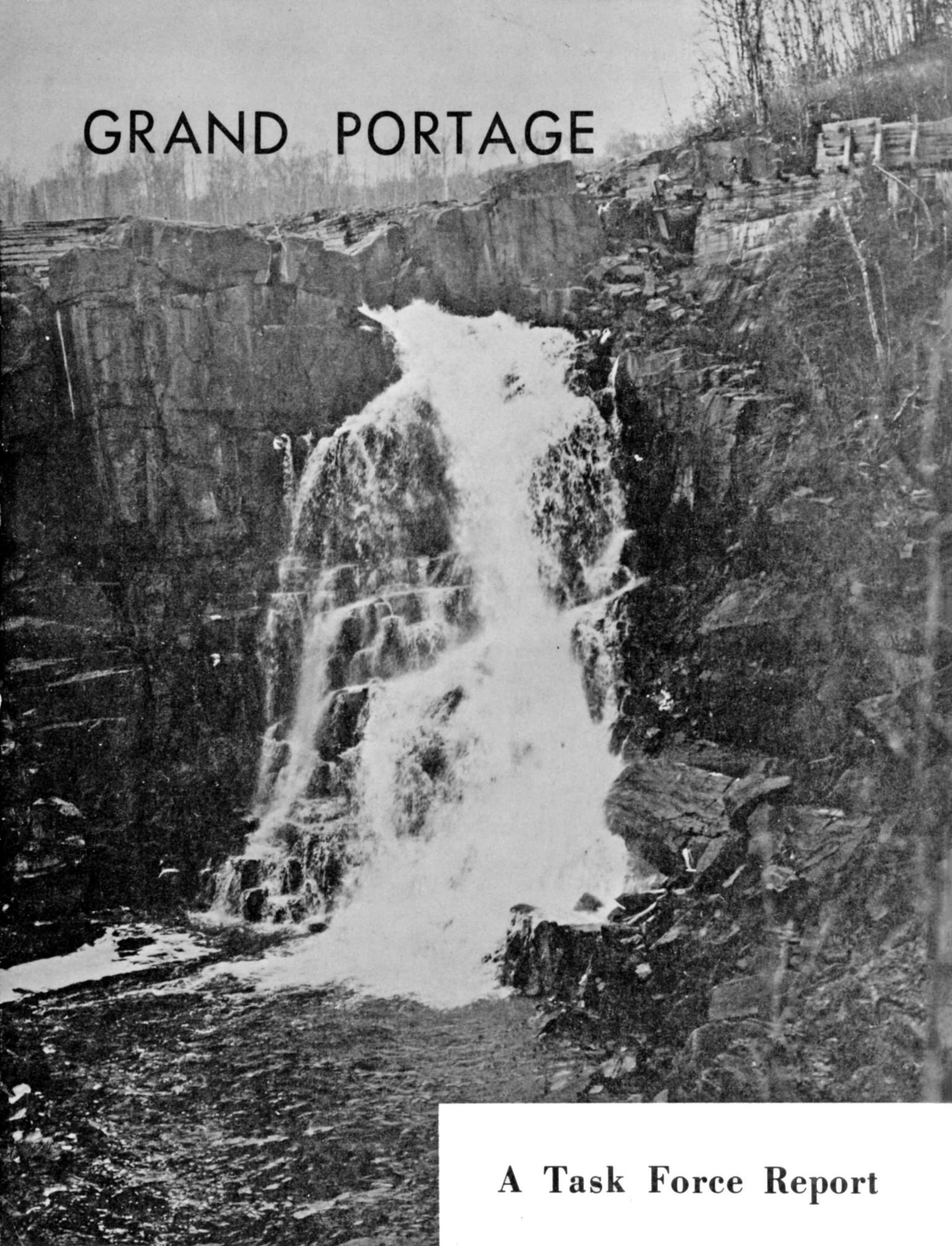


# GRAND PORTAGE



**A Task Force Report**

**Cover: High Falls on the Pigeon River.**



## THE WITCH TREE

Stark and lovely, it stands alone,  
Rooted in bare, unyielding stone,  
Clinging to life through centuries past,  
Scorning the Lake's relentless blast.

" 'Tis only a tree," the scoffers cry,  
A scrubby cedar that hates to die.  
'Tis that, my friends and a great deal more,  
'Tis a friendly spirit on a hostile shore.

A primitive shrine of another day,  
'Tis a place where the Indians came to pray,  
And to place small gifts for the waves to take  
To the stormy spirit of the mighty lake.

Visit this shrine but harm it not,  
Lest the curse of the Pagan be your lot.  
Place a gift near this ancient tree,  
For the troubled spirit of your rough sea.

-- James Hull.

United States  
DEPARTMENT OF THE INTERIOR  
Stewart L. Udall, Secretary



A TASK FORCE REPORT ON  
A PROPOSED  
GRAND PORTAGE INDIAN PARK  
AND THE  
GRAND PORTAGE NATIONAL MONUMENT  
  
Minnesota

Prepared in accordance with instructions  
approved by the Secretary of the Interior



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
UPPER MISSISSIPPI-WESTERN GREAT LAKES AREA  
303 PRICE PLACE  
MADISON, WISCONSIN 53705

May 24, 1967

Director, Program Support Staff  
Office of the Secretary  
U.S. Department of the Interior  
Washington, D. C.

Dear Sir:

I am pleased to transmit to you this report of a special task force appointed to study and make recommendations for resolving major land-use problems at the Grand Portage Indian Reservation and Grand Portage National Monument located at the northeastern tip of Minnesota on the north shore of Lake Superior. This report has been prepared in accordance with instructions approved by the Secretary of the Interior on May 26, 1965.

This report examines the resources--historical, natural, and human--of the Grand Portage area and identifies opportunities for future action by the Grand Portage Band and Minnesota Chippewa Tribe, and by the State and Federal Governments. The task force has attempted to resolve the differences between two earlier planning reports and thereby build a foundation for future comprehensive recreation and preservation plans.

The task force has made numerous recommendations, but the principal one is that an Indian park be established with public investments. The park would be eventually managed by the Indian people through a board of directors under the general supervision and direction of the Secretary of the Interior. In addition to preserving an area of national historical and scenic significance, establishment of the park would result in improved economic conditions of the Grand Portage Band of Indians and would stimulate a sagging local economy.

This report also recommends that legislation for the Indian park be incorporated with legislation which is required to permit construction of administrative and public-use facilities outside the present boundaries of Grand Portage National Monument for use of the National Park Service, the Bureau of Indian Affairs, the Indian park, and the Grand Portage Band.

Because this area represents numerous complex problems, the task force recommends that a special committee be appointed at the Washington level consisting of representatives of your office, the National Park

Service, the Bureau of Indian Affairs, and the Office of the Solicitor. I suggest that their assignment should be to review the report with the view of developing draft legislation and final recommendations for the Secretary.

The task force met on several occasions with members of the Grand Portage Band and the Minnesota Tribe of Chippewa Indians. Their advice and counsel have been most helpful.

Before the time that report conclusions are released to the public, it would be appropriate to communicate with the Governor of the State of Minnesota and the Minister, Department of Lands and Forests, Province of Ontario, Canada.

The Grand Portage area has national significance. Studies and investigations of this area have been conducted for many years. Unfortunately, there has been little in the way of concrete action. In the opinion of the task force, every effort should be made to initiate action along the lines suggested in this report. We believe that it is imperative that action be implemented at an early date. By acting now, the nationally significant resources of the Grand Portage Indian Reservation can be protected and goals of improving the conditions of the Indian people can be achieved.

Sincerely,

  
HAROLD C. JOREAH, JR.  
Chairman  
Grand Portage Task Force

#### TASK FORCE AGENCIES

##### Department of the Interior

Bureau of Indian Affairs  
National Park Service  
Program Support Staff

##### Department of Health, Education, and Welfare

Public Health Service

##### State Of Minnesota

Minnesota Conservation Department

##### Indians

Grand Portage Band of Minnesota Chippewa Indians  
Minnesota-Chippewa Tribe

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## PREFACE

At the northeastern tip of the north shore of Lake Superior in Minnesota, adjacent to the international boundary, is the Grand Portage Chippewa Indian Reservation (see figure 1).

It extends about 18 miles from west to east and from 9 miles to one-fourth of a mile in width, terminating in Pigeon Point. It comprises a total of approximately 64 square miles. At this point, the Pigeon River marks the northern boundary of the reservation and of the State and the Nation. The river here is typical of other North Shore rivers with its deep gorge, waterfalls, and dashing cascades. High Falls of the Pigeon River exceeds the height of any other in the State and is breathtaking.

Historically, the Grand Portage has long been recognized for its colorful significance. On the Grand Portage Trail, early voyageurs transferred supplies and trade goods from Lake Superior to the border lake canoe route. Traders used the trail to transport furs from the Northwest Territory to eastern markets.

Congress recognized the historical significance of Grand Portage when it established the area as a National Historic Site in 1951. In 1958, Congress gave the area additional importance by authorizing a National Monument to include the stockade and fort area, the portage trail, and Fort Charlotte at the trail's upper terminus. The monument boundary includes 700 acres and is surrounded by reservation lands.

C A N A D A



Figure 1.  
VICINITY MAP

This coastal area offers unexcelled views of bays, headlands, sharp cliffs, pebble beaches, colorful rock formations, and of water refreshingly clear and varying from glassy smooth to excitingly rough.

Streams originate in the uplands and dash down to Lake Superior through gorges and in cascades and waterfalls. Clean, temperate winds over the lake, the clear skies, many days of sunshine, and moderate temperatures provide an ideal climate for travel and vacation.

The reservation lands range in elevation from 602 feet at the level of Lake Superior to 1,814 feet on the western Lookout Ridge. The higher hills are rocky and scarred by glacial action.

Though the rough topography and rocky soils are not easily adapted to agriculture, the area supports forests, streams, and wildlife in an inspiring Great Lakes setting.

Sigurd F. Olson, noted author, conservationist, and consultant to the Secretary of the Interior, has described the significance of Grand Portage in this way:

"Two hundred years ago Grand Portage post on the northwest shore of Lake Superior was famous in the marts of trade along the Atlantic as well as in Europe. The name conjured up visions of a northwest passage to the fabled western sea and the Orient and to the unknown reaches of half a continent. Long before the cities, States, and Provinces of northwestern United States and Canada were even dreamed of, the name was legend.

During the heyday of the fur trade and exploration, Grand Portage saw thousands of French voyageurs and the greatest fur-trade rendezvous the world had ever known. Brigades of great canoes left Montreal each spring laden with trade goods to meet the fur brigades from as far west as Fort Chippewyan on Lake Athabasca 3,000 miles away. This was the voyageurs' highway, Grand Portage, the **half-way** point

and gateway to an empire of fabulous wealth. Fortunes in fur and supplies were packed across the rugged 9-mile trail around the rapids of the Pigeon River by the men of such companies as North West, Revilon Freres, XYZ, American Fur, and the Hudson's Bay. Here also came the explorers Radisson and Groseilliers, Verendrye, Mackenzie, Peter Pond, David Thompson, Alexander Henry, and many more, for this was the major route into the far northwest.

Long before the white men came, however, Grand Portage was home to the Ojibwa or Chippewa, the Cree, and the Sioux. This was their home, and they had learned that the best way to enter the beautiful lake and river country of an interior rich in wild rice, fish, and game was to carry their birch-barks around the brawling rapids of the Pigeon River. They were there to meet the first white men after 1650, showing them where to go. When the explorers and the fur traders discovered that this was the route to the coveted beaver country, the Indians helped paddle their canoes, portaged their heavily laden craft, and became part of the new era.

But now for over a century the French voyageurs have been gone, and the wild, colorful brigades and great summer rendezvous have been forgotten. The ancient post crumbled, the stockade rotted away and fell to the ground, and soon it was hidden in grass and elder thickets. The trail remained, a hard ribbon of packed earth winding through the **encroaching** woods, but the names of the lakes and places stayed on--Maligne, Grand Marais, Lac la Croix, and Mille Lacs--names with the sound and feel of the unknown and the memory of a race of men whose gay and indomitable courage made it possible.

The Chippewa stayed on where they had always lived, hunting and fishing in a land they knew and loved. All during this last century while settlements moved in around them, while the great pines fell and mining began, and civilization began to swirl around their reservation, they withdrew more to themselves and waited, not knowing what the future would bring.

Today, there is still the sense of the unknown and the brooding silence of the old wilderness. If the voyageurs could see it now, they would be amazed to find its beauty almost unchanged--the heights of Mount Josephine frowning above Wausaugoning Bay, the cluster of islands **floating** in the distance, the dark hazy line of Isle Royale, the lonely sweep of the beach once lined with great **canoes**, the lookout on Mount Rose above the stockade where the brigades could be seen rounding Hat Point, the sparkling waves of Lake Superior rolling in as in the past. There is the smell of woodsmoke at dusk and on quiet nights the sound of the creek and the murmur of Chippewa voices. Life is still, slow, and unhurried, and the cities seem far away.

But changes have come and are coming fast, and the Chippewa see their way of life threatened, with no place for them to go, no work for them to do. They are proud people with a long past. The old remember, the young look forward with the hope of becoming adjusted to the new world and somehow still preserve a way of life they too need and cherish."

This report is addressed to those changes which have occurred and those which will occur at Grand Portage. The report makes recommendations designed to shape and direct these changes.

SUMMARY

AND

RECOMMENDATIONS

## Summary

On May 26, 1965, Secretary of the Interior Stewart L. Udall approved the formation of a special task force to study and arrive at recommendations to resolve major land-use problems at Grand Portage National Monument, Grand Portage Indian Village, the Pigeon Point area, and the international crossing, all within the boundaries of the Grand Portage Indian Reservation (see appendix I).

The task force was directed to study and report on:

1. Ways to resolve the differences between two planning reports for recreational development of the reservation. One was prepared by the National Park Service in 1961-62, and the other by the consulting firm of Aguar, Jyring and Whiteman--Planning Associates, Duluth, Minn., under contract to the Bureau of Indian Affairs in 1963;
2. How the natural resources at the international crossing between Ontario and Minnesota can best be protected;
3. What has been accomplished at Grand Portage National Monument.

The Regional Coordinator, Upper Mississippi-Western Great Lakes Area, Program Support Staff, directed the activities of the task force, which included representatives of the National Park Service, Bureau of Indian Affairs, Minnesota Chippewa Tribe, Grand Portage Band, and the State of Minnesota. (Task force members and participants are listed in appendix X.)

To guide the task force's efforts, the four following goals were defined during the study:

1. **Maximum** opportunity for economic return to the Indians through the development of the Grand Portage Indian Reservation, consistent with wise use of the natural resources of the reservation;

2. **Maximum** preservation of the natural resources of the reservation, consistent with the welfare of the resident population, tourist volume, and optimum development;

3. Complete development of Grand Portage National Monument and protection of its values and the values appropriate to the services provided for enjoyment of Isle Royale National Park;

4. Explanation and definition of the potential and capabilities of the area to provide additional outdoor recreation required by this country's rapidly expanding population.

### The Two Planning Studies

The National Park Service Study. The law (P.L. 85-910), which created Grand Portage National Monument, stated that--

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

Aware of this obligation, the Grand Portage Band in 1961 requested the National Park Service to undertake a study of reservation lands. The study recommended that a Pigeon Point Indian Park be established, to be administered by the Grand Portage Band. A plan for orderly development of necessary visitor facilities was

also recommended.

However, the Band and independent business operators have not been capable of adequately developing the area's recreational potential and will require assistance to implement a greater development that would provide a favorable economic base. Slow, inadequate development appears to have resulted from a combination of the following factors:

1. The area is large, undeveloped, and has minimum road access;
2. Public utilities are largely nonexistent, with electricity and telephone available only in limited areas;
3. The predominant landowner--the Indian community--is not equipped to make the necessary financial commitments to develop the area adequately;
4. A short tourist season coupled with high investments required to satisfy the desires of the traveling public has restrained the availability of investment capital;
5. Substantial investment capital is required within a span of 3 to 6 years to support a proper and adequate development.

The Aguar Study. In 1963, the National Park Service recommendation for an Indian park was expanded, revised, and included as part of a plan for the entire reservation, prepared for the Bureau of Indian Affairs by Aguar, Jyring and Whiteman--Planning Associates. Primarily because funds were lacking to carry out the numerous recommendations contained in the Aguar study, there has been only minimal development as a result of the study. A road has been built with

funds provided by the Bureau of Indian Affairs and a small public campground developed near the trading post area with funds provided by the Accelerated Public Works program and the Grand Portage Band.

Both the National Park Service and Aguar plans emphasized and reflected the natural beauty, recreation potential, and historic values of the area. Both sought to preserve the scenic and historic values and to develop recreational usage and provide recreational facilities.

Differences in the Two Studies. The two studies had only two major differences in the philosophy of development. They differed, first, on the proposed location for a major resort complex on the shores of Wauswaugoning Bay and, second, in timber harvesting within major scenic and recreation areas.

Proposed Resort Complex. The Aguar report proposed that the Wauswaugoning Bay would be an ideal location for a modern resort-hotel, with eventual development to include a swimming pool, harbor facilities, and appurtenant structures for a complete commercial establishment. On the other hand, the National Park Service report expressed the opinion that, from an esthetic and natural beauty standpoint, the area should remain in its natural state and a proposed resort would be a commercial intrusion. Since then, studies by the Corps of Engineers indicate that a small-craft harbor for Grand Portage Bay appears to be economically feasible. If the harbor is constructed, the economic advantage of Wauswaugoning Bay will be lost, thus making other locations more favorable for a resort complex. The small-craft harbor is discussed in greater detail later in this

report (see appendix III).

Logging. Logging is important to the economy of the reservation. The National Park Service recommended that timber not be cut within the area suggested for an Indian park; the Aguar study suggested modified timber harvest. If logging were curtailed or eliminated on a part of the reservation, the Indians would find it necessary to seek other income sources. The task force thus recommends that the area proposed for an Indian park not be logged commercially and that the Indians be compensated until the park is developed along the lines recommended in this report. Such compensation will provide the Indians with an assured source of income in lieu of stumpage receipts during the initial development period and will permit them to operate as in the past. This recommendation is explained in greater detail later in the report.

#### The Indians--Their Posture and Their Wishes

The task force is keenly aware of the appeal the American Indian makes to popular interest. The name occupies so large a place in our own culture that it may be doubted if there is anywhere in all the land a normal individual who has not acquired some interest in the Indian's history. On every hand we hear: How came the Indian **here**? Who were his ancestors? What knowledge and habits did he bring with him? What has he accomplished of his own initiative and how did he achieve it? It is thus plain that we have before us one of our greatest cultural assets, the source of the most original traits of our present-day culture, and a heritage upon which we may realize more and more. Certainly this is true at Grand Portage.

