth of native woody species. Increased growth of plants and flooding could damage artifacts or landscapes. Changes in climate also could increase the vulnerability of the cultural landscape; its characteristics and features impact vegetative communities vulnerable to temperature changes, and stress the built environment through pests and fire.

Fundamental Value	Cultural landscape/viewshed
Desired Conditions (within law and policy)	<p>The cultural landscape, including prairie community, is visually and compositionally similar to that of the 1850s and is eligible for inclusion in the National Register of Historic Places.</p> <ul style="list-style-type: none"> • Reconstructed architectural features contribute to the significance and are based on adequate evidence, including archeological data, period images, and narrative accounts. • Architectural and cultural landscape characteristics and features spatially define the visual appearance of the landscape and visually organize the scene, providing location, setting, feeling, and association qualities relative to historic integrity. • Adjacent lands support the cultural landscape's significance, contributing to the setting, feeling and association of the site. This includes the views from and of the fort that resemble the period of significance. • The fort continues to have a physical and visual relationship to the river as a means to convey the integrity of location.



Historic weapons firing demonstration. NPS photo.

PART 3: CONTRIBUTORS

Contributors by Park and Region

Fort Union Trading Post National Historic Site

Andy Banta, Superintendent, Fort Union Trading Post

Valerie Naylor, General Superintendent, North Dakota Parks

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Midwest Region

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Jay Sturdevant, Archeologist, Midwest Archeological Center

Kara Paintner-Green, Network Coordinator, Northern Great Plains Inventory and Monitoring Network

Carmen Thomson, Inventory and Monitoring Program Manager

Dena Sanford, Architectural Historian

Roberta Young, Landscape Architect



John Degraff gate. NPS photo.

APPENDIXES

Appendix A: Enabling Legislation and Legislative Acts for Fort Union Trading Post National Historic Site

PUBLIC LAW 89-459 [80 STAT. 211]

AN ACT to authorize establishment of the Fort Union Trading Post National Historic Site, North Dakota and Montana, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to commemorate the significant role played by Fort Union as a fur trading post on the upper Missouri River, the Secretary of the Interior may acquire by donation, purchase with donated or appropriated funds, or otherwise, the historic remains of Fort Union located in "Williams County, North Dakota, and such additional lands and interests in land in Williams County, North Dakota, and Roosevelt County, Montana, as he may deem necessary to accomplish the purposes of this Act: Provided, That the total area so acquired shall not exceed 400 acres."

SEC. 2. When the site of historic Fort Union and other required lands and interests in lands have been acquired by the United States as provided in Section 1 of this Act, the Secretary of the Interior shall establish such area or areas as the Fort Union Trading Post National Historic Site, by publication of notice thereof in the Federal Register.

SEC. 3. The Secretary of the Interior shall administer, protect, develop, and maintain the Fort Union Trading Post National Historic Site subject to 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 and supplemented, and the provisions of the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes, approved August 21, 1935 (49 Stat. 666)."

SEC. 4. There are hereby authorized to be appropriated not more than \$613,000 for the acquisition of lands and interests in land and for the development of the Fort Union Trading Post National Historic Site, as provided in this Act.

Approved June 20, 1966.

Also

Public Law 95-625 (92 STAT 3467)

Sec. 309. (a) The first section of the Act entitled "An Act to authorize establishment of the Fort Union Trading Post National Historic Site, North Dakota and Montana, and for other purposes," approved June 20, 1966 (80 Stat. 211), is amended by deleting "located in Williams County, North Dakota, and such additional lands and interests in lands in Williams County, North Dakota, and Roosevelt County, Montana," and inserting in lieu thereof "located in the States of North Dakota and Montana." And by deleting "400 acres" and inserting in lieu thereof "450 acres as generally depicted on the map entitled 'Fort Union Trading Post, Montana-North Dakota' numbered 436-80,025, and dated February 1977."

(b) Section 4 of such Act is amended by deleting "\$613,000 for the acquisition of lands and interests in lands and for the development" and inserting in lieu thereof "\$280,000 for the acquisition of land and \$4,416,000 for development : Provided further, That the Secretary is directed to study the possible reconstruction of the historic remains of Fort Union, and the

Secretary is further directed to transmit to the Congress, within one year of the enactment of this Act, a recommendation on the reconstruction of the fort based on historic documentation.”

Approved November 10, 1978

Appendix B: General Law and Policy Guidance

Management decisions at Fort Union Trading Post National Historic Site 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 equitably 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 National Park Service authority and the definitive statement of the purposes of the parks and of the National Park Service’s 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 wildlife 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.”

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 Act 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 Act also affirms that, if a conflict occurs between visitor use and protection of resources, the intent of Congress is to favor resource protection.



Living history talk. NPS photo.