During the course of this study, the task force had the advice and counsel of members of the Grand Portage Band and the Minnesota Tribe of Chippewa Indians.<sup>1</sup> The thinking and wishes of the Indian people regarding this report and its recommendations are contained in guidelines shown in the report as appendix II. In addition, the Grand Portage Band in 1961 submitted in their overall economic development plan for the Grand Portage Indian Reservation the following seven goals:

1. Preserve wilderness and historic values and the native charm of the reservation, consistent with sustained yield forestry practices;
2. Provide employment opportunities for members of the Band;
3. Demonstrate the fact that an Indian community can develop and maintain a self-sustaining local economy;
4. Improve living standards, health, and general welfare of the reservation;
5. Work effectively and in harmony with all public agencies in the development of Grand Portage;

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<sup>1</sup>The Minnesota-Chippewa Tribe is organized to include Indian people from six reservations in Minnesota. Each of the six reservations functions in accordance with the constitution and bylaws of the Minnesota-Chippewa Tribe. Each reservation has a business committee empowered to handle those civic and business affairs of their respective reservations that do not involve tribal assets or tribal members from other reservations. On the Grand Portage Reservation, approximately 50 percent of the Indian lands are owned by the Grand Portage Band. These lands are administered by the Grand Portage Business Committee with approval of the Bureau of Indian Affairs. The Minnesota-Chippewa Tribe (approximately 25 percent) and Indian allottees (25 percent) have title to the other Indian land within the reservation.

6. Pursue prudent and productive practices in the utilization of natural resources of the reservation;

7. Make the reservation and Grand Portage National Monument one of the most outstanding historical and recreational areas of the Nation.

In a March 25, 1967, memorandum to the task force, the Grand Portage Band had the following to say regarding their interest in the park:

"The Committee is fully aware of the probable economic impact of the Indian Park on this community. We know also that the Indian Park can produce a situation in which our children can prosper and improve their way of life. In short, we need no one to convince us of the value and the desirability of the Park concept as we now know it.

However, we are dealing with the last remaining small possession of many of the Indian people of our community. We are obligating and dedicating this last possession, this land, to certain purposes which are sure to conflict with traditional Indian usage. In order to justify the inevitable restrictions, we must be able to produce positive assurance that the land itself will not be lost and that our people will be given every opportunity to derive maximum benefits from the Indian Park.

To do less than this would constitute callous indifference to the wishes of a majority of the Grand Portage Band and would expose the Reservation and its people to the uncertain attitudes and policies of changing federal administrations.

We want this Park very badly, but if we are to have it at all, it must come on terms that we and our children can live with."

The task force was ever aware of the desires of the Indian people and believes that the recommendations in this report will materially help to meet their wishes.

## Recommendations

All parties in the task force agreed that the scenic and historical values of the Grand Portage area should be preserved and made available to the public while, at the same time, enabling the Indian people to benefit, to the maximum extent, from the economic potential of the area.

To accomplish these objectives, the task force recommends that Federal investments be made available to establish an Indian park. The Indian park will be managed by the Indian people, but initially will be under the general direction of the Secretary of the Interior. As the Indian people develop managerial skills through in-service training and other educational programs, they will assume greater responsibilities for park operation. As soon as practicable, the park will be under their management through a board of directors. The park will be funded by Federal appropriations and will be subject to (1) public usage and (2) standards to be established by the board of directors, subject to the approval of the Secretary of the Interior.

The proposed Grand Portage Indian Park would involve approximately 12,644 acres--24.3 miles of frontage along the Pigeon River on the international border and 28.7 miles of Lake Superior shore along Pigeon Point, in addition to 14 off-shore islands. (See figure 2.) Most of this area is primitive and undeveloped. The ~~Indian~~ park would protect this area from the uncoordinated type of development that has prevailed along the Great Lakes.

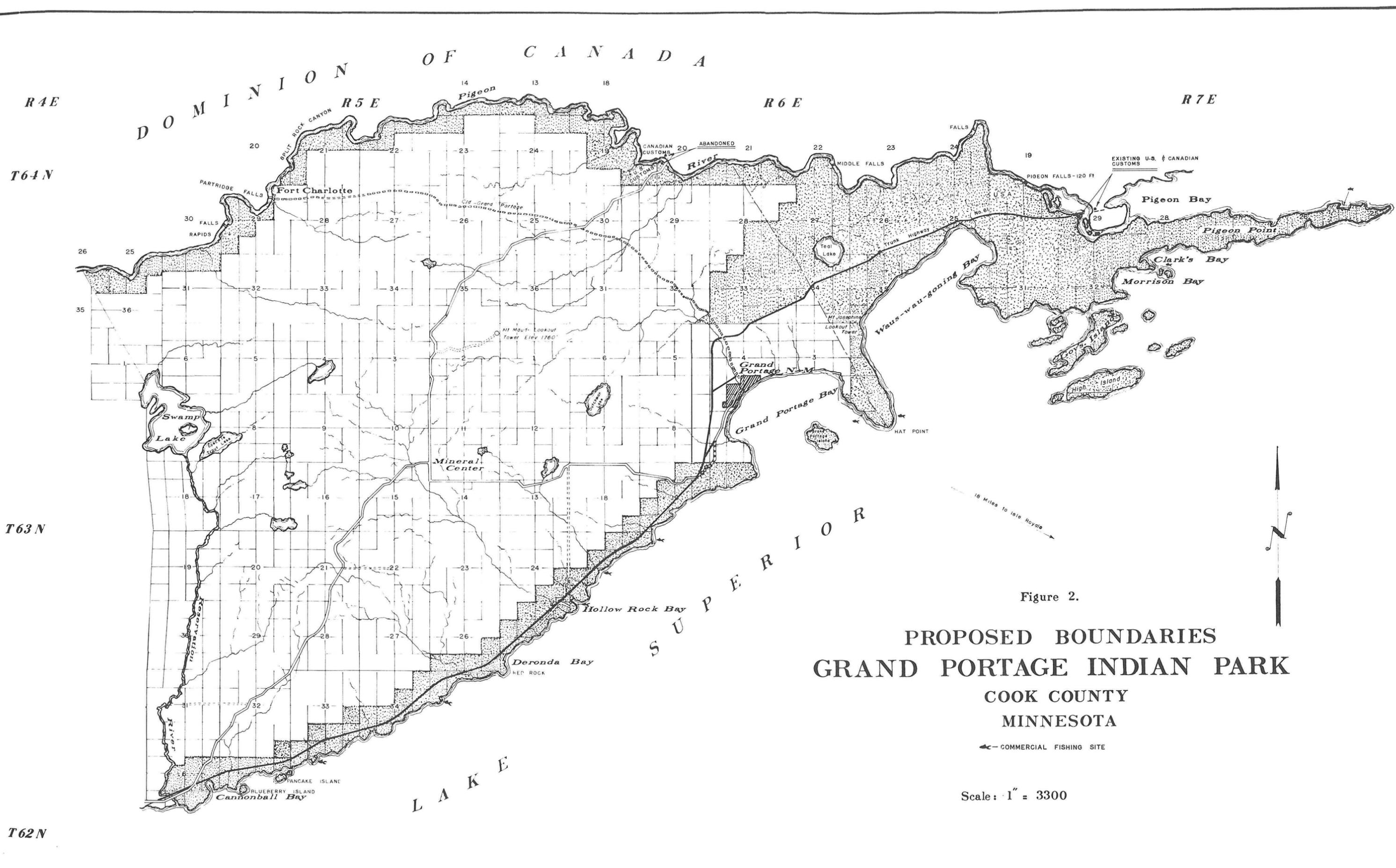


Figure 2.  
**PROPOSED BOUNDARIES**  
**GRAND PORTAGE INDIAN PARK**  
**COOK COUNTY**  
**MINNESOTA**

← COMMERCIAL FISHING SITE

Scale: 1" = 3300

In its studies on the Great Lakes (Our Fourth Shore, 1959), the National Park Service identified this area as one of seven with outstanding national significance along the entire Great Lakes.

The park proposal would enable the Indian people to manage, own, and operate their lands for the recreational benefit of the general public. The national interest in protecting the Grand Portage area, and the need for public recreation facilities, suggest Federal financial support to the Grand Portage Indians for the establishment, development, maintenance, and operation of the park area and for training and advisory services so that they may assume full responsibility for park management as soon as practical.

Private unrestricted land holdings which now occupy key development or scenic sites cannot be acquired without Federal assistance. Unless these lands are acquired, this natural resource area could be inundated by helter-skelter, gaudy developments, without regard for the dignity, beauty, and historic values of the region. The influx of tourists will increase pressures for private exploitation. The Indian people do not have the financial means to acquire these lands, nor will they have the financial capability to do so in the foreseeable future. Moreover, they lack the powers of eminent domain. The Federal Government, however, has the capability and responsibility to work with the Indians to assure preservation of this significant area.

The task force had the advice and counsel of staff members of the Ontario Department of Lands and Forests regarding their planned border development. Twenty-two hundred acres of land situated along the Pigeon River downstream from Middle Falls are being expropriated by the Provincial Government. Between Middle Falls and Saganaga Lake to the west (about 80 miles of border country), all Crown lands 1 mile north of the international border have been reserved from sale or lease so that the scenic beauty can be preserved and the area kept ~~open~~ for public use. The vista at High Falls would also be improved for visitor use. A permanent tourist information center would be established on King's Highway 61 near the border, and a camping area would be developed on Pigeon Bay near the mouth of the river. The task force recommendations for the Grand Portage area nicely complements the Ontario program.

When both sides of the international border are protected and developed for public usage, the task force suggests that appropriate steps be taken by the two countries to recognize the international significance of the area by commemorating the history of the region and making the great scenic resources here available to the people from both countries.

In the meantime, it is also recommended that the Bureau of Indian Affairs, the National Park Service, and the Chippewa Indians maintain communications with the Ontario Department of Lands and Forests regarding plans and programs being developed in each country. Through

the Regional Coordinator of the U.S. Department of the Interior,  
there should also be an annual exchange of information with the  
Ontario-United States Joint Advisory Committee on Quetico-Superior  
regarding the progress in each country. This interchange of informa-  
tion will be helpful to insure that projects in both countries com-  
plement each other.

During the next 5 years, campgrounds, overnight accommodations, picnic areas, roads, trails, amphitheaters, and miscellaneous exhibits and signs are proposed for the Indian park. In addition, it will be necessary to provide an administrative site for Indian park operations. To achieve economies and to provide the public with efficient service, the task force recommends that the Indian park administrative site be placed at the same location as the administrative site for Bureau of Indian Affairs employees who work with the Grand Portage Band on re- servation management programs, and the Grand Portage National Monument visitor center and National Park Service administrative site.

The sections of this report which follow explain in greater detail these major recommendations.

THE  
GRAND PORTAGE  
INDIAN PARK

## PLAN OF DEVELOPMENT

The park, developed and managed as a single Indian park complex, is best described when considered as four units--Pigeon River; Pigeon Point; Grand Portage Bay; and Lakeshore Parkway.

The Pigeon River Unit (see figure 3) is comprised of approximately 2,193 acres of land along 18.21 miles of the Pigeon River (Minnesota-Ontario boundary). These lands are all within the Grand Portage Indian Reservation and comprise the riverbanks and adjacent lands, from the western boundary of the reservation in an easterly direction to a common boundary with the Pigeon Point Unit of the proposed Indian park. The river frontage can be described as generally steep slopes and gorges interspersed with low areas, some of which are swampy.

Pigeon River from the Site of Fort Charlotte.





The major management goal is preservation of the natural character of the river, the magnificent falls, rapids, canyons, and forest lands, and complements the program of the Ontario Department of Lands and Forests.

Development would be minimal. Access points would be improved and plans prepared for discreet utilization of the area. Wilderness camping, picnicking, hiking, fishing, and scientific study will be the primary uses of the area. There are no active developments on either side of the border along this reach of the river. There is an abandoned resort on the Minnesota side and one in Ontario, adjacent to the river at the old crossing of U.S. 61. These properties have not been actively used since the summer of 1963.

The task force believes that this part of the Pigeon River meets the Bureau of Outdoor Recreation's criteria of a wild river.<sup>1</sup>

The Pigeon Point Unit (see figure 4) is comprised of approximately 7,324 acres. This area is adjacent to and east of the Pigeon River Unit and includes about 6.32 miles of the lower Pigeon River, 17.54 miles of frontage on Lake Superior, and 14 off-shore islands of 418 acres.

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<sup>1</sup>The Bureau of Outdoor Recreation's criteria states that: (1) the river must be relatively undeveloped, unpolluted, free-flowing, and the scene as viewed from the river must be pleasing, whether primitive or rural-pastoral; (2) the river area must possess recreation, scientific, historic, or esthetic values of outstanding quality; (3) the river area must be large enough to sustain existing public recreation use or accommodate more without resulting in appreciable reduction in the quality of the experience or damage to the resource; (4) the quality, size, and uniqueness of the river and its setting must be of significant importance to attract use from beyond the boundaries of the locality and State(s) and would appear to outweigh other uses of the river; and (5) plans for other uses of the river or its setting that would permanently and drastically impair the natural conditions must not have progressed to the point that construction has commenced.



The Pigeon Point Unit includes the important resources of the international border.

The old Hudson Bay Trail and the Grand Portage Trail pass through this unit. It also contains the remains of Parkersville, a white settlement of 1790, an abandoned copper mine, and High Falls, with a drop of 120 feet, the highest waterfalls in Minnesota. Within this unit are fine opportunities to take advantage of scenic vistas affording spectacular viewpoints overlooking Teal Lake and Wauswaugoning Bay.

The Pigeon Point Unit includes the important resources of the international border. A major change in the alignment of U.S. 61 has provided opportunity to create a new, uncluttered image at and adjacent to the border. New customs and immigration stations have been installed on the Ontario side of the river. Those on the United States side are now completed and are tastefully designed in keeping with the location and with their function.

On the Ontario side, a small resort, a gift shop, and logging camp are being acquired to protect the scenic resources near the border

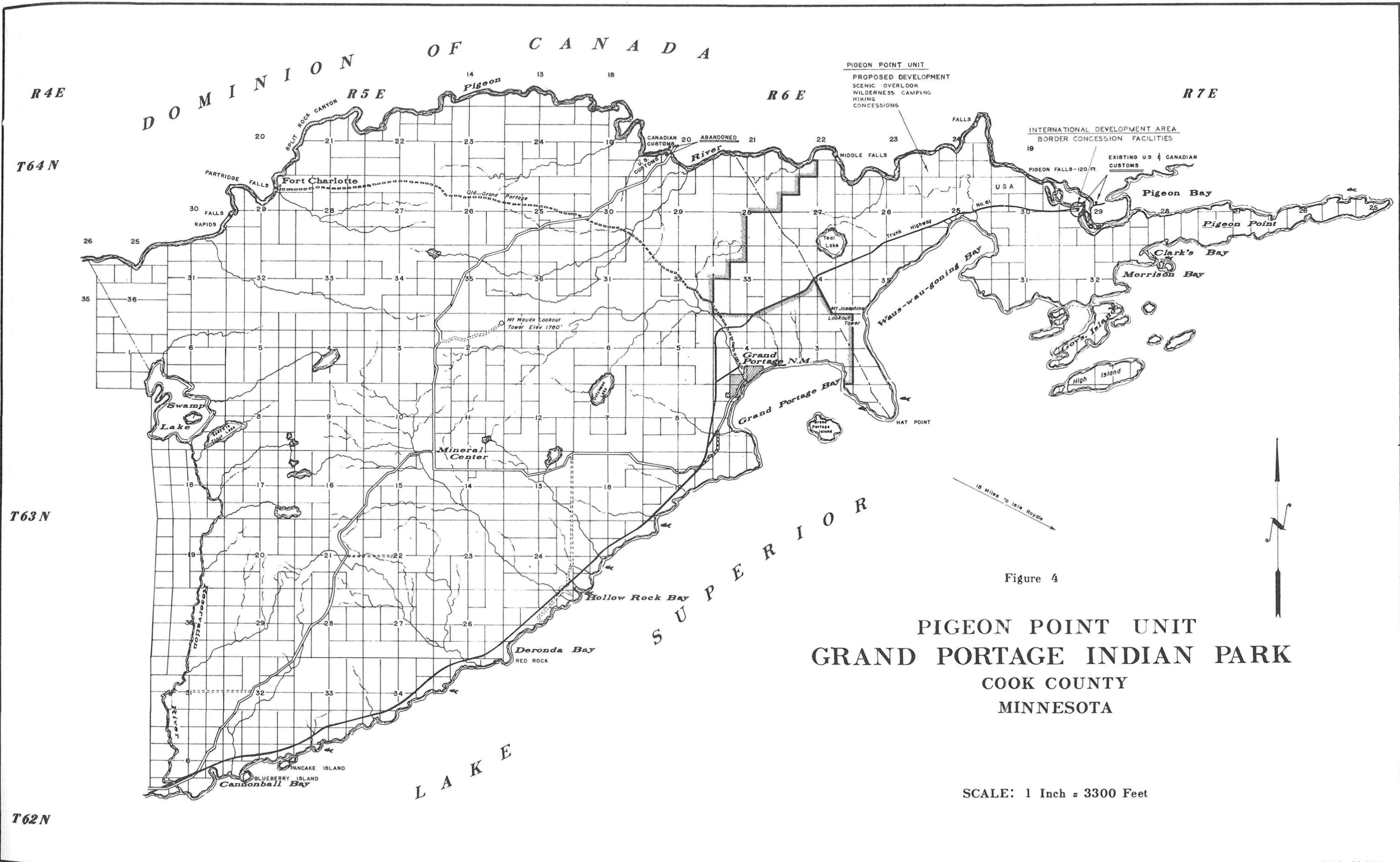


Figure 4  
**PIGEON POINT UNIT**  
**GRAND PORTAGE INDIAN PARK**  
 COOK COUNTY  
 MINNESOTA

SCALE: 1 Inch = 3300 Feet

crossing. These and other Crown lands will be developed for public recreation. An observation site and parking lot near High Falls, together with roads, trails, and campsites on Pigeon Bay, are the primary features of their plans.

The Grand Portage Band of Chippewa Indians are the owners of a large, important block of land adjacent to the Canadian border. In line with the recommendations of the National Park Service in 1961-62, the Band provided temporary protection of these lands when they set aside the Pigeon Point area, containing approximately 3,600 acres, for eventual development as an Indian park. This Indian interest and action temporarily protects these lands from uncontrolled development. Other private inholdings (approximately 480 acres) and the absence of funds to develop the Indian park for public use are the principal deterrents to permanent control and protection of the natural resources at the international crossing on the Pigeon River.

The National Park Service made the following earlier recommendations regarding the border crossing, and the task force strongly concurs with it:

U.S. 61 will be one of the major international border crossings between the United States and Canada, and its dignity and attractiveness should be preserved.

The Pigeon Falls (High Falls) on the Pigeon River represents one of the important features of the reservation; its setting and surroundings could easily be damaged by ill-planned developments or use.