National Environmental Policy Act of 1969 (Title 42 U.S. Code sections 4321 to 4370 [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 (Sec. 106 and Sec. 110, 16 USC 470; 36 CFR 800). The purpose of this Act is to protect and preserve districts, sites and structures, and architectural, archeological, and cultural resources. 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. Some of the provisions of the executive order were turned into section 110 of the National Historic Preservation Act.

Archeological and Historic Preservation Act of 1974, as amended (16 USC 469-469c). 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.



Fort Union Trading Post. NPS photo.

Archeological Resources Protection Act of 1979 [16 USC 470aa (1988)]. 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.

Code of Federal Regulations, Title 36. The Code of Federal Regulations regulates “the proper use, management, government, and protection of persons, property, and natural and cultural resources within areas under the jurisdiction of the National Park Service.” 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. This 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.

NPS Director’s Order 24: *NPS Museum Collections Management*. This director’s order provides policy guidance, standards, and requirements for preserving, protecting, and providing access to, and use of, NPS museum collections.

NPS *Museum Handbook* (parts I, II, and III). The handbook sets forth standards and procedures for preventive care, documentation, and accountability of museum collections and museum records.



Living history talk. NPS photo.

Museum Properties Management Act of 1955, as amended (16 USC 18) (P.L. 84-127, 69 Stat. 242). This act authorizes the National Park Service to accept donations or bequests of museum properties, purchase them from donated funds, exchange, transfer, convey or destroy them, and receive and grant museum loans.

Research Specimens (36 CFR 2.5) [National Park Service Act of 1916]. This part states conditions under which park superintendents may permit collection of plants, fish, wildlife, rocks, and minerals, including museum catalog requirements.

Curation of Federally Owned and Administered Archeological Collections (36 CFR 79). Part 79 established standards, procedures, and guidelines to be followed by federal agencies in preserving and providing adequate long-term curatorial services for archeological collections of prehistoric and historic artifacts and associated records that are recovered under section 110 of the National Historic Preservation Act, Reservoir Salvage Act, Archaeological Resources Protection Act, and Antiquities Act.

Historic Sites Act of 1935 (16 USC 461-467) (PL 74-292, 49 Stat. 666). Declared a national policy to preserve for public use historic sites, buildings, and objects, this act authorized the programs known as the Historic American Buildings Survey, Historic American Engineering Record, and National Historic Landmarks Survey; authorized the National Park Service to restore, reconstruct, rehabilitate, preserve, and maintain historic or prehistoric sites, buildings, objects, and properties of national historical or archeological significance and to establish and maintain museums in connection therewith; and authorized cooperative agreements with other parties to preserve and manage historic properties.



Living history with artifacts. NPS photo.



Living history rendezvous. NPS photo.

Appendix C:

Climate Change Trends for Planning

Climate Change Trends for Planning at Fort Union Trading Post National Historic Site, North Dakota

Patrick Gonzalez
National Park Service
December 18, 2012

Historical Trends

From 1901 to 2002, mean annual temperature increased across North America (Figure 1; Gonzalez et al. 2010) and showed a statistically significant increase in the area that includes Fort Union Trading Post National Historic Site (NHS) (Figure 2, Table 1). From 1901 to 2002, precipitation increased across most of North America (Figure 3; Gonzalez et al. 2010), although it showed no statistically significant trend in the Fort Union area (Figure 4, Table 1). Analyses of causal factors attribute 20th century warming and precipitation changes to greenhouse gas emissions from vehicles, power plants, deforestation, and other human activities (Intergovernmental Panel on Climate Change (IPCC) 2007, Bonfils et al. 2008).

Future Projections

The Intergovernmental Panel on Climate Change (IPCC) has coordinated research groups to project possible future climates under defined greenhouse gas emissions scenarios (IPCC 2007). The three main IPCC greenhouse gas emissions scenarios are B1 (lower emissions), A1B (medium emissions), and A2 (higher emissions). Actual global emissions are on a path above IPCC emissions scenario A2 (Friedlingstein et al. 2010).

For the three main IPCC emissions scenarios, projected 21st century temperature in the Fort Union area could increase three to four times the amount of historical 20th century warming (Figure 5, Table 1, Mitchell and Jones 2005, Gonzalez et al. 2010). General circulation models (GCMs) of the atmosphere project increased annual precipitation in the Fort Union area under all three emissions scenarios (Figure 6, Table 1), with 13 out of 18 GCMs projecting increases in precipitation (Figure 7; historical average from Mitchell and Jones 2005, Hijmans et al. 2005; projections from IPCC 2007, Tabor and Williams 2010, Conservation International; analysis by P. Gonzalez).