The principal non-Indian inholdings are immediately adjacent to the border crossing. Only one tract of land has been improved. These improvements include a gasoline station, a restaurant, beer sales, store and souvenir shop, three homes, and a trailer parking area. This

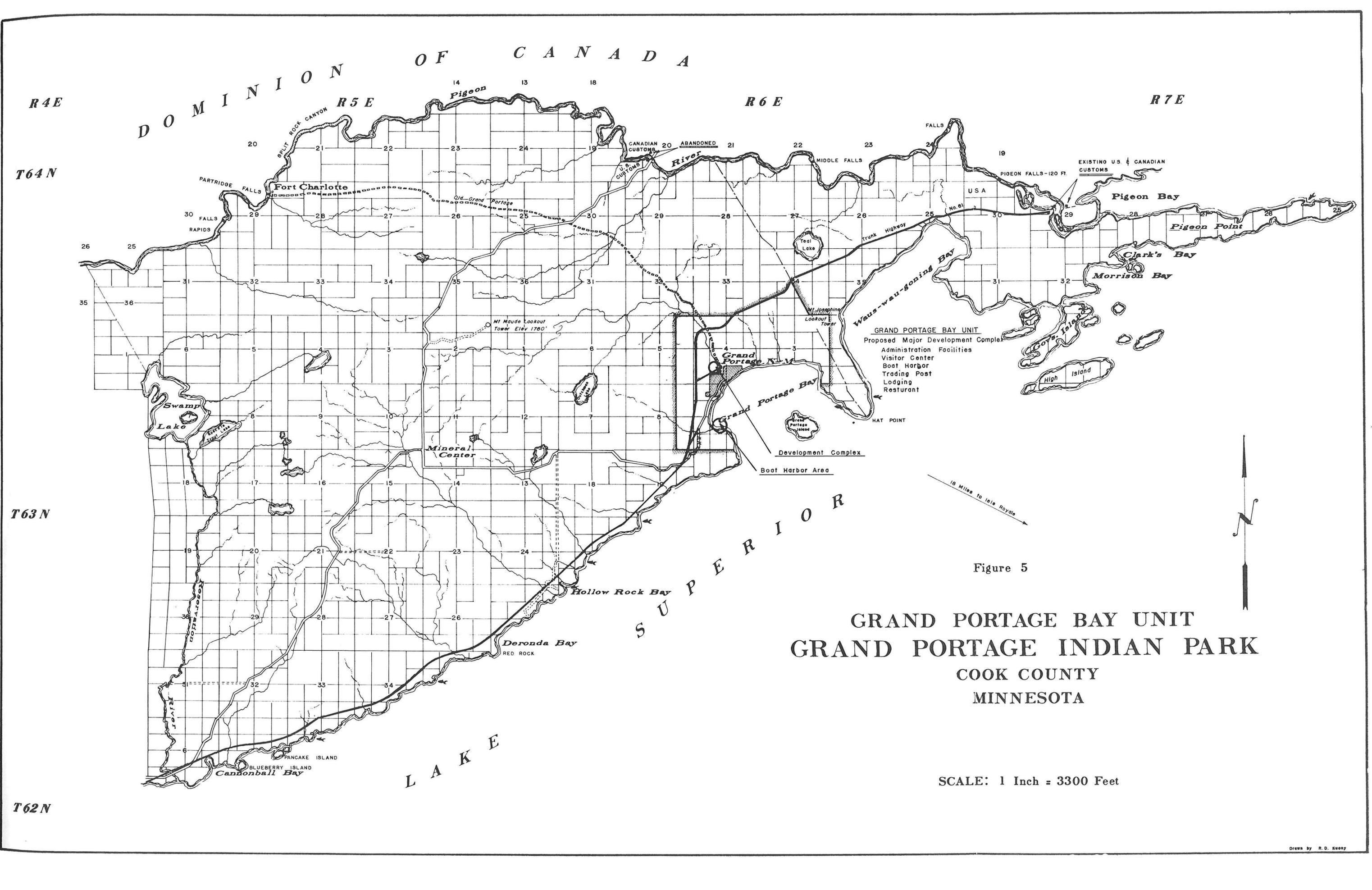
commercial complex is new and controlled by a single owner, yet it lacks eye appeal. Architectural design, building location, and landscaping are not consistent with the great significance of this area.

The task force therefore recommends that, in line with the Indian park proposal, this property be acquired and used only as an interim facility until appropriate tourist service facilities are constructed at Grand Portage Village.



Grand Portage Bay, with the reconstructed North West Company stockade and Great Hall on the shores of Lake Superior.

The Grand Portage Bay Unit (see figure 5) contains the Grand Portage Village and most significant parts of Grand Portage National Monument. The history of the area, scenic enchantment, and anthropological interests are blended with commerce and community life of the Grand Portage residents. The historical significance of this area has become poetic legend which influences every thought and action. Yet,



R4E

DOMINION OF CANADA

R6E

R7E

T64N

T63N

T62N

**GRAND PORTAGE BAY UNIT**  
 Proposed Major Development Complex  
 Administration Facilities  
 Visitor Center  
 Boat Harbor  
 Trading Post  
 Lodging  
 Restaurant

Development Complex  
 Boat Harbor Area

Figure 5

**GRAND PORTAGE BAY UNIT  
 GRAND PORTAGE INDIAN PARK  
 COOK COUNTY  
 MINNESOTA**

SCALE: 1 Inch = 3300 Feet

in a changing world, it is here in the Grand Portage community that the impact of today is first felt. It is expected that every visitor to the Indian park would spend part of his time within this unit. This is the most logical location for the "complex" concept of development--modern lodging, tourist service facilities, historical pageantry, Isle Royale National Park point of departure, and the blending of interests people have in Indian culture.

Of the approximately 1,760 acres in this unit, development would be restricted to about 100 acres and to lands essential to meeting the needs for the Indian park, Grand Portage National Monument headquarters, administrative facilities for Bureau of Indian Affairs employees, and visitor center. The sites selected would be mutually agreed to by the Department of the Interior and the Grand Portage Business Committee.

In addition to the 100 acres, the task force recommends that the small boat harbor proposed by the Corps of Engineers, and a small tract of land around this facility necessary to service the harbor, be in-

The Motor Vessel "Wenonah," carries hundreds of visitors annually to Isle Royale National Park from the dockside embarkation point at Grand Portage.



cluded within the park area in the Grand Portage Bay Unit. The major part of this unit, however, would continue to be administered, regulated, and developed as a village by the Business Committee. The committee has taken several actions to improve the community and benefit recreation as follows:

1. Arranged for a new village entrance road, extension and improvement of a road to the monument area, new road to Grand Portage Bay, and boat-launching ramp and dock;

2. Donated major land holdings for use as a National Monument and have since purchased other land interests within the monument to expedite development. The committee has also made a diligent effort to resolve problems of alienation and heirship within the monument boundary;

3. Assisted in arrangements for new signs and deceleration lanes along U.S. 61 at the entrance to the village;

4. Assisted in arranging signs pointing out the junction of the historic Grand Portage Trail and U.S. 61, and consideration for a study of an underpass or other means to restore the trail at this junction;

5. Assisted in arrangements for construction of scenic highway overlook areas near the village to view Teal Lake and an overlook of the Grand Portage Bay and Village;

6. Had plans prepared by the National Park Service for a tourist service center near the village entrance and supported planning recommendations and a State of Minnesota study of a possible information center near the Canadian border crossing;

7. Developed numerous campgrounds and trails within the interior of the reservation and has made a start on a ski run on Mount Josephine;

8. During the past 12 years, the Grand Portage Trading Post which is a Band enterprise, has retired an indebtedness of about \$45,000, and is now debt-free;

9. Been active in the initiation of a feasibility study by the Corps of Engineers of a potential harbor facility in Grand Portage Bay;

10. Been studying means of providing more adequate docking facilities for Isle Royale visitors;

Portaging camp gear along the 9-mile Grand Portage Trail, many visitors follow the voyageurs route of the 18th and early 19th centuries.



The Grand Portage Trading Post, which is a Band enterprise, has retired an indebtedness of about \$45,000, and is now debt-free.

11. Invited the U.S. Customs Service and the Bureau of Immigration and Naturalization to construct employee housing at Grand Portage Village and become part of the local community instead of selecting an isolated location at the international border;

12. Established a small public camping area. This area is equipped with tables, parking space, water, and sanitary facilities. The Business Committee has invested its funds in this project;

13. Acquired all available fee interests within the exterior boundaries of the Grand Portage Reservation, including undivided interests affecting approximately 6,390 acres of land;

14. Acquired trust interest in allotments insofar as funds are available affecting approximately 1,690 acres.

The Grand Portage Bay Unit will require careful study and detailed planning to obtain the greatest possible benefits through coordinated action of all future construction. The headquarters for Grand Portage National Monument, the Indian park, Bureau of Indian Affairs headquarters, and public recreation facilities will, for the first time, justify and require community water and sewer facilities. This will, in turn, enhance the development of an orderly village plat.

The U.S. Customs Service and the Bureau of Immigration and Naturalization who operate the station at the international crossing also plan housing for employees. The task force recommends that this housing be part of the total village complex and not be placed at an isolated location adjacent to the international border.

A great opportunity is now available to integrate the various plans and to develop Government, Indian park, and Grand Portage Village facilities in a pleasing, sensible, and efficient manner. The task force therefore recommends that experts in community planning in the Bureau of Indian Affairs and the National Park Service working with

the Grand Portage Band and the U.S. Customs Service and the Bureau of Immigration and Naturalization take immediate steps to develop detailed plans for Grand Portage Village and Grand Portage Bay Unit as follows:

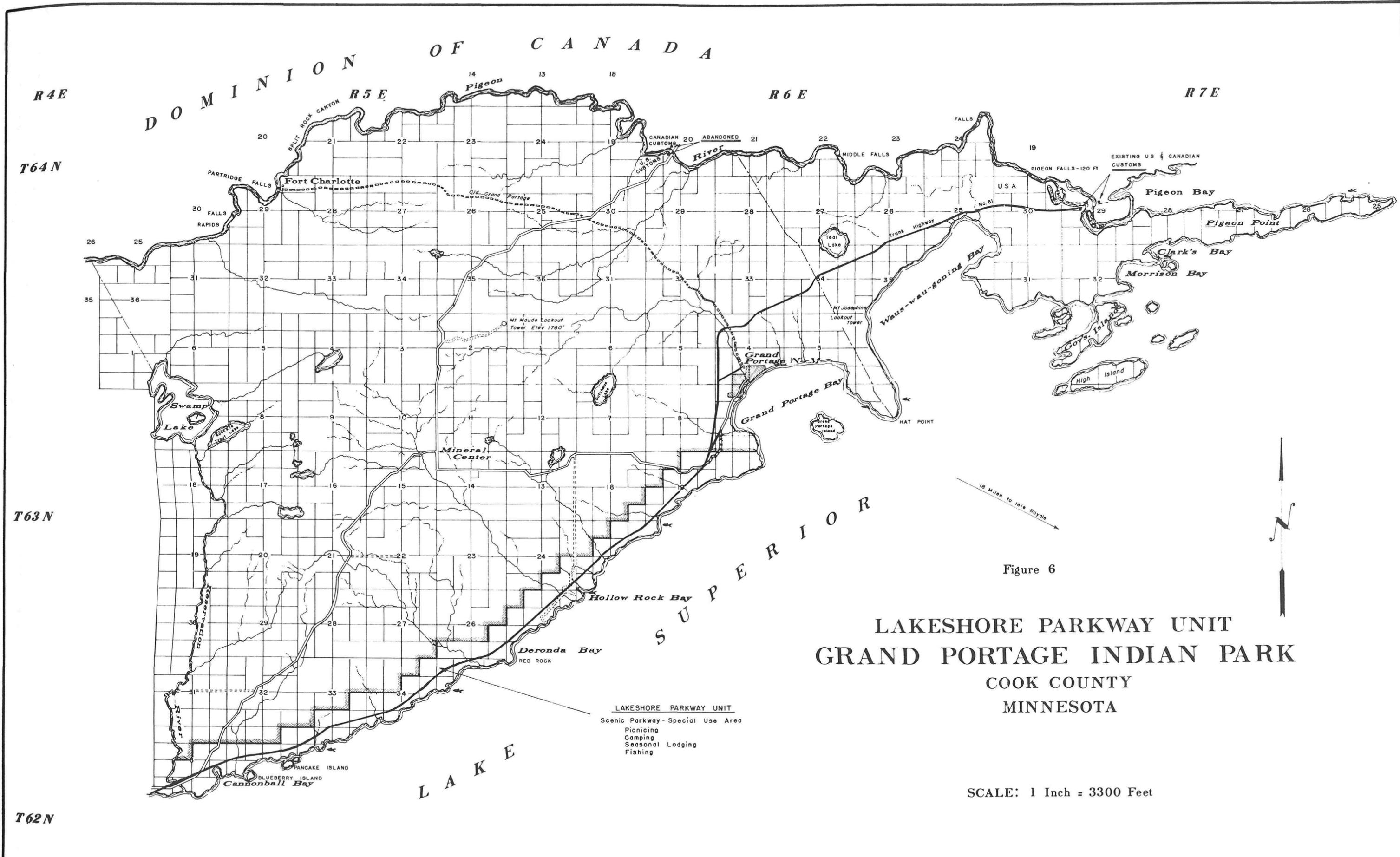
1. A comprehensive community development plan for the village and unit;
2. Housing for National Park Service, Bureau of Indian Affairs, Customs, Immigration and Naturalization, and Indian park employees. This housing should be related to orderly growth of the village and should not be isolated from the village;
3. Sewage treatment and sewer and water lines, electrical services, and roads required by the housing outlined above, and the complex of buildings required for administration of the Indian park, Grand Portage National Monument, Bureau of Indian Affairs administration, and visitor orientation and service center. These services should be planned in such a way that they will complement plans for the orderly growth of the village and wherever possible so that residents of the village can tie into these services. The design of these service facilities should also make provision for expansion to serve future village needs. Ideally, it would be highly desirable if both needs could be met at the same time;
4. Selection of a central service and maintenance area for equipment, storage, etc., required to operate the Indian park, Grand Portage National Monument, and the reservation without impinging on the beauty of Grand Portage Village or the view of the area from U.S. 61;
5. Public-use facilities required for the Indian park, the Corps of Engineers harbor, and the facilities described under item 3.

The task force recommends that the Regional Directors of the National Park Service and Bureau of Indian Affairs negotiate appropriate agreements to implement this work at an early date.

It is further recommended that the Bureau of Indian Affairs immediately communicate with the U.S. Customs Service and the Bureau of Immigration and Naturalization to make certain that these agencies will not take unilateral steps to develop housing which will be inimical to total development plans for the area.

Lakeshore Parkway Unit (see figure 6). Relocated U.S. 61 now affords an opportunity to create a scenic parkway along  $8\frac{1}{2}$  miles of Lake Superior shoreline south and west of the Grand Portage Bay Unit. This part of the Indian park would encompass about 3,027 acres of land, including acquisition of 879 acres of private land. Management of the unit would emphasize all aspects of a scenic parkway with specific attention to special-use areas.

Commercial fishing by Grand Portage Band members would be encouraged. Recreational uses, such as picnicking, camping, and seasonal lodging facilities, are also proposed.



18 Miles to Isle Royale



Figure 6

LAKESHORE PARKWAY UNIT  
 GRAND PORTAGE INDIAN PARK  
 COOK COUNTY  
 MINNESOTA

- LAKESHORE PARKWAY UNIT  
 Scenic Parkway-Special Use Area  
 Picnicing  
 Camping  
 Seasonal Lodging  
 Fishing

SCALE: 1 Inch = 3300 Feet

Implementation of this plan will be a step forward in helping preserve the scenic resources along the Lake Superior shoreline which, in the opinion of many, is one of the great scenic drives in the Nation. This rocky, undulating coastline, with its magnificent vistas, forests, rivers, white water, waterfalls, and the cold, blue-green waters of Lake Superior is breathtaking.

Unfortunately, many portions of the 155 miles of U.S. 61 from Duluth, Minn., to the Pigeon River are blighted by billboards, clutter, and poorly designed improvements. Though the short  $8\frac{1}{2}$ -mile reach of road within the Grand Portage Indian Reservation is only a small part of the total mileage which needs attention, development and improvement of it and other public ownerships along the roadway may eventually stimulate the imagination of responsible governmental officials and of private citizens to likewise develop and improve their property.

Park Administration. The task force suggests for consideration an administrative framework along the following lines:

1. A Grand Portage Indian Park board of directors should be established to develop and operate the park;
2. The board should consist of seven members as follows:
  - a. One representative of the National Park Service and one from the Bureau of Indian Affairs appointed by the Secretary of the Interior (hereinafter referred to as the "Secretary"). These representatives shall serve at the pleasure of the Secretary;

- b. One representative of the Grand Portage Band and one from the Minnesota Chippewa Tribe to be appointed by the Band and the Tribe, subject to the concurrence of the Secretary;
- c. Three members at large appointed by the Grand Portage Band, subject to the concurrence of the Secretary. These members shall be knowledgeable individuals with an interest in Indians, Indian resources, and natural values, such as educators, business and professional persons, employees of State or local government, etc.;
- d. Board members, other than the Federal representatives, shall be appointed for 6-year staggered terms and shall receive no compensation except per diem for expenses.

3. The duties of the board and operational procedures are proposed as follows:

- a. They shall adopt rules of procedure, bylaws, and shall elect a chairman and appropriate officers;
- b. An annual budget and plan of management should be prepared and approved by the board. The Federal representatives of the board should concur with the budget and the plan. The budget and plan shall be transmitted to the Regional Director of the National Park Service for incorporation into the budget request of that office. The budget should be given separate identity and should be earmarked for Indian park purposes;

- g. Eventually, it is anticipated that the park employees and managerial staff will consist largely of Indians and only minimal supervision and audit will be required by the Department of the Interior;
- h. After an interim period, perhaps 10 years, the board, if it is unable to hire Indians for park positions, should have the authority to hire non-Indian employees.

The task force further recommends that the Bureau of Indian Affairs, working with the Chippewa Tribe and the Grand Portage Band, assume responsibility for training Indians to develop and operate non-park tourist services.

Employees of the Indian park would have a distinctive emblem and uniform. Signs, informational brochures, etc., would also be distinctive and would project the image and identity of the area as an Indian park.

Indian Park Cost Estimates. During the initial 5-year period, costs are estimated as follows:

|   |                                 |
|---|---------------------------------|
| Land acquisition . . . . .                                  | \$ 741,840                      |
| Development (columns 3 and 4<br>on summary sheet) . . . . . | 4,206,900                       |
| Operation (columns 1 and 2<br>on summary sheet) . . . . .   | 924,000                         |
|   | <u>\$5,872,740</u> <sup>1</sup> |

This total, based on experience in similar areas and taking into account the need to train Indian personnel, is summarized on pages 27 and 28 (a more detailed summary of development costs is contained in appendix VII).

<sup>1</sup>A 5-year interim lease payment to the Indian Band and Tribe during the first 5 years would increase this total by an additional \$239,800. The rationale for this payment is explained later in the report.

SUMMARY-GRAND PORTAGE INDIAN PARK COSTS

| <u>Year</u> | <u>Management and Protection</u> | <u>Maintenance and Rehabilitation</u> | <u>Roads and Trails</u>  | <u>Buildings and Utilities</u> | <u>Land Acquisition</u> | <u>Indian Land Lease</u> |
|-------------|----------------------------------|---------------------------------------|--------------------------|--------------------------------|-------------------------|--------------------------|
| 1           | \$ 95,000 <sup>1</sup>           | \$ 43,000                             | \$1,248,500 <sup>3</sup> | \$2,958,400 <sup>3</sup>       | \$ 100,000              | \$ 47,960                |
| 2           | 88,200                           | 150,600 <sup>2</sup>                  | 0                        | 0                              | 200,000                 | 47,960                   |
| 3           | 88,200                           | 94,200                                | 0                        | 0                              | 200,000                 | 47,960                   |
| 4           | 88,200                           | 94,200                                | 0                        | 0                              | 141,840                 | 47,960                   |
| 5           | <u>88,200</u>                    | <u>94,200</u>                         | <u>0</u>                 | <u>0</u>                       | <u>100,000</u>          | <u>47,960</u>            |
| Totals      | \$ 447,800                       | \$ 476,200                            | \$1,248,500              | \$2,958,400                    | \$ 741,840              | \$ 239,800               |

<sup>1</sup>Includes equipment shown by \* on Equipment Sheet.