Projections indicate potential changes in the frequency of extreme temperature and precipitation

events. Modeling under emissions scenario A2 projects 20 to 24 fewer days with minimum temperature $< 0^{\circ}\text{C}$, up to three more consecutive days with a maximum temperature $> 35^{\circ}\text{C}$, and up to 2 more days with rainfall $> 2.5\text{ cm}$ between the periods 1980-2000 and 2041-2070 (Kunkel et al. in review).

Table 1. Historical and projected climate (mean \pm standard deviation (SD)) trends for the area that includes Fort Union Trading Post NHS (Mitchell and Jones 2005, IPCC 2007, Gonzalez et al. 2010). Historical climate and climate projections for IPCC emissions scenarios B1 and A1B are calculated for the 50 x 50 km pixel that includes the park (Gonzalez et al. 2010). Climate under emissions scenario A2 is calculated for the 4 x 4 km pixels that include the park (data from Conservation International using method of Tabor and Williams (2010)). Note “century⁻¹” is the fractional change per century, so that 0.12 century⁻¹ is an increase of 12% in a century.

	mean	SD	units
Historical (1901-2002)			
temperature - annual average	4.8	1.1	$^{\circ}\text{C}$
temperature - linear trend	1.2	3.7	$^{\circ}\text{C century}^{-1}$
precipitation - annual average	350	80	mm y^{-1}
precipitation - linear trend	0.03	0.74	century^{-1}
Projected (1990-2100)			
IPCC B1 scenario (lower emissions)			
temperature - change in annual average	3.0	1.0	$^{\circ}\text{C century}^{-1}$
precipitation - change in annual average	0.01	0.11	century^{-1}
IPCC A1B scenario (medium emissions)			
temperature - change in annual average	4.0	1.0	$^{\circ}\text{C century}^{-1}$
precipitation - change in annual average	0.02	0.11	century^{-1}
IPCC A2 scenario (higher emissions)			
temperature - change in annual average	4.5	1.0	$^{\circ}\text{C century}^{-1}$
precipitation - change in annual average	0.12	0.11	century^{-1}

Figure 1.

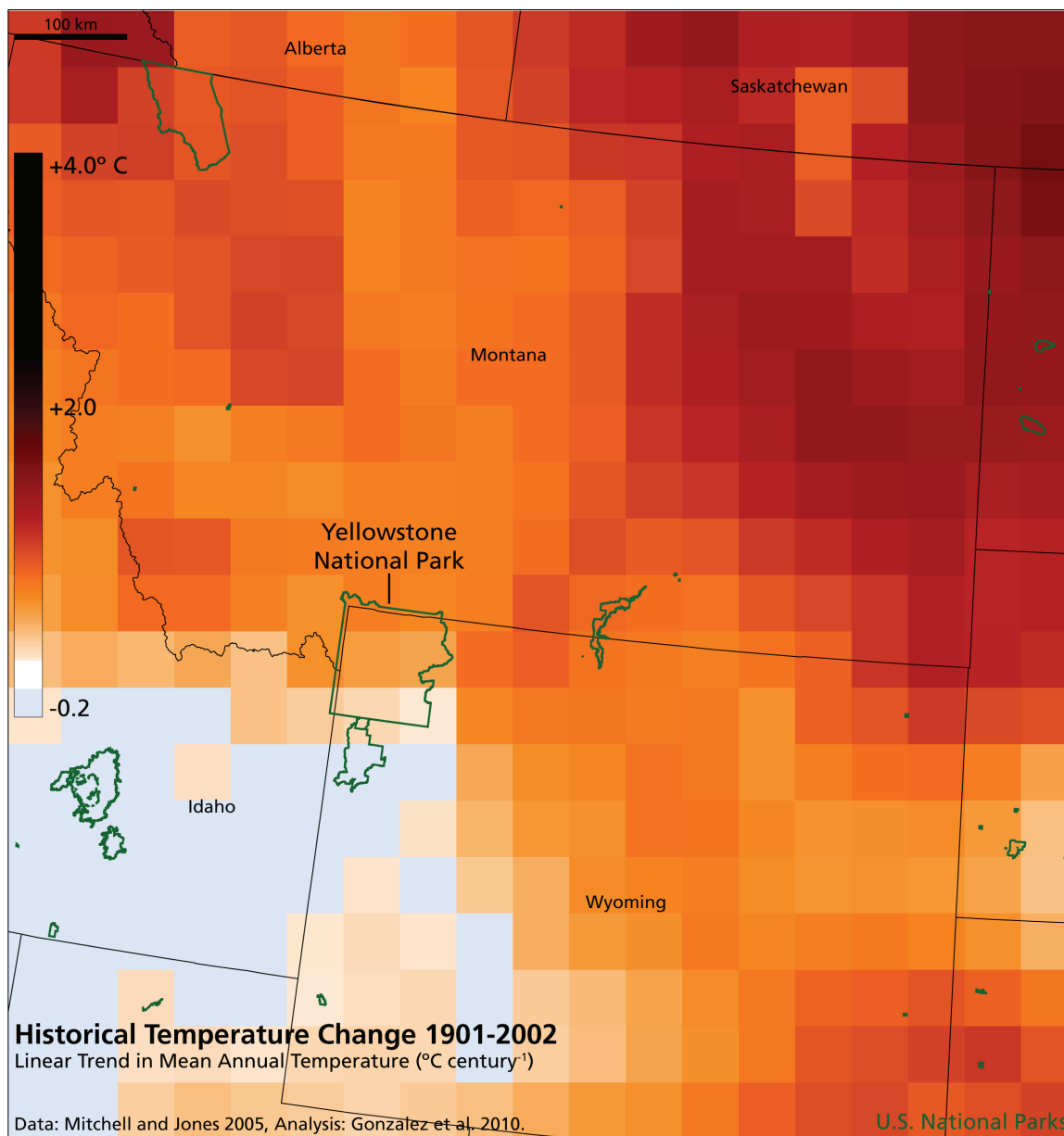


Figure 2.

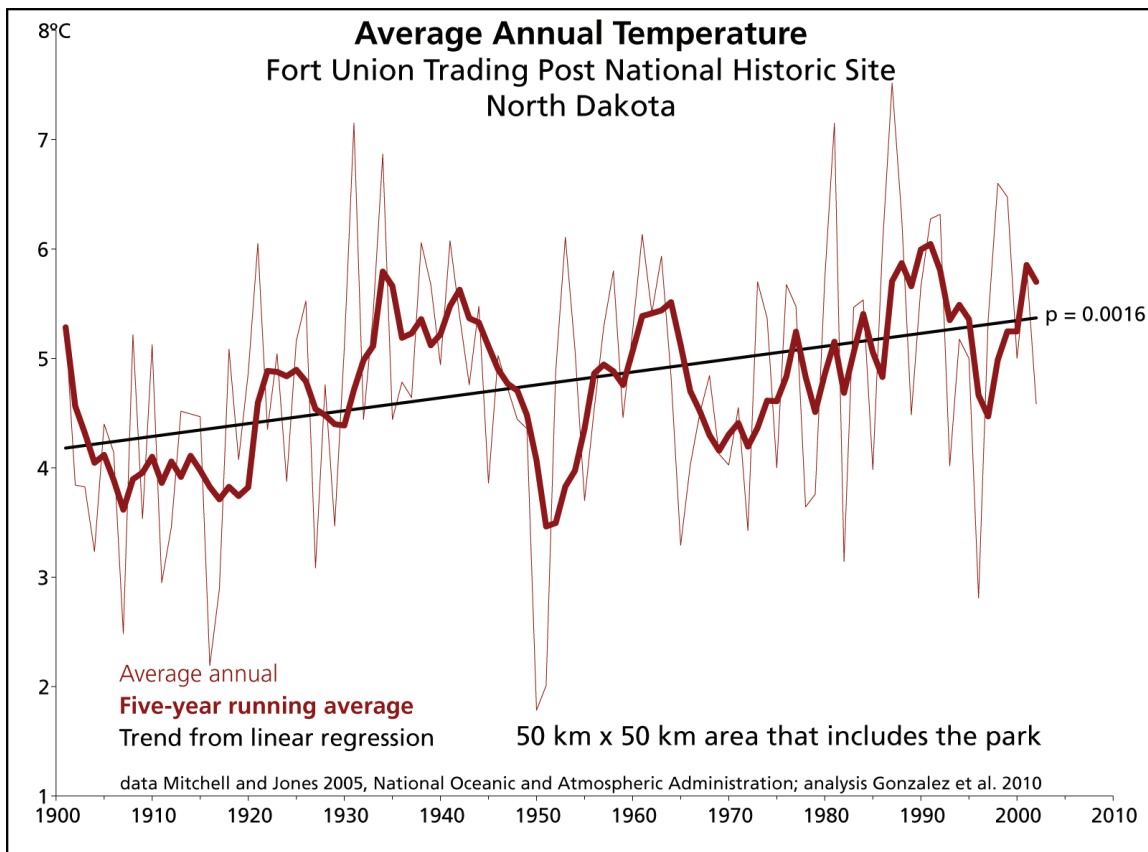


Figure 3.