<sup>2</sup>Includes balance of equipment shown on Equipment Sheet.

<sup>3</sup>Detailed planning will be necessary before a 5-year development schedule can be developed. Gross estimates have been made at this time.

GRAND PORTAGE INDIAN PARK

EQUIPMENT NEEDS FOR OPERATION AND MAINTENANCE

| <u>Vehicle</u>                      | <u>No.</u>           | <u>Estimated cost</u> |
|-------------------------------------|----------------------|-----------------------|
| 1. Sedan                            | 1 *                  | \$ 1,600              |
| 2. Station wagon                    | 2 *                  | 3,800                 |
| 3. Pickup, $\frac{1}{2}$ -ton       | 2 *                  | 3,400                 |
| 4. Truck, Dump, $1\frac{1}{2}$ -ton | 1 *                  | 3,400                 |
| 5. Truck, Dump, 19,000 GW           | 1                    | 4,000                 |
| 6. Snowplow for truck               | 1                    | 1,500                 |
| 7. Front end loader, 1 cy.          | 1                    | 10,000                |
| 8. Crawler-type tractor, D-6        | 1                    | 10,000                |
| 9. Motor grader                     | 1                    | 15,000                |
| 10. Small mowers                    | As required          | 1,000                 |
| 11. Patrol boat, 24'-26'            | 1 *                  | 6,000                 |
| 12. Boat (work barge)               | 1                    | 15,000                |
| 13. Boat, outboard                  | 1 *                  | 2,000                 |
|                                     | Total cost . . . . . | <u>\$ 76,700</u>      |

\*These will be needed the first year. Balance will be needed the second year when development has occurred and the park is in operation.

GRAND PORTAGE INDIAN PARK

Staffing Summary

| <u>Position and Grade</u>                  | <u>Year and Number of Employees</u> |           |           |            |            |
|--|-------------------------------------|-----------|-----------|------------|------------|
|  | <u>1st</u>                          | <u>2d</u> | <u>3d</u> | <u>4th</u> | <u>5th</u> |
| <u>Permanent</u>                           |                                     |           |           |            |            |
| Superintendent, GS-11                      | 1                                   | 1         | 1         | 1          | 1          |
| Chief Park Ranger, GS-9                    | 1                                   | 1         | 1         | 1          | 1          |
| Park Ranger, GS-7                          | 0                                   | 1         | 1         | 1          | 1          |
| Chief of Park Maintenance, GS-9            | 1                                   | 1         | 1         | 1          | 1          |
| Maintenance Foremen                        | 0                                   | 2         | 2         | 2          | 2          |
| Administrative Assistant                   | 1                                   | 1         | 1         | 1          | 1          |
| Clerk-Stenographer                         | 1                                   | 1         | 1         | 1          | 1          |
| Typist                                     | 1                                   | 1         | 1         | 1          | 1          |
| Laborers and/or Equipment Operators        | 2                                   | 4         | 4         | 4          | 4          |
| Subtotal . . . . .                         | 8                                   | 13        | 13        | 13         | 13         |
| <u>NPS Advisory and Training Personnel</u> |                                     |           |           |            |            |
| Administrator, Superintendent, GS-11       | 1                                   | 1         | 1         | 1          | 1          |
| Management Assistant, GS-9                 | 2                                   | 2         | 2         | 2          | 2          |
| Subtotal . . . . .                         | 3                                   | 3         | 3         | 3          | 3          |
| Total Permanent Indian and NPS . . . . .   | 11                                  | 16        | 16        | 16         | 16         |
| <u>Seasonal</u>                            |                                     |           |           |            |            |
| Seasonal Park Rangers, GS-4                | 0.5                                 | 1.5       | 1.5       | 1.5        | 1.5        |
| Laborers and/or Equipment Operators        | 0.5                                 | 2.0       | 2.0       | 2.0        | 2.0        |
| Caretaker                                  | 0                                   | 0.5       | 0.5       | 0.5        | 0.5        |
| Total seasonal . . . . .                   | 1.0                                 | 4.0       | 4.0       | 4.0        | 4.0        |

The above staffing is based on the following assumptions:

1. That development will be accomplished quickly but not to the extent that a full staff is needed the first year;
2. That the Indians will require a period of training to become proficient in park operation, hence the number has been increased over normal staffing needs;
3. That the Secretary of the Interior, through the Bureau of Indian Affairs and in cooperation with the National Park Service and the Grand Portage Indian Park board of directors, will handle the initial training of the Indians in management of the area. This will require some dual staffing for a short length of time. It is further anticipated that other National Park Service specialists will be available to the park on an intermittent basis as needed.

Land Control. The task force recommends the following:

1. The Secretary of the Interior should be authorized to acquire non-Indian holdings within the boundaries of the Indian park (2,439 acres). Title to these lands would be held in the name of the United States. Provision should be made for the Secretary of the Interior to grant to the Indians the same rights which they presently enjoy on trust lands within the Indian park boundary. In the event the park is abandoned, the lands shall revert to the Indians in accordance with appropriate laws, rules, and regulations.

2. Because the Grand Portage Band and Minnesota Chippewa Tribe lands will be used for park purposes, it is suggested that these lands be leased by the Secretary of the Interior until the park is developed along the lines suggested in this report. The plan of development proposes completion in 5 years; however, if this is not accomplished, the lease payment should continue until it is completed. Lease payments should be based on a 7 percent of fair market value of the land which is explained in the section on land costs. The rationale for the lease payment lies in the fact that the two tribal entities will, during the period of development, forego income from the lands included in the park (wood products, lease of cottage sites, etc.). Once the area is developed, it is expected that tourist services provided by the Band will offset loss of income from lands used for park purposes.

3. Land owned by the State will be acquired only with the State's concurrence.

4. The 80-acre tract of public domain land will be used for Indian park purposes. The title would be held in the name of the United States, as outlined in item 1 for private lands.

5. Lands allotted to individual Indians will be acquired by the Secretary of the Interior. Title to these lands would be held in the name of the United States. Indians living on allotted lands can be relocated by assignment on Tribal or Band land, or on substitute lands within the reservation but not within the Indian park. Such substitute lands, if non-Indian, would be acquired by negotiated purchase by the Secretary. Funds for such negotiated purchase would be the cash consideration necessary to acquire the allotment. In the event the park is abandoned, these lands shall revert to the Indians in accordance with appropriate laws, rules, and regulations.

Appraisers from the Minneapolis office of the Bureau of Indian Affairs have estimated values of lands and improvements within the proposed Indian park. The analysis is summarized on the following pages, and is presented in more detail in appendix VIII. Figure 8 shows the land ownership status for the area.

In the various analyses which follow, cost estimates have been developed for Federal and State lands within the Indian park boundary; however, it is not expected to be necessary to acquire these lands. If it is necessary to acquire them, it will be subject to the concurrence of the owner and perhaps exchanges can be worked out.

PIGEON RIVER UNIT\*  
(2,193 total acres)

Land to be acquired in fee

|  | <u>Acres</u> | <u>Estimated<br/>Fair Market Value</u> |
|--|--------------|--|
| Allotted lands . . . . .                     | 205          | \$ 25,000                              |
| Private lands . . . . .                      | <u>665</u>   | <u>95,500</u>                          |
|  | 870          | \$120,500                              |
| Plus contingencies (20<br>percent) . . . . . |              | <u>24,100</u>                          |
|  |              | \$144,600                              |

\*Within this unit are 578 acres of Minnesota Chippewa Tribe lands and 745 acres of Grand Portage Band lands which would be incorporated into the park. If Indian communal (Tribal and Band) lands are leased at 7 percent of market value (\$128,500), it would cost \$8,995 per annum. There are no assignments to individual Indians on these Indian communal lands. The lease cost has been computed as follows:

Lease values in this area center about 8 to 10 percent of market value of the property. Allowances for lease of a large area and stability of lessee is 2 percent. Thus, a fair lease value would be:

|                  |                  |
|------------------|------------------|
| Market indicates | 9 percent        |
| Less allowances  | <u>2 percent</u> |
|                  | 7 percent        |

An investigation of the only nearby loan facility, a bank at Grand Marais, showed that first mortgage loans, with 50 percent down, were made at  $6\frac{1}{2}$  percent. Savings certificates (1 year) were paid at  $4\frac{1}{2}$  percent, and passbook savings were paid at  $3\frac{1}{2}$  percent. It therefore can be concluded that the safe rate is  $6\frac{1}{2}$  percent, and that risk and non-liquidity for this type of investment increased the rate by  $1\frac{1}{2}$  percent, or a total lease rate of 8 percent.

PIGEON POINT UNIT\*  
(7,324 total acres)

Lands to be acquired in fee

|  | <u>Acres</u> | <u>Estimated<br/>Fair Market Value</u> |
|--|--------------|--|
| Federal lands . . . . .                      | 80           | \$ 1,200                               |
| State of Minnesota lands . . . . .           | 15           | 4,400                                  |
| Allotted lands . . . . .                     | 321          | 5,295                                  |
| Private lands . . . . .                      | 795          | 122,440                                |
| Improvements (16) . . . . .                  | ---          | 124,800                                |
|  | 1,211        | \$268,135                              |
| Plus contingencies (20<br>percent) . . . . . |              | 53,627<br>\$371,762                    |

\*Within this unit are 142 acres of Minnesota Chippewa Tribe lands and 5,971 acres of Grand Portage Band lands which would be incorporated into the park. A lease cost of 7 percent of market value (\$310,365) equals \$21,725 per annum. On these Indian communal lands are two improvements on assignment. There will be no immediate need to relocate these improvements. Indian commercial fishing sites within this unit should be protected.

GRAND PORTAGE BAY UNIT  
(100 total acres)

The normal appraisal process could not be applied to the lands within this unit since the Indian park sites have not been identified. The Indian park activities projected for the unit will require lands for housing, administrative needs, and for tourist facilities. The needed areas may not be large, but will probably be select locations. For the purpose of this report, it has been assumed that an aggregate of 100 acres, within the Grand Portage Bay Unit, will meet the needs of the Indian park. A value of \$100,000 is considered adequate. Until a detailed analysis and plan is completed for the unit, it will not be possible to determine if this 100 acres will be Tribal, Band, allotted, or private land. To insure that sufficient funds are estimated, the analysis assumes that this 100 acres will be fee simple purchase of private lands.

LAKESHORE PARKWAY UNIT\*  
 (3,027 total acres)

Lands to be acquired

|  | <u>Acres</u> | <u>Estimated<br/>Fair Market Value</u> |
|--|--------------|--|
| State of Minnesota lands. . . . .            | 271          | \$ 21,850                              |
| Allotted lands . . . . .                     | ---          | ---                                    |
| Private lands . . . . .                      | 879          | 63,015                                 |
| Improvements (23) . . . . .                  | ---          | 44,700                                 |
|  | <u>1,150</u> | <u>\$129,565</u>                       |
| Plus contingencies (20<br>percent) . . . . . |              | <u>25,913</u>                          |
|  |              | <u>\$155,478</u>                       |

\*Within this unit are 235 acres of Minnesota Chippewa Tribe land and 1,642 acres of Grand Portage Band land which would be incorporated into the park. A lease cost of 7 percent of market value (\$246,265) equals \$17,238 per annum. On the Indian communal lands, both Tribal and Band, are 14 improvements by assignment or lease. In time it will be necessary to relocate some of these units to permit full park development. It is not expected that this will be immediately necessary.

RECAPITULATION OF ALL UNITS

|  | <u>Acres</u> | <u>Estimated<br/>Fair Market Value</u> |
|--|--------------|--|
| Federal lands . . . . .                      | 80           | \$ 1,200                               |
| State lands . . . . .                        | 286          | 36,250                                 |
| Allotted lands . . . . .                     | 526          | 30,295                                 |
| Private lands* . . . . .                     | 2,439        | 380,955                                |
| Improvements (39) . . . . .                  | ---          | 169,500                                |
|  | <u>3,331</u> | <u>\$618,200</u>                       |
| Plus contingencies (20<br>percent) . . . . . |              | 123,640<br><u>\$741,840**</u>          |

\*Assumes fee simple purchase of 100 acres of private lands within the Grand Portage Bay Unit.

\*\*The total annual lease cost is estimated at \$47,960. (There are 9,313 acres of communal land, having a market value of \$685,130.) The 5-year lease cost equals \$239,800.

Acquisition of private land will reduce local property taxes by about \$4,956, but this loss will be more than offset by the positive impact of the park on the local economy. Based on courthouse records the tax loss is as follows:

|                        |   |           |                   |
|------------------------|---|-----------|-------------------|
| Lakeshore Parkway Unit | ) | . . . . . | \$3,838.92        |
| Pigeon Point Unit      |   |           |                   |
| Pigeon River Unit      | ) | . . . . . | 1,117.00          |
| Grand Portage Bay      |   |           |                   |
| Unit (estimated)       |   |           |                   |
|                        |   |           | <u>\$4,955.92</u> |

Though it is expected that the Grand Portage Band will be provided with direct employment and will have the opportunity to develop and operate tourist service facilities adjacent to the park which will offset the loss of income from Band lands used for the park, the Minnesota Chippewa Tribe will not have the same opportunity. The task force thus recommends that, at the end of the 5-year development period, at which time lease payments will be terminated, the Minnesota Chippewa Tribe be compensated for use of their Tribal lands for the park, either with a lump-sum payment representing the value of the usage of their lands for the park or in installments plus interest on unpaid balances for these rights.

## ECONOMIC ANALYSIS

Investment Opportunities. Both the National Park Service plan (1961) and the Aguar report (1963) recommended that an Indian park be established. These plans did not provide any specific method of implementation. Though the Grand Portage Band, by resolution, did designate an area to be reserved for an Indian park, lack of funds for capital investment and park development have precluded any substantial progress.

The per capita income of members of the Band in 1966 was considerably below the national average. The resident Indian population of 178 persons suffer from chronic unemployment and depend upon limited, seasonal timber operations, tourist service, and commercial fishing for cash income. A survey of incomes shows that there are 47 Indian families in the reservation--15 have cash incomes under \$2,000; 20 between \$2,000 and \$3,000; 10 between \$3,000 and \$5,000; and 2 over \$5,000. The median family income is \$2,565. Of the 56 employable work force, 29 were employed and 27 (49 percent of the work force) were out of work. Lack of jobs in the area accounts for this high unemployment rate. The Band, marked by this low per capita income, therefore has the economic need to bolster incomes through opportunities offered by the recreation business and the establishment of the Indian park.

The Grand Portage Reservation contains both Tribal lands (approximately 25 percent) and Band lands (approximately 50 percent)



The Grand Portage Band has the economic need to bolster incomes through opportunities offered by the recreation business and establishment of the Indian park.

which are administered by the Minnesota Chippewa Tribal Executive Committee and the Grand Portage Business Committee respectively.

The operating budgets are composed of income from land rentals, timber sales, ricing permits, donations and other sources. During the past few years, Tribal budgets have been \$75,000-\$80,000, and the Grand Portage budget has been \$10,000-\$12,000 per year. Maintaining a balanced budget is a constant struggle.

The 1968 Grand Portage Business Committee budget will be limited to approximately \$8,000 as follows: \$800-\$900 in the U.S. Treasury plus income from current timber sales \$3,000-\$4,000; distribution of the Minnesota Chippewa Tribe to the Grand Portage Band \$800; and the sale of lands for the National Monument approximately \$3,000.

Though Tribal and Band treasuries are inadequate to finance the investments proposed for the park, the question can be asked--would high-risk capital be available to them from other sources (SBA, EDA, etc.), which could be amortized by income derived from services provided tourists visiting the park? A careful **analysis** of this question was completed by the National Park Service which demonstrates that this would not be economically feasible. A summary of the analysis is contained in the following paragraphs; appendix VI contains the complete analysis.

Various accommodations for which user fees would be levied are required. They include a lodge, primitive cabins, and campgrounds within the proposed park. Such facilities are required to provide greater public use and enjoyment of the scenic, natural, and historic resources of the park.

In order to indicate possible means of financing these facilities, as well as their feasibility, an analysis was made based on two methods of financing and construction: 1. Financed and constructed by the Indians themselves; 2. Facilities constructed by the Federal Government and leased to the Indians. The total cost of the income-producing facilities is estimated to be \$1,290,200, and would consist of a 50-room lodge and 20 primitive cabins - \$692,500; a concession complex - \$210,000; and campgrounds - \$388,200 (200 modern and 225 primitive sites).

If these were financed and constructed by the Indians themselves, the conventional annual amortization based on useful life would be \$40,650. Using this as a basis, \$813,000 would be amortized over a

20-year period, leaving an unliquidated balance of investment of \$430,500.

If the facilities were financed by the Government and rented to the Indians, the rental payment based on National Park Service schedules would be \$16,500 annually. This amounts ~~to~~ \$330,000 over a period of 20 years, leaving an unliquidated balance of \$913,000.

Of more importance, these data point out what profit, if any, the Indians would realize from the commercial facilities. Gross receipts were figured on anticipated occupancy rate and anticipated revenues based on similar concession facilities in other parks. These indicate that the anticipated gross receipts annually from the lodge, primitive cabins, concession complex, and campgrounds would be \$390,840.

Based on annual net profit of 5 percent and assuming construction and financing by the Indians with hired management and including operating, maintenance, and depreciation charges, the profit would be \$19,540. The annual net profit if the facilities were Government-financed and rented to the Indians, using the same gross profit less rental and conventional franchise fees, would be \$39,910. It was also determined that the annual profit would be considerably less if the concession complex were the only facility constructed. If constructed by the Government and leased, the annual profit would be less than \$5,000. It would be only a little over \$3,500 if financed and built by the Indians.

The above analysis indicates that financing and constructing the ~~commercial~~ facilities would be a high-risk venture for the Indians to undertake and could not be recommended. It would not be economically encouraging when we consider the annual estimated **net profit on a**

\$1,290,200 investment would only be approximately \$20,000.

The task force thus believes these facilities should be constructed, preferably by Government financing. Without these facilities, it is doubtful that the true values of the Indian park can be realized, both from the standpoint of economic benefits to the Indians as well as public use and enjoyment of the area. It is also important to keep in mind that the analysis does not **include** an investment of approximately \$2,920,000 for roads, trails, utilities, and other non-income producing public recreation facilities which are essential for park operations and which in large measure produce the income associated with the commercial facilities.

The same observations apply to non-Indian private investment sources. Experience to date by the Band and the Bureau of Indian Affairs indicates that private investors have determined that returns would not justify the capital costs required.