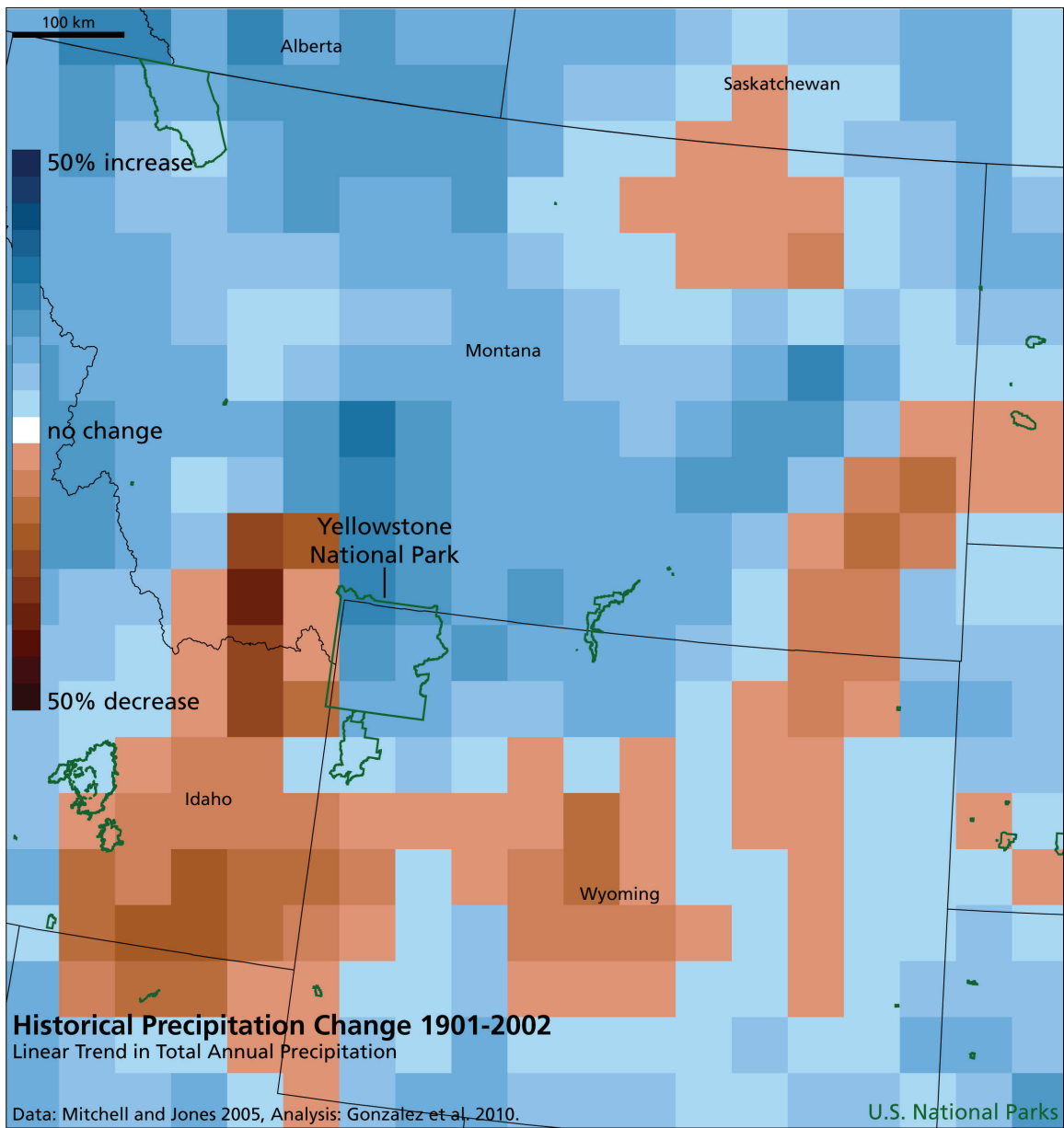


Figure 4.

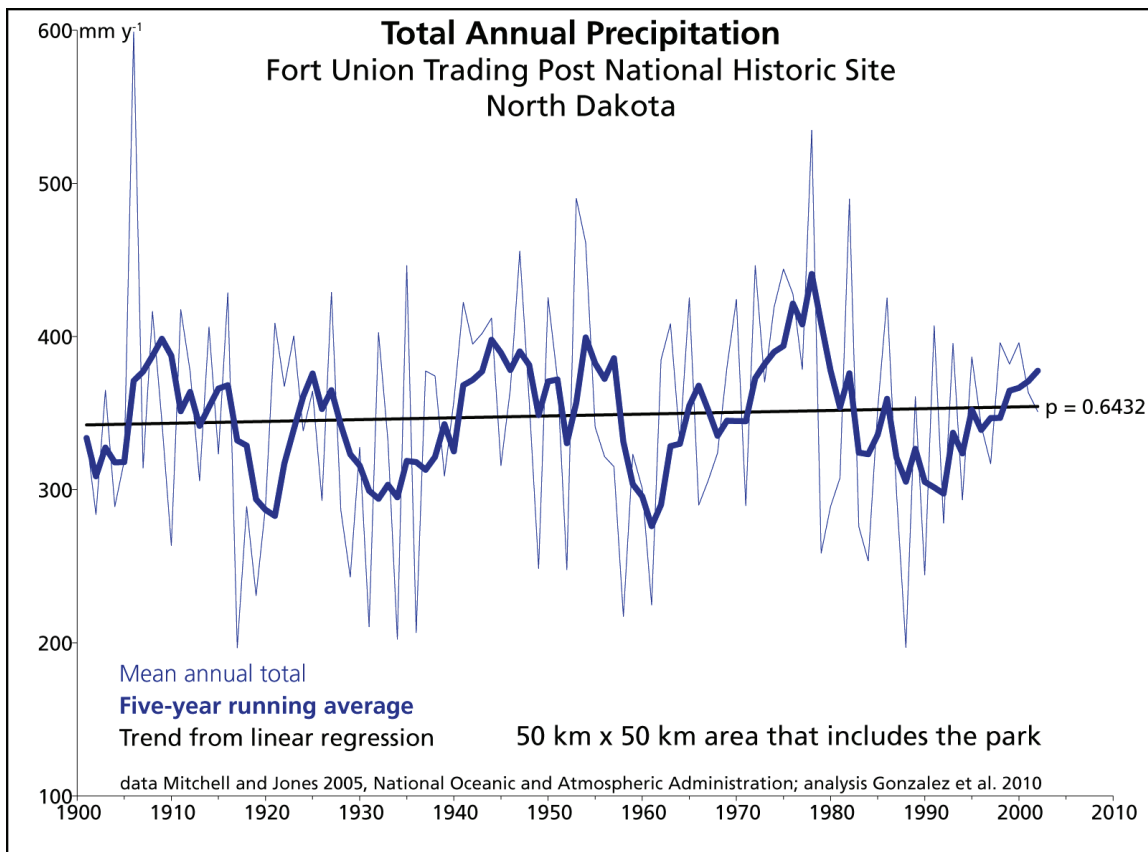


Figure 5.