Beneficial Economic Impact. One of the important advantages of establishing an Indian park at Grand Portage would be to promise a healthy economic base for the Indian people and the area. The history of many resort areas support the conclusion that establishment of the park would result in an economic gain to the Grand Portage Band, to the region, and to the State of Minnesota. An area available for public usage and preserved as a park represents the backbone of tourist attraction which will continue to generate valuable economic benefits without being consumed by competing, uncoordinated, frequently unattractive developments.

Because of the existence of the Indian park and the consequent variety of attractions (sightseeing, fishing, nature walks, lectures,

and the like), there would be a tendency to hold visitors in the area for a longer period of time. One of the principal difficulties at **present** is that visitors tend to continue on immediately to Canada.

If the existence of the park were to persuade such tourists to stay even an extra day or two, the economic benefits to the community would be very great. There is still much unused capacity in the tourist establishments of the area, and there is a need to encourage tourists to remain for a **longer** period.

An analysis of the beneficial economic impact indicates that the park when fully developed would create 88 new jobs (16 permanent and 10 seasonal employees and 62 other jobs generated in the immediate area) and will generate \$1.24 million of direct new spending. There would be a loss of six timber harvesting jobs and ~~nine~~ in other commercial ventures on lands which would be devoted to the Indian park. Because the proposal calls for land acquisition, there will be a property tax loss based on 1964 taxes of \$4,956. The Wisconsin Department of Resource Development considers each new dollar of tourism expenditure in an area will have an impact of \$1.75 through secondary services and purchases. By applying this multiplier effect to the direct spending at Grand Portage, a total impact of \$2.2 million would occur to commerce in the immediate area.

The table on page 44 indicates the manner by which these figures were derived.

ECONOMIC IMPACT OF TOURIST EXPENDITURES

Grand Portage Indian Park

|   | <u>Persons</u> |
|---|----------------|
| Estimated traffic flow in 1970 at Minnesota-Ontario border crossing . . . . . | 1,033,000      |
| Recreation traffic - 90 percent . . . . .                                     | 900,000        |

(The National Park Service estimated that 96 percent of total yearly count made in 1964 by Immigration and Naturalisation Service officials at the border was recreational. If none of the winter traffic was recreational (4 percent of total), this then becomes a measure of non-recreation travel. If summer non-creation travel was 150 percent of similar winter travel (6 percent of the total), summer recreation travel would then be 90 percent. The Minnesota Arrowhead Association travel survey estimates 50 percent of summer travel in northern Minnesota is recreation traffic, or 500,000 persons.)

|                                       |         |
|---------------------------------------|---------|
| Estimated recreation visits . . . . . | 362,000 |
|---------------------------------------|---------|

(This is a visit by a person for the purpose of engaging in recreation activities which are not part of or incidental to the pursuit of a gainful occupation. The National Park Service estimates 35 percent of total traffic would utilize the facilities of the Grand Portage Indian Park.)

New Income to Area

|  | <u>Recreation<br/>Visitor-days<sup>2</sup></u> | <u>Expenditures<sup>3</sup></u> |
|--|--|---------------------------------|
| Campers within park (4.2 per party) <sup>1</sup> . . . . . | 120,750  | \$ 293,250                      |
| Lodging outside park . . . . .                             | 50,000   | 510,000                         |
| Motel Units  | 15,950   |                                 |
| Cabins . . . . .   | 7,200  | 319,000                         |
| Other visitors (picnickers, hikers, etc.) . . . . .        | 66,325   | 45,750                          |
| Park employees (16 permanent; 10 seasonal) . . . . .       | ---  | 72,000                          |
|  | <u>250,000</u>                                 | <u>\$1,240,000</u>              |

<sup>1</sup>The Minnesota Arrowhead Association vacation travel survey found the average vacation party is 4.2 persons.

<sup>2</sup>Recreation visitor-days includes 12 visitor-hours, aggregated continuously, intermittently, or simultaneously by one or more persons engaged in recreation activities which are not part of or incidental to the pursuit of a gainful occupation.

<sup>3</sup>Expenditures based on best available information from research studies by Minnesota Arrowhead Association, University of Wisconsin, and others. Rates used were: campers \$10.20 per party; motel users \$15; cabin users \$11; lodging outside the park (camping, motels, etc.) \$10.20; other visitors (picnickers 75 cents and others slightly less); and park employees from wage schedules.

A ~~net~~ Federal investment of \$1.51 per recreation visitor-day of use will operate the park, amortize capital investments, and allow a 5 percent interest on funds used for land purchases. This has been computed as shown on page 46.

Net Federal investment per recreation visitor-day is the net operating cost divided by the total number of recreation visitor-days of use

Operating cost per year

|   |               |                  |
|---|---------------|------------------|
| Maintenance and operation                 | \$184,800     |                  |
| Land lease (Indian community lands)       | 47,960        |                  |
| Interest on land purchases (5 percent)    | 37,092        |                  |
| Amortization of capital expenditures      |               |                  |
| Buildings and facilities (30 years)       | 40,650        |                  |
| Roads (20 years)                          | <u>92,048</u> |                  |
|   |               | \$402,550        |
| Operating credits                         |               |                  |
| Concession rentals                        | 16,500        |                  |
| Growth in land value (1 percent per year) | <u>7,418</u>  |                  |
|   |               | 23,918           |
| Net operating cost                        |               | <u>\$378,632</u> |
| Recreation visitor-days                   | 250,000       |                  |

The task force also came to the following additional conclusions:

1. After the initial 5-year development program, additional expenditures for development within the park by the Federal Government and, eventually, expenditures for new tourist facilities outside the park by private individuals and firms will have a great impact on the local economy;
2. Continuing expenditures for maintenance and operation of the park would provide a more stable source of income for members of the Grand Portage Band;
3. Establishment of the park would provide an advertising and publicity advantage of great value to the Band, the region, and the entire State;

4. As private investments in the recreation and vacation industry increase, any loss in assessed values and taxes on the land transferred to Indian park status would be offset. Numerous studies have demonstrated the validity of this conclusion (Cape Hatteras National Seashore, Glacier National Park, etc.);

5. As tourist and vacation travel increases, there will be greater job opportunities for the Grand Portage Band and a broader base for employment and income.

Examples of Precedents. The establishment of an Indian park at Grand Portage would be similar to the highly successful Recreation Demonstration Area projects of the 1930's. In this program, the National Park Service instituted, in cooperation with the United States Resettlement Administration of the Department of Agriculture, a plan for the conversion of low productive farmland and other marginal areas to recreation areas. The Park Service planned, and through Civilian Conservation Corps and Works Progress Administration work camps, constructed many facilities for the public in these areas. Later most of the areas were transferred to the States; in a number of States these Recreation Demonstration Areas became the basis of a State park system. Throughout the program, considerable Federal investments were made to accomplish the dual objectives of dealing with an economic depression and to provide park facilities.

In another instance, a plan of repayment for the investment of public funds proved to be very successful at Mount Rushmore National Memorial near Rapid City, S. Dak., and could be followed at the Indian park so that the visiting public would have adequate facilities and services. Congress appropriated \$500,000 to the National Park Service

over a 2-year period, starting in 1956, to finance a development program. The concessioner, the Mount Rushmore Society of Black Hills, agreed to a payment of franchise fees to assist in defraying the cost of this program.

The seven goals of the Grand Portage Band and the proposed dedication of parts of Chippewa Tribal and Band lands as an Indian park for public use similarly justifies Federal assistance in making the proposed Grand Portage Indian Park possible.

## RECREATION SUPPLY AND DEMAND

Population. Visitors may be expected to come to the Indian park and the monument principally from the 12 midwestern States as well as the southern part of Manitoba and Ontario Provinces of Canada (see figures 1 and 7). Twenty to 25 percent will be Canadian visitors. The population of this region in 1960 was 51,619,000. By 1976, the Outdoor Recreation Resources Review Commission study projects this population to 67,124,000, and by the year 2000 to 101,305,000 persons. While the region's population is expected to double, participation in outdoor pursuits which the Indian park and the monument offer will nearly triple.

Many of the persons who would visit the area will come from the State of Minnesota. The State population in 1960 was 3,413,864, a 14 percent increase since 1950. The population density is 43 persons per square mile. About half of the people live in the Minneapolis-St. Paul metropolitan area, approximately 275 miles away from the proposed Indian park. Projections indicate a State population of 4,297,000 by 1976.

Transportation. The increase and improvement in highways, the vehicles riding those highways, and the increase in both financial means and the vacation time of the public makes the Grand Portage area ever more accessible.

U.S. 61, which was relocated and modernized in late 1963, passes through the Grand Portage Indian Reservation. It is part of the Great Circle Route around Lake Superior and the only road to Canada within a radius of 180 miles. Ninety-six percent of the traffic on this highway

occurs from May through October; of this, 90 percent or more is estimated to be tourist traffic. In 1964, 770,000 persons passed through the international border crossing in both directions at the Pigeon River. It is estimated this will grow to more than 1½ million persons in the next 12 to 15 years.

All the traffic crossing the international border at the Pigeon River will be passing through the Indian park. Assuming a conservative estimate of 35 percent of the total travel (and this seems a logical percentage considering the nearness of park facilities to the highway) takes advantage of the facilities, this would mean a projected visitation to the Indian park of 338,203 persons in 1968, 361,612 in 1970, 398,678 in 1972, 461,520 in 1975, 604,519 in 1980, and 753,668 in 1985.

The Grand Portage area will be primarily a place for visitors en route to and from Canada, such as those taking the Circle Route, to stop to "stretch," to visit the park, and possibly to camp or to stay in lodges for a few days. It is anticipated that both Grand Portage National Monument and the Indian park will be primarily "stops along the way" rather than ultimate destinations.

Recreation Demands. The Outdoor Recreation Resources Review Commission in 1962 stated that Americans today are seeking a wide variety of outdoor recreation opportunities. Among the most popular are driving for pleasure, picnicking, swimming, fishing, boating, walking, hunting, nature study, and camping.

These recreational pursuits could be directly served by resources and facilities in the Indian park. The Grand Portage Indian Reservation contains ample space and resources to provide these diversified re-

# POPULATION DISTRIBUTION, URBAN AND RURAL, 1960 WITHIN A 500 AND 1,000 MILE RADIUS OF GRAND PORTAGE INDIAN PARK

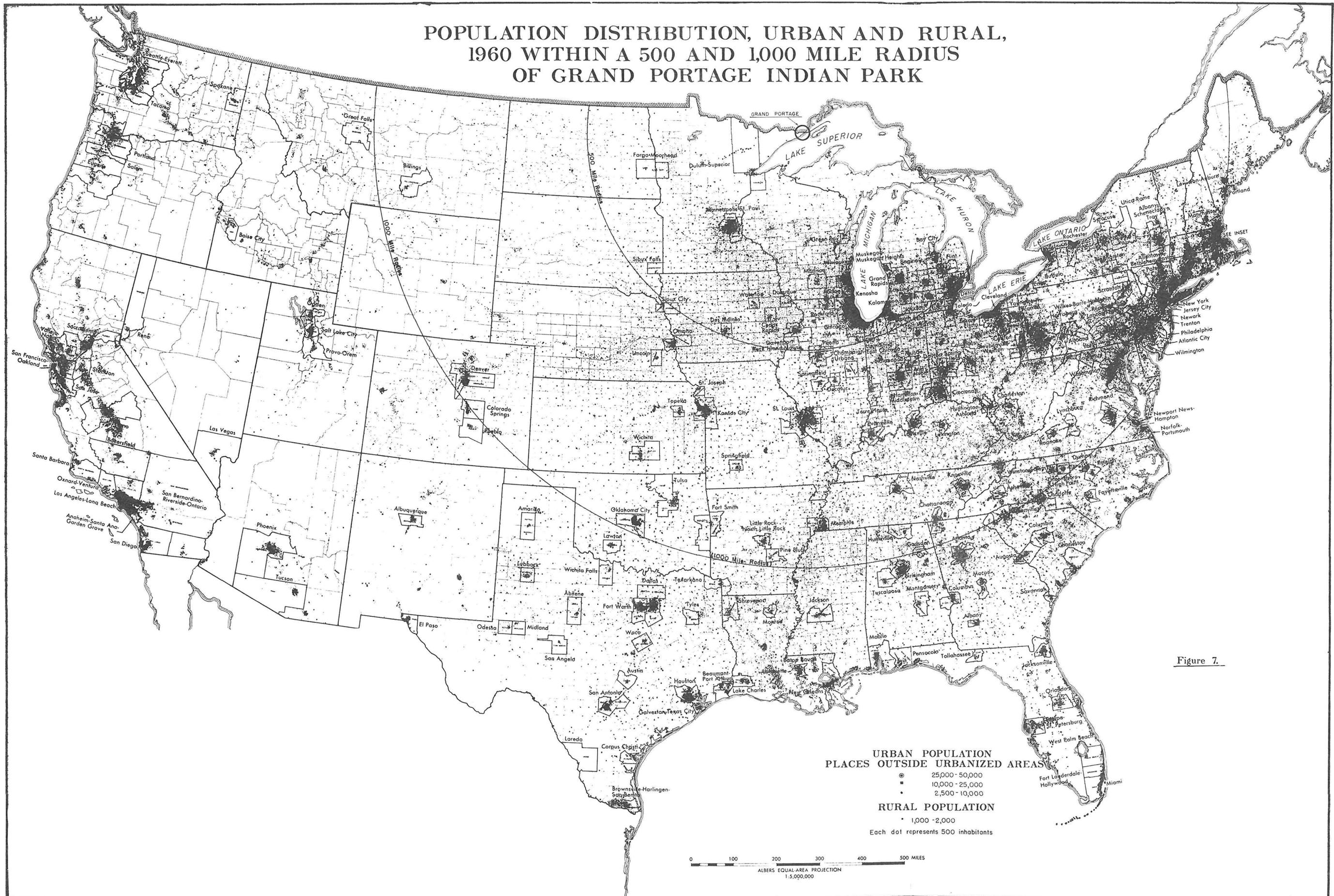


Figure 7.



Opportunities for camping and other recreational opportunities would cause visitors to spend several days in this highly scenic country.

creational opportunities. If there are opportunities for camping; cabin and resort accommodations; food, equipment, and gift purchases; boat trips; hiking; fishing; and a host of similar pursuits, travelers through the area would plan to linger, perhaps for several days, to enjoy the special attractions of this highly scenic country.

Hunting and Fishing. Surrounding streams and lakes are well populated with fish. Lake Superior, of course, no longer has sufficient fish to match the commercial and sport fishing of former days. However, the control of the sea lamprey shows highly promising results, and ultimately it is hoped that fishing will return to Lake Superior as in former years.

Nothing in the proposal to establish an Indian park would affect the existing rights of members of the Grand Portage Band, including the

rights to hunt, fish, trap, or to gather wild rice. Hunting, fishing, and trapping by non-Indians on lands and waters in and adjacent to the Indian park would be permitted in accordance with appropriate laws of the State of Minnesota to the extent applicable. However, zones may be designated where, and periods established when, hunting or fishing would not be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment.

Grand Portage and Isle Royale National Park. Grand Portage Bay serves as a take-off point for persons wishing to visit Isle Royale, 25 miles across Lake Superior and the closest point of access to the park. For this reason, development plans for the Grand Portage Indian Reservation must take into consideration Isle Royale, established as a national park in 1940 and one of the select few remaining wilderness areas of the continental United States.

Pressures generated by visitors to Isle Royale are being increasingly felt at Grand Portage. A summary of recreational usage in the area follows:

Commercial boat service. The only existing commercial boat service in the Grand Portage area is that operated by Sivertson Brothers between Grand Portage and Isle Royale. Conversations with the Sivertsons indicate an expected 10 percent increase in traffic between Grand Portage and Isle Royale National Park each year. Applying this expected percentage of annual increase to known travel figures of 3,200 for 1965, travel via commercial boat from Grand Portage to Isle Royale from 1966 to 1985 would be:

| <u>Year</u> | <u>Persons</u> |
|-------------|----------------|
| 1966        | 3,520          |
| 1967        | 3,872          |
| 1968        | 4,259          |
| 1969        | 4,685          |
| 1970        | 5,154          |
| 1971        | 5,669          |
| 1972        | 6,236          |
| 1973        | 6,680          |
| 1974        | 7,546          |
| 1975        | 8,301          |
| 1976        | 9,131          |
| 1977        | 10,044         |
| 1978        | 11,048         |
| 1979        | 12,153         |
| 1980        | 13,368         |
| 1981        | 14,705         |
| 1982        | 16,176         |
| 1983        | 17,794         |
| 1984        | 19,573         |
| 1985        | 21,530         |

Commercial air travel. To project air traffic into the Grand Portage and Isle Royale areas is difficult since no established commercial air service has been in operation. There are, however, two commercial airways--Isle Royale Airways and Isle Royale Flying Service--that would establish regularly scheduled service to Grand Portage if proper landing facilities were available. To forecast air travel to and from Grand Portage, one must turn to established air travel for Isle Royale National Park.

In 1965, approximately 1,300 persons visited Isle Royale through facilities of commercial flying services. Records show that 35 percent of Isle Royale's total travel in 1964 came from Grand Portage. Applying this 35 percent figure to known air travel in 1965 would indicate that about 255 persons would have used commercial plane services had they been available at Grand Portage. Using this 1965 figure as a base and applying a 10 percent annual increase over the

next 20 years, the projected commercial air travel to and from Grand Portage and Isle Royale from 1966 to 1985 would be:

| <u>Year</u> | <u>Persons</u> |
|-------------|----------------|
| 1966        | 281            |
| 1967        | 309            |
| 1968        | 340            |
| 1969        | 374            |
| 1970        | 411            |
| 1971        | 452            |
| 1972        | 497            |
| 1973        | 547            |
| 1974        | 602            |
| 1975        | 662            |
| 1976        | 728            |
| 1977        | 801            |
| 1978        | 881            |
| 1979        | 969            |
| 1980        | 1,066          |
| 1981        | 1,173          |
| 1982        | 1,290          |
| 1983        | 1,419          |
| 1984        | 1,561          |
| 1985        | 1,717          |

Private plane travel. Private plane use in the Grand Portage area has been negligible in the past. If a landing strip and an adequate docking facility for seaplanes were available, this type of traffic would become quickly established.

By comparing the Grand Portage operation with a similar land and seaplane base near Grand Marais, a projection can be made. The airport near Grand Marais has averaged about 40 craft per year for the past several years. The percentage of increase has been minimal during this period because more and more people who own the ever-faster private craft are traveling far into Canada for fishing and the wilderness experiences. At Grand Portage, one might assume an annual "fly-in" of about 40 aircraft in the first year, and then begin an annual increase of about  $2\frac{1}{2}$  percent because of growing

awareness of nearby attractions, including Isle Royale National Park, Grand Portage National Monument, the Indian park, and nearby Ontario provincial parks. The projected private plane traffic to the Grand Portage area, using the above reasoning, from 1966 to 1985 would be:

| <u>Year</u> | <u>Aircraft</u> | <u>Persons</u><br>(averaging 3 per aircraft) |
|-------------|-----------------|--|
| 1966        | 41              | 123  |
| 1967        | 42              | 126  |
| 1968        | 44              | 132  |
| 1969        | 45              | 135  |
| 1970        | 46              | 138  |
| 1971        | 47              | 141  |
| 1972        | 48              | 144  |
| 1973        | 49              | 147  |
| 1974        | 50              | 150  |
| 1975        | 51              | 153  |
| 1976        | 52              | 156  |
| 1977        | 53              | 159  |
| 1978        | 54              | 162  |
| 1979        | 55              | 165  |
| 1980        | 56              | 168  |
| 1981        | 57              | 171  |
| 1982        | 58              | 174  |
| 1983        | 59              | 177  |
| 1984        | 60              | 180  |
| 1985        | 62              | 186  |

Private boat travel. In 1963, the Duluth Power Squadron had in its membership 1,500 craft that were capable of plying the open waters of Lake Superior, including those waters between Grand Portage and Isle Royale. It is estimated, too, that 500 craft from the Canadian cities of Fort William and Port Arthur are capable of plying Superior's waters.

There are no records as to the number of private vessels that have visited the Grand Portage area in the past, but one might assume that 10 percent of the 2,000 able craft in the neighboring area visit each year. To use the 200 figure as a starting point

and keeping in mind the growing attractiveness of the Grand Portage area, one might project a 10 percent increase in small crafts visits each year. A projected travel of small craft from 1966 to 1985 would be:

| <u>Year</u> | <u>Number of craft</u> |
|-------------|------------------------|
| 1966        | 220                    |
| 1967        | 242                    |
| 1968        | 264                    |
| 1969        | 290                    |
| 1970        | 319                    |
| 1971        | 351                    |
| 1972        | 386                    |
| 1973        | 425                    |
| 1974        | 468                    |
| 1975        | 515                    |
| 1976        | 567                    |
| 1977        | 624                    |
| 1978        | 686                    |
| 1979        | 755                    |
| 1980        | 831                    |
| 1981        | 914                    |
| 1982        | 1,005                  |
| 1983        | 1,106                  |
| 1984        | 1,217                  |
| 1985        | 1,339                  |

## WHAT ARE THE ALTERNATIVES?

The task force immediately recognized that without financial assistance and sound planning for the future, the Grand Portage area would be inundated by ill-advised developments without regard for the dignity, beauty, and historic values of the region. These pressures are dramatically increasing!

Though private unrestricted land holdings are not plentiful (about 13 percent of the total area), they do occupy key locations (the highway crossing at the international border, High Falls, Middle Falls, Partridge Falls, and parts of the Susie Islands are examples; see figure 8). The influx of tourists will increase pressures for private exploitation. Without controls, Grand Portage could become another tragedy, and its charm destroyed by wanton use.

Zoning by Cook County, within which the Grand Portage Indian Reservation is located, has been proposed twice within the recent past but has not been approved by the county board of supervisors. It was the hope of the Grand Portage Band that land-use controls would help to preserve the scenic and historic values of the Grand Portage area. The task force and the Grand Portage Band now believe that the Indian park proposal is more feasible an approach for protecting the area.

The Indian people are faced with increasing economic pressure to develop, lease, or sell their lands for commercial exploitation. **Though** it is true that the National Park Service will preserve, within the 700-acre monument boundary, the reconstructed stockade, the portage, and the site of Fort Charlotte, it must be realized that these features

are small parts of a scenic and historic mosaic encompassing the entire reservation; if the surrounding terrain is not preserved, the very purpose of the National Monument could be destroyed.

The Grand Portage people, through the Reservation Business Committee, desire to develop and improve their area, but, as has been previously noted, they have lacked sufficient capital. Private high-risk capital has also not been available.

A way to provide non-destructive public use and enjoyment of the Grand Portage area appears to be prerequisite to successful commercial tourism. Development of public recreation facilities, managed and operated by Indian people, would provide a sound foundation around which private investors would consider establishment of commercial tourism.

This report contains the echoes of previous recreation goals and carries them through a plan of action suggesting a realistic approach to achievement.

The challenge is to plan wisely, not only for the area itself but for the Chippewas so that whatever is done will be for their benefit as well as the benefit of all people in the United States. The Grand Portage Band must provide necessary services and facilities for the swiftly growing stream of visitors in a way that will preserve and enhance the area's atmosphere and beauty.

Furthermore, here is an opportunity to preserve something of the old way of life of the Chippewa Indians and a culture which can contribute much to the enjoyment and understanding of all Americans. Grand Portage, with its historic past, its ancient charm and beauty, can be a place of refuge and new appreciation of its meaning for all who may visit the area.

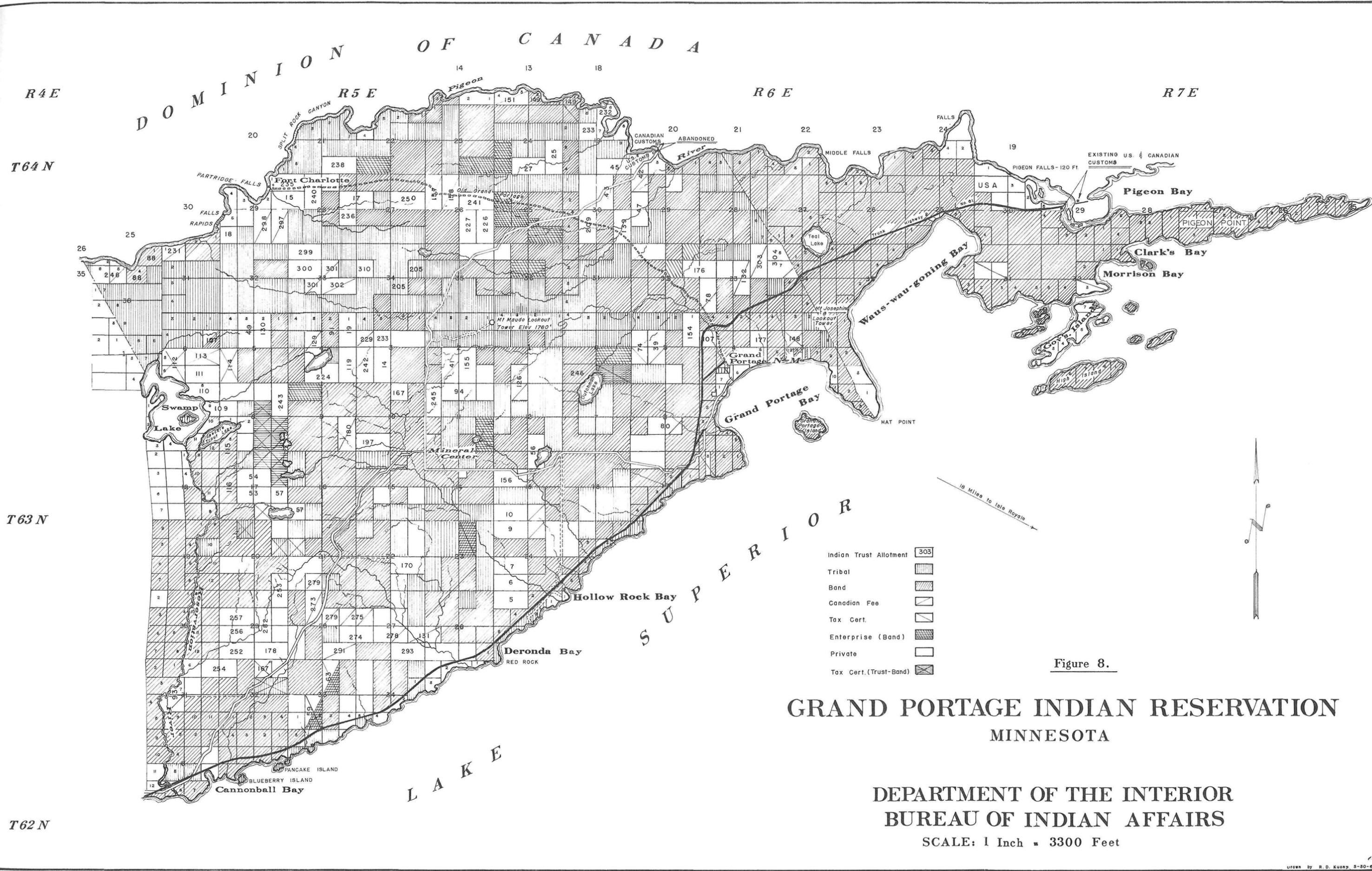


Figure 8.

# GRAND PORTAGE INDIAN RESERVATION MINNESOTA

DEPARTMENT OF THE INTERIOR  
BUREAU OF INDIAN AFFAIRS

SCALE: 1 Inch = 3300 Feet

Grand Portage of the past is gone, people in ever-increasing numbers now seek a link with the past and an opportunity to enjoy the bounties of nature. The Indian park would disperse the impact of tourist use throughout the reservation and save, through controlled use and development, this important and significant remnant of Lake Superior shoreline, which still has outstanding recreational potential.

In the opinion of the task force, the park is the most feasible way to achieve the goals of protection and proper use. Indian needs, desires, and determination dictate the Indian park concept, in contrast to a State or national park. Public use and enjoyment, and protection and use of the outstanding resources without destruction, are possible in such a concept. The rich cultural traditions of the Indians have a great popular appeal, and here is an opportunity to interpret those traditions so that the visiting public may understand and enjoy them. An Indian park is the common ground between the needs and desires of the public and the Indian people.

Taken together, this project has all the ingredients--water, forests, streams, historic values, Indian culture, climate, and location--to make it an almost made-to-order situation for an outstanding development. From the point of view of public fiscal policy, it is economically justifiable, rewarding to those who would guide its progress, and an example to anyone interested in cooperative progress and the preservation of a complex of resources.

The task force was ever aware of the trust responsibility of the Secretary of the Interior for Indian people. No other group of citizens stand in precisely the same relationship to the Federal Government as do Indians. The unique nature of this relationship is rooted in treaties

and laws which provide that the Secretary of the Interior has a responsibility for the protection of Indians and their resources. The proposed Indian park thus gives credence to Indian ownership and occupation with a marked degree of national indebtedness to the Indian for preserving a nationally significant resource at Grand Portage. The task force believes that the recommendation for an Indian park which will be financed with Federal funds provides a means whereby the Secretary can meet his trust responsibility to the Indians while at the same time achieving his other responsibilities of providing Americans with significant outdoor opportunities and preserving outstanding nationally significant resources.

## SMALL BOAT HARBOR

One of the pressing problems at Grand Portage Bay and the monument has been the inadequate harbor, boat docking, and automobile parking facilities. The National Park Service has constructed, at the site of the "Great Hall," a dock which is presently used by a commercial boat operator who carries passengers to and from Isle Royale. This dock, shallow water depths, and exposure to winds makes this facility inadequate. A small, inadequate parking lot is also located on the monument grounds for people visiting Isle Royale. Though the boat and automobile parking operations interfere with monument operation, the National Park Service has agreed to permit these uses to continue until other arrangements are worked out.

To meet one immediate problem, the task force urges that the Grand Portage Business Committee explore the feasibility of constructing a fee parking lot at a suitable location within or near the village and provision of livery service for visitors from the lot to the boat dock. If this is done, the present inadequate facility which interferes with the monument operation will be eliminated and, more importantly, the Indians will realize some income and employment opportunities through parking lot supervision, parking fees, and livery service.

The St. Paul District of the Corps of Engineers has been studying the potential for constructing a small boat harbor within Grand Portage Bay near Raspberry Point. A letter from the Chairman of the Grand Portage Task Force to the Corps of Engineers, a sketch map, and a Corps memorandum of March 15, 1967, are included in appendix III.

In addition to the breakwater, the project will require docks and other services to make the harbor complete. Roads, docks, fuel services, and general harbor service buildings cannot be constructed without Corps funds. However, the task force suggests that the harbor land area be included within the boundaries of the Grand Portage Bay Unit of the Indian park and that the necessary ancillary facilities be constructed and operated as a part of the Indian park. Because a good deal of additional planning is necessary, the task force has not attempted to estimate these costs at this time.

Neither the State of Minnesota nor Cook County wishes to assume the cash contribution required by the Corps of local interests; in this instance, the local share is tentatively estimated at 8.9 percent of the construction cost, or \$30,260. The Grand Portage Band does not have the financial ability to meet this obligation. What meager assets they have will be used to provide appurtenant navigation and service facilities for boaters using the area. In view of these facts, and because of the national significance of the area, the task force recommends that the Department of the Interior support a request that the needed funds be appropriated by Congress to bear the part of the cost represented by the local interests.

To complete planning for the harbor, the Chairman of the Grand Portage Task Force has made a request to the Corps that detailed engineering be completed at an early date and also that the Department of the Interior assume other required items of local cooperation (see appendix III).

## ACQUISITION AND DEVELOPMENT OF GRAND PORTAGE NATIONAL MONUMENT

Land Acquisition. Grand Portage National Monument was authorized by Public Law 85-910, on September 2, 1958 (see appendix IV) for the purpose of preserving an area of exceptional historical significance.

The monument basically consists of the North West Fur Company site located on and adjacent to Grand Portage Bay on Lake Superior; the Fort Charlotte site on the Pigeon River, which is the terminus of the Grand Portage Trail; a 100-foot wide strip of land centering on the old Grand Portage Trail between the North West Fur Company site and U.S. 61; and a 600-foot wide strip of land centering along the old Grand Portage Trail from U.S. 61 to the Fort Charlotte area.

Of the 770 acres authorized in the legislation, 395 acres were presented as gifts to the Federal Government from the Chippewa Tribe, the bulk of it coming from the Grand Portage Band. A problem that has affected public relations and National Park Service relations with the Indians has been lack of Service funding to permit the purchase of the remaining 375 acres. Adequate Land and Water Conservation funds are presently available in accordance with programs approved by the Bureau of Outdoor Recreation for a start on land acquisition. The National Park Service and the Bureau of Indian Affairs are jointly resolving inherent problems in land acquisition where Indian rights and interests are concerned. However, a problem remains because the Portage route, an authorized part of the monument, severs allotted land and leaves small, isolated tracts with little or no residual value to the original owner. Therefore, the task force recommends that the Grand Portage National Monument legislation be modified to permit the National Park Service, where necessary and desirable, to acquire entire tracts of

land and to give severed balances to the Grand Portage Band or the Minnesota Chippewa Tribe, whichever happens to be the contiguous landowner.

Development and Roads. Since the monument was established, development has been minor--the reconstruction of the stockade and one gatehouse--at a cost of approximately \$125,273 since 1960. Full development has not been possible because the legislation establishing the monument did not authorize acquisition of existing roads within the area as part of the monument. These roads effectively divide the North West Fur Company area, making efficient management impossible.

An investigation by task force members indicates that legal classification and/or special legislation may be necessary to clarify the road problem. The facts are as follows: The roads were originally constructed by the Bureau of Indian Affairs. Cook County has assumed the full maintenance responsibility under an agreement with the Bureau. The roads were built on lands for which a limited use right was obtained from the Band and the Tribe by standard Bureau road r-o-w easements. The Grand Portage National Monument Act (P.L. 85-910) specifically excludes roads from the monument. P.L. 85-910 authorizes the Chippewa Tribe and the Grand Portage Band to transfer lands within the monument boundary to the Secretary of the Interior. The Minnesota Chippewa Tribe Resolution No. 57 of March 10, 1959, and the Grand Portage Band Council Resolution No. 1 of February 25, 1959, and No. 2 of June 24, 1959 (see copies in appendix IX) relinquishes their rights to Indian lands within the gross boundaries of the monument. These relinquishment documents, authorized by the Congress in P.L. 85-910, by implication must also exclude the Bureau of Indian Affairs roads

within the monument. The task force therefore recommends that P.L. 85-910 be amended to include the existing road right-of-ways or to permit Indian relinquishment of these right-of-ways.

Joint-Use Facilities. Another problem preventing full monument development is the lack of area within the boundaries. After setting aside the historical areas of the early fur trade rendezvous, camp-grounds, the building site, dock area, stockade, and related lands, sufficient suitable terrain does not remain for a monument headquarters development to meet the requirements of employee housing, National Park Service offices, visitor center, utility buildings, parking areas, and related headquarters activities.

The lack of space within the monument boundary, administrative needs of the Bureau of Indian Affairs, and the proposal for an Indian park suggested to the task force that a common site be selected to meet these needs and the needs required by tourists visiting the area. This complex of facilities would provide a "one-stop" headquarters for the area visitor. A concession building at this site would also provide information and tickets for boat service to Isle Royale National Park and public eating facilities which could be operated by the Indians.

The task force recommends that a spectacular site with a view of Grand Portage Bay and the reconstructed stockade at the location of the headquarters of the old North West Fur Company be studied.  
The site forms a small but prominent plateau adjacent to the monument boundary. A part of this site is now occupied by the Bureau of Indian Affairs administrative and maintenance facilities. Existing Bureau of

Indian Affairs maintenance buildings should then be relocated along with maintenance and operational equipment. Housing for Bureau of Indian Affairs, National Park Service, and U.S. Customs Service and Bureau of Immigration and Naturalization employees, and for employees of the Indian park, and maintenance and storage areas necessary to operate the total complex would be located in other parts of Grand Portage Village.

The estimated cost of the "complex" concept (joint visitor-administrative center, concession area, utility services, signs, roads and trails, parking areas, and employee housing) is estimated at \$1,628,100.

To service this area, it will also be necessary to construct a sewage disposal system and sewer and water lines. The task force recommends that these facilities be operated by the Bureau of Indian Affairs for use of the Bureau and the National Park Service and, where possible, the Grand Portage Village. This recommendation is explained in greater detail in the legislative recommendations (see appendix X).

Of the more than \$125,000 which has been expended at the monument, the members of the Grand Portage Band have received well over \$100,000 in salaries. Some of the Band have used their incomes to improve their homes, elevating their level of living, etc., but many of them have used it to meet day-to-day financial needs. If funds for the complex plan of development can be made available, they will materially improve the economic situation of the Indian people.

Appendix V provides supporting data. Appendix V-1 gives details of development costs; appendix V-2 is an opinion of Field Solicitor Morris D. Cook that special legislation would be required before the National Park Service could expend funds outside the monument boundaries.

Monument Visitation. The Grand Portage entrance informational and direction sign with ~~de~~celeration lanes to be installed on U.S. 61 by the Minnesota Department of Highways will draw more traffic into the Grand Portage Village and National Monument area. During 1965, nearly 9 percent of highway users visited the monument, and it is believed that the sign development, coupled with more widespread knowledge of the existence of the monument gained through a continuing program of public relations, publications, etc., will raise the percentage to 12 percent. By 1971, when the monument's interpretive development has been enlarged and improved through construction of the complex just described, with the resulting year-around operation, conservative estimates indicate that the draw from U.S. 61 should be increased to 15 percent; conservatively, it will reach 18 percent in 1981.

Estimates indicate that approximately 50 percent of the visitors to the Indian park will also visit the monument. From National Park Service experience, this seems a reasonable figure since the Service has discovered that people are more interested in scenery and recreational activities than in history. It is also believed that many people will view the reconstructed North West Company post from the "joint-use complex" and, for real or imagined reasons involving time, etc., will forego walking down to the reconstruction within the monument.