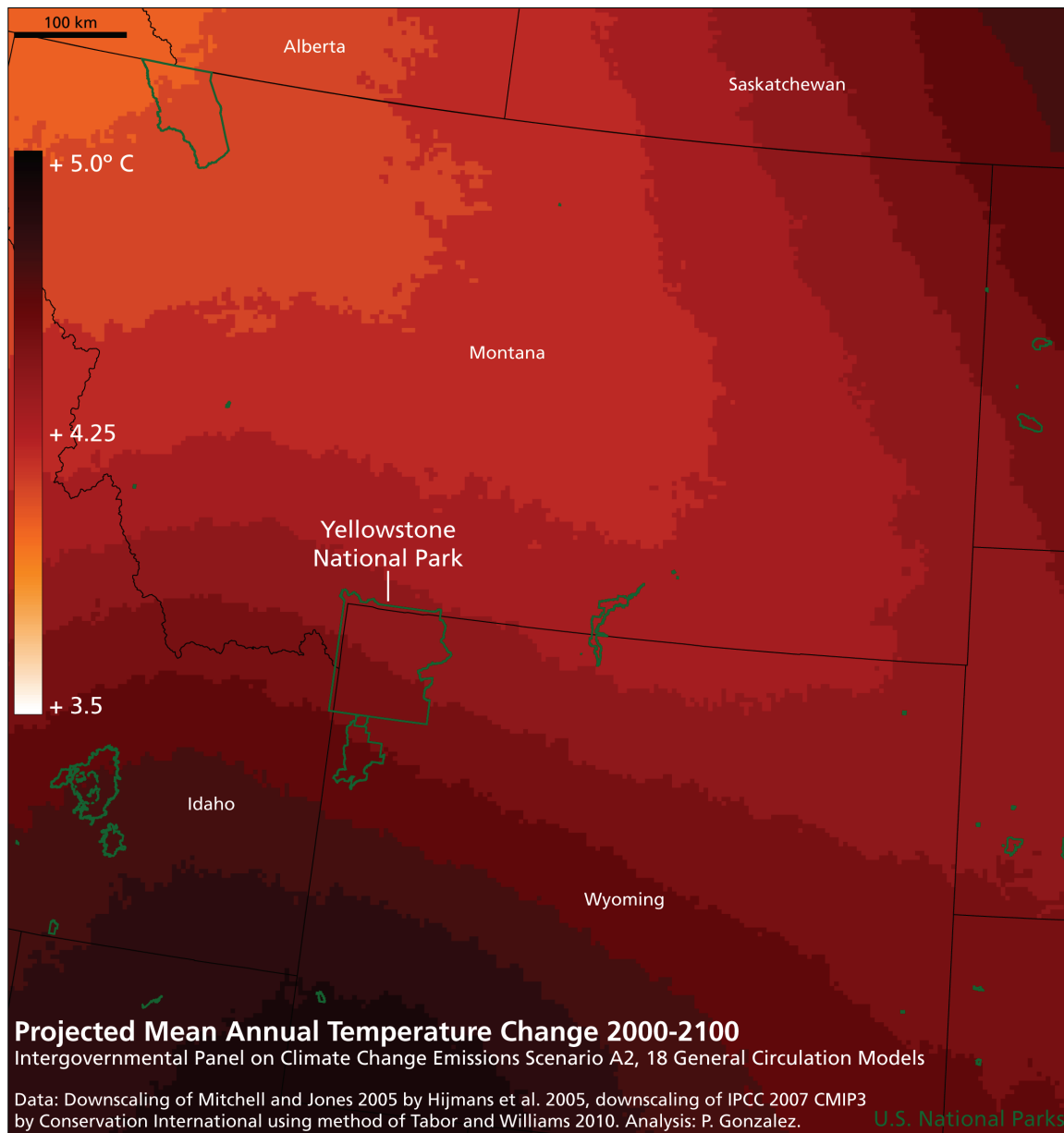


Figure 6.