Using these percentages, the projected visitation at Grand Portage National Monument from 1961 to 1985, including actual visits from 1961, is as follows:

| <u>Year</u> | <u>Visitation</u><br>(Number of persons) |
|-------------|--|
| 1961        | 28,000                                   |
| 1962        | 32,000                                   |
| 1963        | 34,000                                   |
| 1964        | 67,000                                   |
| 1965        | 70,000                                   |
| 1966        | 76,642                                   |
| 1967        | 107,097*                                 |
| 1968        | 112,455                                  |
| 1969        | 118,077                                  |
| 1970        | 123,981                                  |
| 1971        | 162,725**                                |
| 1972        | 170,862                                  |
| 1973        | 179,405                                  |
| 1974        | 188,375                                  |
| 1975        | 197,794                                  |
| 1976        | 208,209                                  |
| 1977        | 218,619                                  |
| 1978        | 229,551                                  |
| 1979        | 241,028                                  |
| 1980        | 259,079                                  |
| 1981        | 318,880***                               |
| 1982        | 334,824                                  |
| 1983        | 351,565                                  |
| 1984        | 369,145                                  |
| 1985        | 387,606                                  |

\*12 percent of highway travel because of new sign development.

\*\*15 percent of highway travel because of new visitor services building.

\*\*\*18 percent of highway travel because of increased publicity, etc.

Guidelines for legislation implementing the recommendations regarding Grand Portage National Monument and the "joint-use complex" are contained in appendix X. The task force recommends that this legislation be incorporated with legislation authorizing the Indian park in an "omnibus bill" for the area.

Only two buildings—the Great Hall and the Gatehouse—have been reconstructed at Grand Portage National Monument to tell the story of the fur trade era of the 1700's.



Museum exhibits, such as this birchbark canoe, could be made more meaningful under an expanded interpretive program if the Indian park is established.

## OTHER RECOMMENDATIONS

During the task force study, other problems were analyzed and conclusions reached regarding their solution. The following summarize these problems and the recommendations of the task force:

The Grand Portage Trail Crossing on U.S. 61. Unfortunately, when the new U.S. 61 was constructed, several hundred feet of the historic trail was destroyed by highway fill. Moreover, the highway grade at this point, which curves down a long, steep hill, tends to increase the speed of automobiles, causing a safety problem to hikers walking the route of the trail.

The task force therefore recommends that the Minnesota Highway Commission, in its long-range plans, provide for restoration of the trail and construction of an underpass on U.S. 61. To meet the present problem, it is recommended that warning signs be erected, cautioning motorists to watch for pedestrians using the trail.

The highway grade where the Grand Portage Trail crosses U. S. 61 causes a safety problem to hikers walking the route of the trail.





An overlook is needed on U. S. 61 from which to view Teal Lake.

Teal Lake Overlook. To the west of U.S. 61 and north of Grand Portage Village lies beautiful Teal Lake. The highway is many feet above the lake and provides a magnificent view. Moose are occasionally seen on the lake. At present, there is no provision for an overlook or wayside parking.

The task force recommends that the Minnesota State Highway Commission carefully study this matter and, if feasible, construct appropriate facilities.

Tourist Information Services. Presently, there is no single contact point for tourists to inquire regarding the many attractions along the Lake Superior north shore, in the Grand Portage area, and ways and means for reaching Isle Royale. Canadian and United States Customs provide some information. A tourist can inquire at the commercial facilities on the United States side of the border, at the monument,

or the trading post within Grand Portage Village. Because easily located information services are lacking, many tourists completely miss the wonderful opportunities in this area and, in fact, have no opportunity to make an intelligent choice regarding a visit.

The task force therefore recommends that the State of Minnesota carefully study this matter with the objective of providing tourist information services at the international border. In the meantime, when authorized, an Indian park checkpoint at the border is suggested to provide tourist information services until a State facility is completed.

## APPENDICES

APPENDIX I

Memorandum, Approved by the Secretary of the Interior on  
May 20, 1965, Authorizing Formation of the Grand  
Portage Task Force



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
WASHINGTON, D.C. 20240

MAY 28 1965

Memorandum

To: Regional Coordinator, Upper Mississippi-Western  
Great Lakes Sub-Area

From: <sup>Assistant</sup> Director, Resources Program Staff

Subject: Grand Portage National Monument, Grand Portage  
Indian Reservation and Pigeon Point Indian Park,  
Minnesota

This will advise you that on May 26, 1965, the Secretary of the Interior approved the recommendation contained in my memorandum of May 20, 1965, (copy enclosed) that a special task force be established to study and arrive at recommendations for resolution of the major land-use problems associated with the subject areas in Minnesota. You should now proceed with a request to the Regional Directors of the National Park Service and the Bureau of Indian Affairs for designation of representatives to the task force from their respective agencies.

As stated in my memorandum to the Secretary, you and the task force should address yourselves to (1) resolution of the differences between the two planning reports for recreational development of the Grand Portage Reservation; (2) necessary measures to insure protection of the natural resources at the international crossing on the Pigeon River; and (3) a status report on accomplishments at the Grand Portage National Monument.

Together with your task force members, and in close cooperation with the concerned Indian groups, the State of Minnesota, and local units of government, you should begin at once to study the area and its associated management problems with a view toward completing a report including recommendations within nine months of this date.

Henry P. Caulfield, Jr.



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
WASHINGTON 25, D. C.

MAY 20 1965

**Memorandum**

**To: Secretary of the Interior**  
**Through: Assistant Secretary--Public Land Management**

**From: Director, Resources Program Staff**

**Subject: Grand Portage National Monument, Grand Portage Indian Reservation and Pigeon Point Indian Park, Minnesota**

Several major land use problems remain unresolved at the Grand Portage Indian Reservation in Minnesota. Involved are the National Park Service, the Bureau of Indian Affairs, and other Federal and state agencies.

At the request of the Grand Portage Band, the National Park Service in 1961 prepared a land use plan for a portion of the reservation. This report was adopted in principle by the Band. Additional planning was done by the Park Service for the Band in 1962.

In 1962, a proposed memorandum of agreement between the Secretary of the Interior and the Band to establish a Pigeon Point Indian Park within the reservation boundary was referred to Washington for review by the National Park Service and Bureau of Indian Affairs prior to submission to you. (Both the National Park Service and Bureau of Indian Affairs, at the field level, and the Band agreed in principle to the draft. To date, further progress on this proposal has not materialized.

In 1963, the firm of Aguar, Jyring and Whiteman completed a report for the Bureau of Indian Affairs on the recreational potential of the reservation. This plan has been agreed to in principle by the Band and certain elements are now being implemented. I understand that there are several differences between the National Park Service and the Aguar and Associates plan.

In 1960, the Congress passed legislation which established the Grand Portage National Monument--an area within the reservation boundary but separate and distinct from the above-mentioned Pigeon Point Indian Park. Lands acquired to date consist largely of tracts which were given to the Department by the Band. The fort and other historical resources are in the process of being restored, but additional planned land acquisition within the monument boundary has been delayed.

A highway relocation within the reservation, but outside the Monument boundary, is now being constructed which does not conform with earlier recommendations that it be located away from the shoreline. If it had been, the Indians would have been permitted to realize economic benefits from their Lake Superior shoreline property. I also understand that a recent highway relocation crossed the historic portage and fill necessary for the highway destroyed a portion of the route.

Further, I understand that commercial boats which operate at the courtesy of the Park Service between Isle Royale National Park and Grand Portage National Monument are experiencing difficulty with the present dock because of shallow water. Parking space at Grand Portage for Isle Royale visitors is also limited.

At the new bridge over the Pigeon River, the boundary between Canada and the United States, the Canadians have constructed a new customs building. The United States is now in the final design stage for a new customs on the Minnesota side of the crossing.

Although these represent certain accomplished facts, the agencies are concerned that future decisions in this area may adversely affect suggestions for an International Park at this historic and scenic site. I have been advised that the Ontario Department of Lands and Forests is proceeding with a recreation area acquisition and development program on their side of the Pigeon River. In view of this fact, an issue with which the Department should be concerned is whether we are taking steps to protect the United States side of the Pigeon River. For example, lands at the highest waterfall on the United States side of the north shore of Lake Superior, High Falls on the Pigeon River, is owned by the same individual in both Ontario and Minnesota. Ontario is proceeding with expropriation. Steps may have to be taken to protect the

United States side. A similar situation exists the length of the Canadian side of the Pigeon River and on the United States side of the Pigeon Point.

To work out these problems and others which may be evident and to make an endeavor to arrive at solutions which are in the public interest, while at the same time protecting and if possible enhancing the rights of the Indian groups, I recommend that a Grand Portage Task Force be created to report and answer the following questions:

1. Can the differences between the two planning reports, one by the National Park Service and the other by Aguar and Associates, be reconciled? What steps can be taken to implement the recommendations of these reports? In conjunction with the latter questions, careful attention should be given to the proposed Indian park. How can the park be accomplished? What are the major problems? Do we require new and different approaches to achievement of this goal?
2. What steps are necessary to insure that the resources at the international crossing are fully protected?
3. Status report on accomplishments at the Grand Portage National Monument. Do the original goals need modification in the light of new developments and new problems?

I recommend further that the Task Force include representatives of the Bureau of Indian Affairs and the National Park Service, and as chairman, the Regional Coordinator, Upper Mississippi-Western Great Lakes Area. The Task Force should maintain close liaison with the Indian groups, the State of Minnesota, local units of governments, and other Federal agencies that may be involved.

A Grand Portage Task Force report with recommendations should be prepared within nine months. If necessary, an interim report dealing with problems requiring early decision may be submitted prior to the final report. Reports should be submitted to the Director, Resources

Program Staff, who should arrange for appropriate Washington office review with a view of arriving at final recommendations to you through the Assistant Secretary for Public Land Management.

(Sgd) Henry P. Caulfield, Jr.

Henry P. Caulfield, Jr.

Concur:

MAY 24 1965

(Sgd) Robert E. Vaughan

Deputy Assistant Secretary--Public Land Management

Approved:

MAY 26 1965

(sgd) Stewart L. Udall

Secretary of the Interior

cc:

Secretary's Files

Mr. Henry P. Caulfield, JR.

James N. Smith

Mr. Harold C. Jordahl, Jr.

FC Files

RPS Files

HCJordahl:njb:3/30/65

(Retyped: 5/12/65)

For Signature

MAY 19 1965

To Secretary

APPENDIX II

Guidelines of the Grand Portage Band Pertaining to  
the Proposed Indian Park and Related Development

GRAND PORTAGE BUSINESS COMMITTEE DISCUSSIONS OF:

PROPOSED INDIAN PARK AND RELATED DEVELOPMENT

1. The following are guidelines upon which to base discussions and ultimate agreement. While all points listed represent the thinking and the wishes of the Grand Portage Band, they are of course subject to modification or revision in meeting the needs and requirements of all agencies concerned.
2. Premise: Welfare and progress of the Grand Portage Band to be given precedence over historic and esthetic values and preservation of wilderness for public enjoyment.
3. Primary Goal: Perfection and implementation of a plan which would fully utilize and develop the historic and esthetic potential of Grand Portage while serving and promoting the best interests of the Nation, the State, and the Grand Portage Band of Chippewas.
4. Indian Park:
  - A. Boundary to be negotiated consistent with scope and needs of development plans.
  - B. Inclusion of Pigeon River buffer zone subject to ratification of certain following terms.
  - C. Management and authority:
    1. All Park lands, acquired or otherwise, to remain in title of Grand Portage Band without time limit or peril of forfeiture.
    2. National Park Service to provide administrative and technical assistance in development and operation of Park only until such time as Indian personnel can be trained to assume full responsibility.
    3. Grand Portage Band to retain all existing hunting, trapping, and fishing rights within Park area and Pigeon River buffer zone, subject only to such regulations as are necessary to public safety during tourist occupancy of Park facilities.
    4. Cost of construction and maintenance of all roads, parking areas, and other free facilities to be borne by the Federal sponsoring agency.
    5. Initial investment in commercial developments to be arranged by Federal sponsoring agency under concession, lease, or other repayment plan of sufficient flexibility to assure uninterrupted operation.
    6. Location of commercial facilities to be chosen by Grand Portage Band Business Committee subject to such zoning restrictions as may become a part of the agreement.
    7. Employment and training preference within Indian Park and related commercial activities to be rated and granted as follows:
      1. Members of Grand Portage Band.
      2. Members of Minnesota Chippewa Tribe. a. resident. b. non resident.
      3. Other non-Indian residents of Grand Portage.
      4. All other non residents. Exception: Positions requiring special managerial skills to be filled by qualified personnel until such time as local people can qualify and be hired within the above order of preference.

5. Natural Resources:

A. Timber

1. Grand Portage Band to be reimbursed annually for projected timber yield if Park is designated as "no cut area." (or)
2. Sustained yield cut to be permitted within Park area under direction of B. I. A. Div. of Forestry.

B. Commercial fishing to continue from Park shoreline subject to regulations mutually agreed upon by the Grand Portage Band and the sponsoring agency.

6. Park agreement and legislation to include a commitment by the sponsoring agency that said sponsoring agency will promote and facilitate a housing development for Indians within a zoned portion of the proposed Indian Park consistent with the wishes of the Grand Portage Band and the orderly development and operation of the Park.

Said housing development and Band-operated commercial establishments to be adjacent to and served by such water and sewerage facilities as are constructed for proposed joint use facility.

7. Grand Portage Band Commitment:

A. Full cooperation with sponsoring agencies in all plans and programs designed to achieve the objectives set forth in legislation creating the Indian Park.

B. Documentary guarantee of perpetual operation of the Indian Park within the framework of agreements and legislation under which the Park was created.

C. An open and reasonable mind in meeting all problems which may later develop requiring change or modification of conditions under which Park was established.

Reviewed and approved by the Grand Portage Reservation Business Committee at a special meeting held at Grand Portage Dec. 5, 1965.

APPENDIX III

Supporting Documents and a Preliminary Project Sketch for  
a Harbor of Refuge Within Grand Portage Bay



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SECRETARY  
UPPER MISSISSIPPI-WESTERN GREAT LAKES AREA  
303 PRICE PLACE  
MADISON, WISCONSIN 53705

AIR MAIL

May 2, 1967

Colonel Richard J. Hesse  
District Engineer  
U.S. Army Engineer District, St. Paul  
1217 U.S. Post Office and Custom House  
St. Paul, Minnesota 55101

Dear Colonel Hesse:

During the last several months I have visited with Division Engineer, General Dodge, and members of his staff, regarding the Department of the Interior's interest in a small boat harbor at Grand Portage, Minnesota.

On March 17, 1967 I had a specific discussion with Mr. James King of the Chicago Corps office regarding the project. It was Mr. King's suggestion that I communicate with you expressing the Department interest in this project. Specifically, our National Park Service and Bureau of Indian Affairs are very much interested in this proposal. Likewise, it will have a material, beneficial affect on the people of Grand Portage village. As you know, much of the land around Grand Portage Bay is held by the United States in trust for the Grand Portage people. In addition, our National Park Service operates the Grand Portage National Monument, which includes frontage on the bay. At the present time, a commercial boat operator is using the dock in front of the National Monument. The dock, water depths, winds, and wave action make this location unsuitable. However, we have worked out arrangements with the operator to continue this usage on an interim basis until more appropriate facilities are available. The operator provides passenger service for visitors to Isle Royale National Park.

In accordance with instructions approved by the Secretary of the Interior, I am heading up a special task force to develop specific action recommendations for the National Monument and for the establishment of a Grand Portage Indian Park. Our recommendations, which will be completed in the near future, will be transmitted to the Secretary's office for review. In brief, we are suggesting that

substantial investments be made in the monument and in the Indian Park. We envision greatly increased tourism to this area once the investments are completed. An integral part of our plan revolves around construction of a small boat facility, which will service tourists coming to the area, private and commercial boat travel to and from Isle Royale, and general recreational boating on the waters of Lake Superior.

It would be of great value to the Department and to the work of our task force if your office could proceed with a detailed engineering survey which will be necessary on this project. The Department recognizes that the Corps of Engineers apportions costs by the Federal Government and local interests in accordance with established policy related to local and general benefits. The detailed study and a firm finding with regard to the plan of improvement and its costs would enable the Department to lend its support for the project. Also, this would permit the Department to support requests for needed funds to be appropriated from Congress to bear a portion of the costs represented by the local benefits.

Your cooperation with our Department on this important area will be sincerely appreciated.

Sincerely yours,

  
HAROLD C. JORDAHL, JR.  
Regional Coordinator

Copy to:

Mr. Garside, Director, PSS  
Mr. Glenn Landbloom, BIA  
Mr. Fred Fagergren, NPS

# DISPOSITION FORM

(AR 340-15)

REFERENCE OR OFFICE SYMBOL

NCDDP-PF

SUBJECT

Grand Portage, Minnesota - Study of Navigation Project

TO

Mr. J. S King

FROM

Mr. W. E. McDonald

DATE

15 March 1967

CMT 1

1. St. Paul District has under preparation a preliminary or reconnaissance report to determine whether a detailed study is warranted to consider the advisability of a small boat harbor improvement at Grand Portage, Minnesota under the authority of Section 107 of the River and Harbor Act of 1960 as amended.

2. Section 107 provides for approval by the Chief of Engineers of a project and subsequent construction thereof without need for specific approval by Congress of the project. The usual requirements for cost sharing for a small boat harbor must prevail in order that the Chief of Engineers can approve a project under the authority of Section 107.

3. St. Paul District is of the view that there is a definite need for a small boat harbor at Grand Portage to serve the needs for the passenger and freight vessel between Grand Portage and Isle Royale and to serve the needs of the commercial fishing activities at Grand Portage. There is also a need at Grand Portage for a port-of-call or refuge for recreational craft moving along the coast of Lake Superior between the Duluth-Superior area and Isle Royale. Engineering studies by St. Paul District have resulted in a conclusion that a harbor can be developed for small craft at Grand Portage within the monetary limit of \$500,000 for Federal expenditure. The study so far made by St. Paul on the design of the harbor is very preliminary in nature and detailed plan of improvement will depend upon sub-surface investigations, surveying and mapping work, and wave analysis studies.

4. Corps of Engineers policy on navigation and flood control projects prescribe that non-Federal interests bear certain items of work and in the case of recreational boat harbors bear a portion of the first cost of general navigation facilities work as determined by the ratio of the recreational benefits to general or commercial benefits. In this case it does appear that there are sufficient recreational benefits which would require a percent of the first cost to be borne by local interests. The preliminary conclusion of St. Paul District is that about 9% of the cost of construction should be borne by local interests. The District and Division Engineers next step is to determine whether there is sufficient need and probability of construction of a project at Grand Portage to warrant a detailed study to be made. The cost of such detailed study is estimated at \$37,000 which is primarily for engineering and field work. The entire cost of the detailed study, if warranted, would be borne by the Corps of Engineers.

5. In the case of Grand Portage the entire waterfront is under the jurisdiction of the Bureau of Indian Affairs. It is therefore realized that this agency of the Federal Government would be the recipient of the local benefits which normally would be the entity which would bear any cost allocated to local interests. In the case of the local flood protection project at Bad River, Wisconsin at Odanah there was certain work required to be done by local interests or in that case the Bureau of Indian Affairs. The Department of the Interior indicated that the cost sharing for the Odanah project was approved and was predicated on the assumption that Congressional appropriation for the required funds would be obtained from the Congress. It appears that the situation at Grand Portage is somewhat similar to that Odanah. The St. Paul District on 25 July 1966 wrote to the Bureau of Indian Affairs indicating the tentative conclusion of the District in regard needed

DA FORM 2496  
1 FEB 62

REPLACES DD FORM 95, EXISTING SUPPLIES OF WHICH WILL BE  
ISSUED AND USED UNTIL 1 FEB 63 UNLESS SOONER EXHAUSTED.