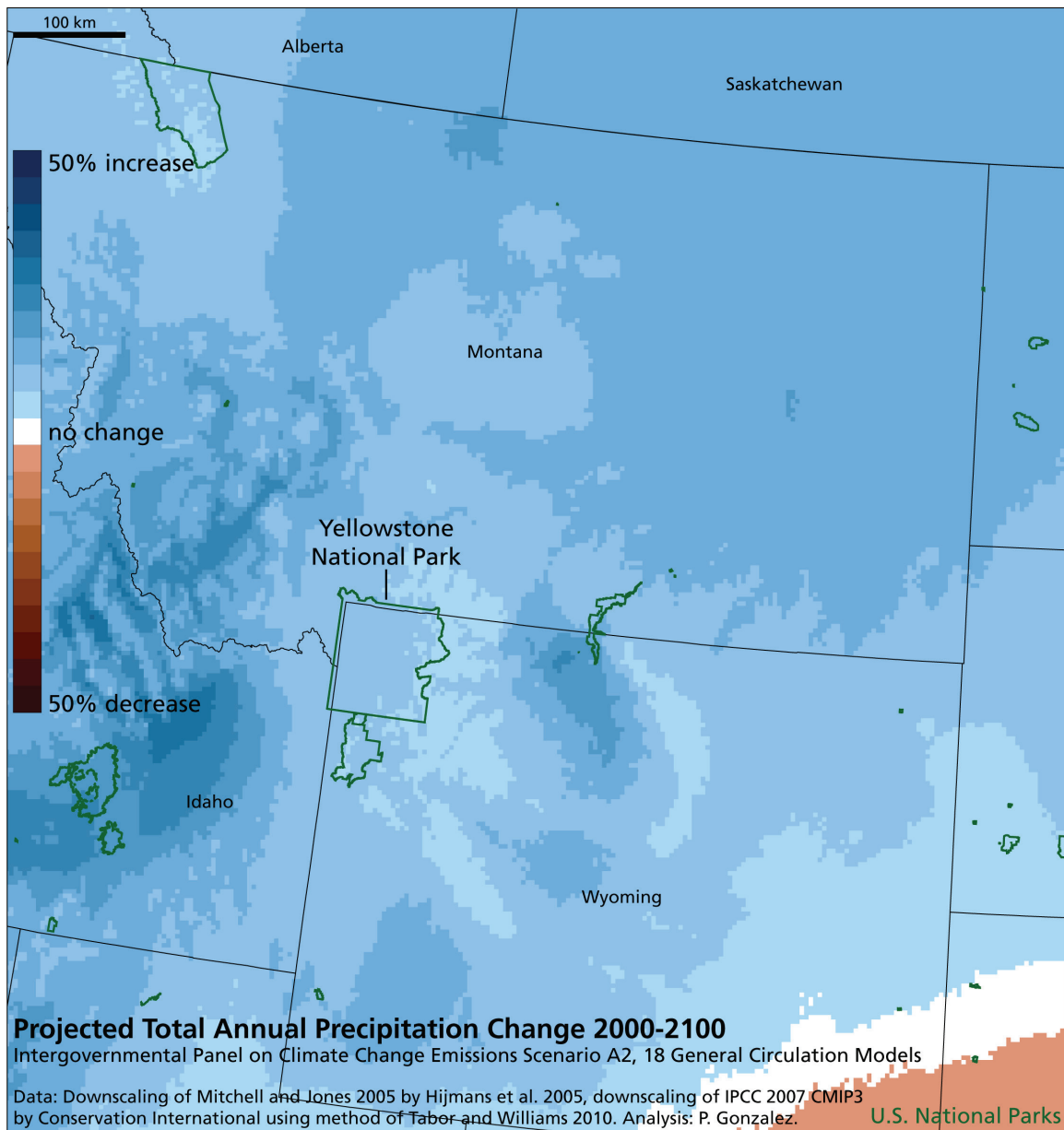
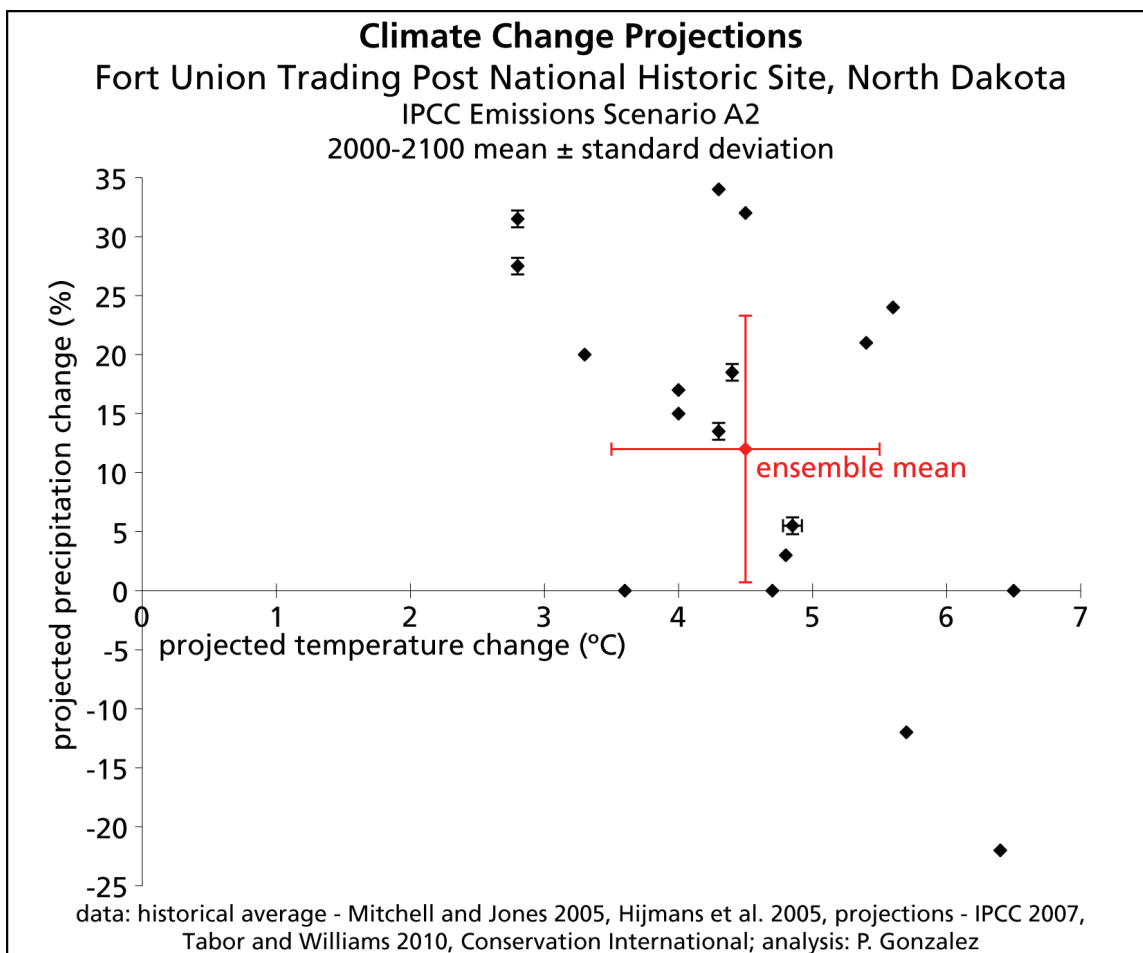


Figure 7.



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Midwest Regional Office Foundation Document Recommendation
Fort Union Trading Post National Historic Site
June 2013

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

Andy Santa

4-25-2013

RECOMMENDED

Superintendent, Fort Union Trading Post National Historic Site

Date

Mike E.A.

6-4-2013

RECOMMENDED

Planning Division Chief, Midwest Region

Date

Jim W. Hagan

6/4/2013

RECOMMENDED

**Associate Regional Director, Planning, Communication and Legislation, Midwest
Region**

Date

Patricia S. Trap

6.5.2013

APPROVED

Regional Director, Midwest Region

Date

Acting



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.

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