U.S. GOVERNMENT PRINTING OFFICE: 1963 O-707-911

15 March 1967

cooperation, including a cash contribution of \$30,000. This estimate is very tentative. There were also be other items of work to be performed by local interests. It would appear that a communication might be sent to the St. Paul District from the Department of the Interior indicating that it is recognized that Corps of Engineers apportions cost between the Federal Government and local interests in accordance with established policy related to local and general benefits. Such a communication might indicate to St. Paul District that it certainly would be advisable to undertake the detailed study of the Grand Portage Harbor and that when a firm finding has been made as to the plan of improvement and its cost that approval of such plan would no doubt be forthcoming from the Department of the Interior and that support will be made by the Department of Interior for the needed funds to be appropriated from Congress to bear the portion of the cost represented by the local benefits. Such a general statement would permit OCE to allot funds at this time to make the detailed studies and on the basis that there is every probability that the items of local cooperation can be complied with recognizing the Federal interest represented by the Bureau of Indian Affairs.

McDONALD

NGSOC

25 July 1966

U. S. Department of Interior  
Bureau of Indian Affairs  
Bemidji, Minnesota

ATTENTION: Mr. Leaf

Gentlemen:

Reference is made to your recent telephone conversation with this office concerning the Grand Portage Small-Boat Harbor on Lake Superior which, contingent upon favorable action by reviewing authorities, would be eligible for construction by the Corps of Engineers under the provisions of Section 107 of the River and Harbor Act of 1960.

As has been previously noted, this statutory authorization, which permits construction of small harbor projects without specific Congressional authorization, is conditioned on the furnishing of certain items of local cooperation by legally and financially responsible local interests. There is inclosed a summary of the salient provisions of this Act.

The recreational aspects of the boat harbor represent approximately 18% of the cost of the project, half of which must be furnished by local interests in cash under Item 1 of the listing of the elements of local cooperation, which in this case is presently estimated at approximately \$30,000. In answer to your specific question, there is no provision for accepting anything, either in the way of lands or other work, in lieu of the cash, since the provision of lands, dredging berthing areas, and the construction of docks, roads, parking areas, and other service facilities are entirely a local responsibility.

In confirmation of the above-mentioned telephone conversation, Indian Tribes are not considered to be a municipality or public agency fully authorized under state laws to give the assurances of local cooperation. Since Cook County, Minnesota does have this capability, it is suggested that the county act as the sponsor. (Until an acceptable Resolution of Assurances is provided, no further work on this project will be undertaken by this office.

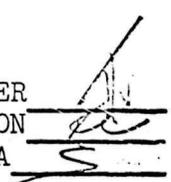
Sincerely yours,

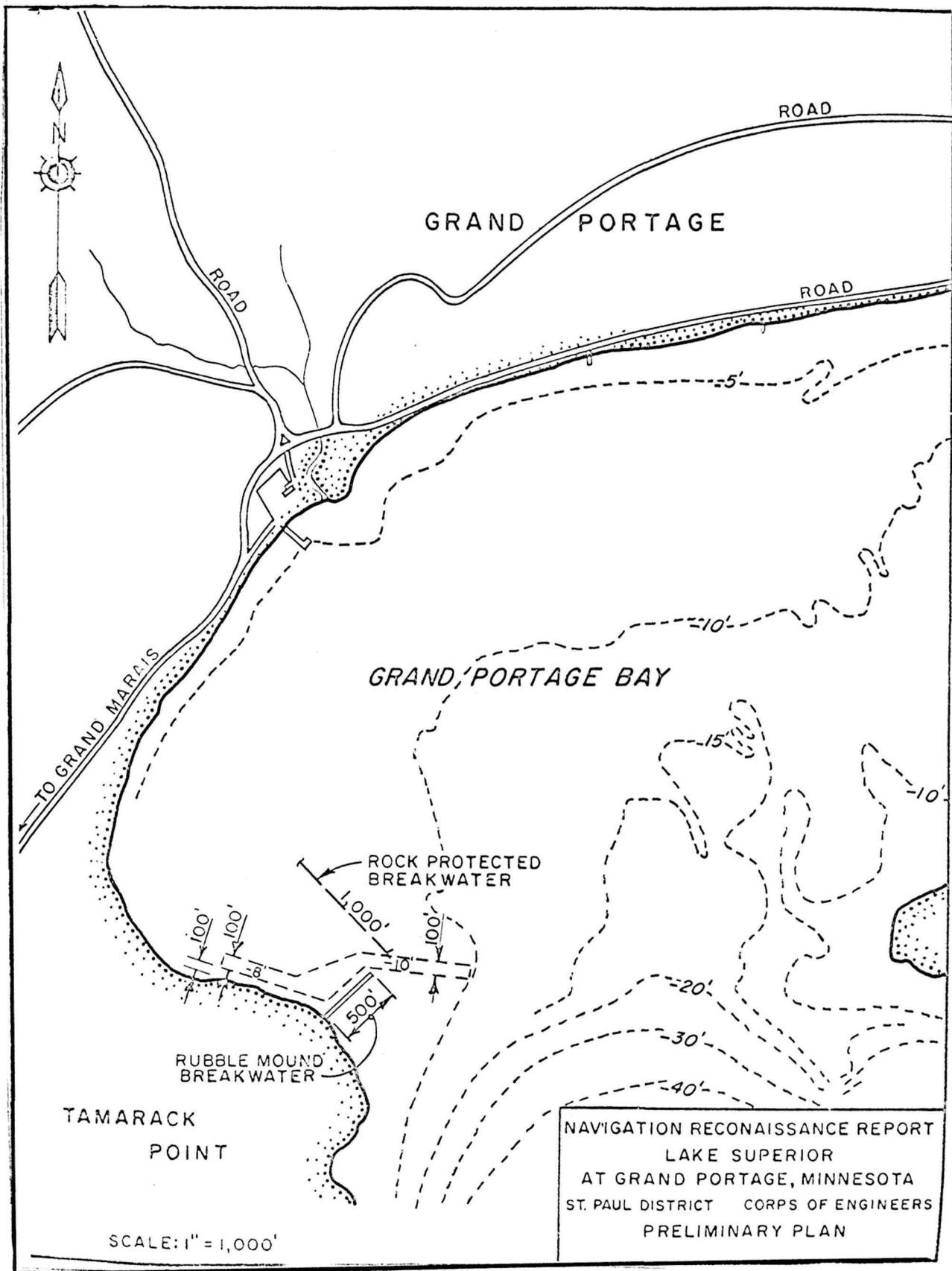
Incl  
Summary Sheet

Copy furnished:  
R. Hooper  
Fred Helmer

HAROLD D. SURSA  
Lt. Col., Corps of Engineers  
Deputy District Engineer

FOSTER  
CALTON  
SURSA





APPENDIX IV

Public Law 85-910, September 2, 1958,

Authorizing Establishment of Grand Portage National Monument

Public Law 85-910  
85th Congress, H. R. 11009  
September 2, 1958

AN ACT

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

*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 Monu-  
ment, Minn.,  
establishment.

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.

72 Stat. 1751.

NORTHWEST COMPANY AREA

72 Stat. 1752.

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.

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.

72 Stat. 1752.

72 Stat. 1753.

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.

September 2, 1958

Pub. Law 85-910

72 Stat. 1753.

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), 16 USC 1, as amended.

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 V

Joint-Use Facilities Development and Costs

and

Analysis of Grand Portage National Monument

Legal Restrictions

Appendix V-1

JOINT-USE FACILITIES - GRAND PORTAGE

SUMMARY OF DEVELOPMENT COSTS

|  |               |
|--|---------------|
| 1. Roads, Parking Areas, Trails and Walks  | \$ 241,900    |
| 2. Utility Systems   | 271,200       |
| 3. Liquid Petroleum Systems  | 42,400        |
| 4. Storm Drain System  | 15,400        |
| 5. Residences and Seasonal Quarters  | 296,800       |
| 6. Utility Area Complete with Buildings  | 116,700       |
| 7. Visitor Center, Administration and Concession<br>Facilities                   | 557,800       |
| 8. Entrance and Interpretive Signs   | <u>8,400</u>  |
| Sub-Total  | \$1,550,600   |
| 9. Contingencies, approximately 5% for<br>anticipated rise in construction costs | <u>77,500</u> |
| Total  | \$1,628,100   |

I. ROADS, TRAILS, PARKING AREAS AND WALKS

|  |               |
|--|---------------|
| 1. Roads and Parking Areas - Equivalent to<br>2 mi. @ \$75,000 | \$ 150,000    |
| 2. Trails, Bituminous Surfaced - 700 sq. yds.<br>@ \$5.00      | 3,500         |
| 3. Walks and Paved Areas - 700 sq. yds. @ \$6.00               | 4,200         |
| 4. Curb and Gutter - 2,000 l.f. @ \$6.00                       | 12,000        |
| 5. Miscellaneous - lump sum                                    | <u>9,300</u>  |
| Construction Cost  | 179,000       |
| Contingencies  | 24,200        |
| PS&S   | <u>38,700</u> |
| Total  | \$ 241,900    |

## II. UTILITY SYSTEMS

### Water System

|   |               |         |
|---|---------------|---------|
| 1. Pump House and equipment, complete, lump sum       | \$ 10,000     |         |
| 2. Overhead storage reservoir, 100,000 gal., lump sum | 50,000        |         |
| 3. Waterline, 8", 1,500 l.f. @ \$10                   | 15,000        |         |
| 4. Waterline, 6", 2,500 l.f. @ \$8                    | 20,000        |         |
| 5. Waterline, 2", 1,000 l.f. @ \$4                    | 4,000         |         |
| 6. Waterline, 1", 500 lf. @ \$3                       | 1,500         |         |
| 7. Valves, meters, etc., lump sum                     | 5,000         |         |
| 8. Automatic control system, lump sum                 | 2,000         |         |
| 9. Fire hydrants, 10 @ \$500                          | 5,000         |         |
| 10. Miscellaneous, lump sum                           | <u>10,000</u> |         |
| Sub-total   |               | 122,500 |

### Sewerage System

|                                    |              |        |
|------------------------------------|--------------|--------|
| 1. Sewage disposal plant, lump sum | 35,000       |        |
| 2. Sewer lines, 5,000 l.f. @ \$5   | 25,000       |        |
| 3. Sewer manholes, 20 @ \$500      | 10,000       |        |
| 4. Sewer cleanouts, 20 @ \$50      | 1,000        |        |
| 5. Miscellaneous, lump sum         | <u>5,000</u> |        |
| Sub-total                          |              | 76,000 |

### Refuse Disposal

|  |              |       |
|--|--------------|-------|
| 1. Refuse disposal (burn and bury), L.S. | <u>5,000</u> |       |
| Sub-total                                |              | 5,000 |

### Power System

|  |              |               |
|--|--------------|---------------|
| 1. Distribution (V.C., Utility and residential areas) lump sum | 5,000        |               |
| 2. Transformers, miscellaneous, etc.                           | <u>3,000</u> |               |
| Sub-total  |              | <u>8,000</u>  |
| Total construction cost  |              | 211,500       |
| Contingencies  |              | 27,140        |
| PS&S   |              | <u>32,560</u> |
| Total  |              | \$271,200     |

### III. LIQUID PETROLEUM GAS SYSTEMS

|   |              |
|---|--------------|
| 1. Residential area, lump sum                 | \$ 10,000    |
| 2. Visitor Center and utility areas, lump sum | 20,000       |
| 3. Miscellaneous                              | <u>3,000</u> |
|   |              |
| Construction cost                             | 33,000       |
| Contingencies                                 | 4,300        |
| PS&S  | <u>5,100</u> |
|   |              |
| Total   | \$ 42,400    |

### IV. STORM DRAIN SYSTEM

|  |              |
|--|--------------|
| 1. Storm drains for V.C. and residential areas, lump sum | \$ 10,000    |
| 2. Miscellaneous, lump sum                               | <u>2,000</u> |
|  |              |
| Construction cost  | 12,000       |
| Contingencies  | 1,550        |
| PS&S   | <u>1,850</u> |
|  |              |
| Total  | \$ 15,400    |

### V. RESIDENTIAL AREA

#### A. Residences

|  |                |
|--|----------------|
| 1. BIA residences, 3 BR, attached garage, 3 ea. @ \$25,000 | \$ 75,000      |
| 2. NPS residences, 3 BR, attached garage, 4 ea. @ \$25,000 | <u>100,000</u> |
|  |                |
| Total, including contingencies and PS&S                    | \$175,000      |

#### B. Seasonal Quarters

|                                      |               |
|--------------------------------------|---------------|
| 1. Apartment House, 6-unit, lump sum | \$ 90,000     |
| 2. Miscellaneous, lump sum           | <u>5,000</u>  |
|                                      |               |
| Construction Cost                    | \$ 95,000     |
| Contingencies                        | 12,180        |
| PS&S                                 | <u>14,620</u> |
|                                      |               |
| Total                                | \$121,800     |

VI. UTILITY AREA (Complete)

|   |                   |                            |
|---|-------------------|----------------------------|
| 1. Move and reset existing BIA Utility Bldg., L.S.                  | \$                | 5,000                      |
| 2. New utility building (1,600 sq.ft. - BIA;<br>2,400 sq.ft. - NPS) |                   |                            |
|   |                   | <u>4,000 sq.ft. @ \$16</u> |
|   |                   | 64,000                     |
| 3. Filling station for utility area, L.S.                           |                   | 5,000                      |
| 4. Grading, surfacing, and fencing, L.S.                            |                   | 10,000                     |
| 5. Demolition of existing structures, lump sum                      |                   | 2,000                      |
| 6. Equipment loading ramp and misc., lump sum                       |                   | <u>5,000</u>               |
|   | Construction cost | \$ 91,000                  |
|   | Contingencies     | 11,700                     |
|   | PS&S              | <u>14,000</u>              |
|   | Total             | \$116,700                  |

VII. VISITOR CENTER, ADMINISTRATION AND CONCESSION BUILDING

|  |  |               |
|--|--|---------------|
| 1. Vistor Center combined with<br>Administration Building<br>and Concession Facilities | 7,000 sq.ft.<br><u>7,000 sq.ft.</u><br>14,000 sq.ft. @\$30 | 420,000       |
| 2. Miscellaneous site grading, plantings,<br>etc., lump sum                            |  | <u>15,000</u> |
|  | Construction cost  | \$435,000     |
|  | Contingencies  | 55,800        |
|  | PS&S   | <u>67,000</u> |
|  | Total  | \$557,800     |

VIII. ENTRANCE AND INTERPRETIVE SIGNS

|                                 |                   |              |
|---------------------------------|-------------------|--------------|
| 1. Entrance sign, lump sum      |                   | 3,000        |
| 2. Interpretive signs, lump sum |                   | 3,000        |
| 3. Miscellaneous                |                   | <u>500</u>   |
|                                 | Construction cost | 6,500        |
|                                 | Contingencies     | 800          |
|                                 | PS&S              | <u>1,100</u> |
|                                 | Total             | 8,400        |



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
OFFICE OF THE SOLICITOR

1709 Jackson  
Omaha, Nebraska -68102

January 26, 1965

Memorandum

To: Regional Director, Midwest Region

From: Field Solicitor, Omaha

Subject: Joint Development - Bureau of Indian Affairs and  
National Park Service, Grand Portage National  
Monument

Mr. Glen T. Bean, Assistant Regional Director, in his memorandum of January 21, 1965, subject above, requests an opinion as to the authority of the National Park Service to expend funds to construct certain facilities outside the boundaries of the Monument.

Mr. Bean states that the National Park Service and the Bureau of Indian Affairs contemplate a joint development on trust land which has been designated as administrative reserve lands for the Bureau of Indian Affairs. It is not allotted land, but is owned by the Chippewa Tribe.

The facilities would consist of a joint maintenance area, visitor center, and administrative unit, plus a trading-post building which would be on a concession lease to the Grand Portage Band of Indians. He asks the following questions which will be discussed separately.

Question No. 1

Does the National Park Service have authority to expend funds and to construct these facilities on the above mentioned lands, or would it require special legislation to do so?

Answer

I am of the opinion that the National Park Service does not have authority to expend funds and to construct these facilities, and that generally it would require special legislation to do so. There is one possible exception which will be discussed later in this opinion.

The National Park Service has never had general authority for the construction and maintenance of facilities outside the boundaries of areas comprising the National Park System. Over the years, specific exceptions were provided by acts of Congress and carried in the annual appropriation acts making appropriations for the National Park Service. The Act of August 7, 1946, 60 Stat. 885; 16 U.S.C. s 17j-2 (1958) had for one of its purposes consolidation of the specific authorities formerly carried in the annual appropriation acts. The provisions of this act will be discussed later.

Question No. 2

If the National Park Service does not have authority would it be possible without legislation to do the following:

a. The Bureau has authority to construct and expend funds for development purposes on these lands. Can a Memorandum of Agreement be executed by the Bureau, the Service, and the Indians which would allow the Service to fund, program, and be the developing agency for the construction?

b. As another possibility, could the same be accomplished through a development lease between the Bureau, Service, and the Indians?

Answer

I am of the opinion that the National Park Service does not have the authority to expend funds by either of the methods described in "a" and "b" of this question.

Summary

The Act of August 7, 1946, supra, provides in pertinent part as follows:

"Appropriations for the National Park Service are authorized for--

\* \* \* \* \*

"Administration, protection, improvement, and maintenance of areas, under the jurisdiction of other agencies of the Government, devoted to recreational use pursuant to cooperative agreements."

The purpose of this subsection was to provide the basic authority for appropriations to the National Park Service to administer the recreational use of certain areas under the primary jurisdiction of other agencies. I do not believe that this provision would apply and be used as an authority for the purposes set out in Mr. Bean's memorandum. The primary purpose of the foregoing provision is to create by Cooperative Agreement recreational areas, and I do not believe it can be used as an authority for the purpose of constructing facilities outside the boundaries of areas under the jurisdiction of National Park Service. In other words, I do not believe this provision can be used for the purpose of extending the boundaries of National Park Service areas without legislative authority.

Therefore, I am of the opinion that it will be necessary to secure special legislation to accomplish the purposes discussed herein.



Morris D. Cook  
Field Solicitor



UNITED STATES  
DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

MIDWEST REGION

1709 Jackson Street  
Omaha, Nebraska 68102

IN REPLY REFER TO:

D18 GRPO

January 21, 1965

Memorandum

To: Field Solicitor

From: Assistant Regional Director, Cooperative Activities

Subject: Joint development - Bureau of Indian Affairs and National Park Service, Grand Portage National Monument

As the enclosed map shows, we have proposed a joint development with the Bureau of Indian Affairs for facilities which would be constructed outside the boundary of Grand Portage National Monument. The facilities would consist of a joint maintenance area, visitor center and administrative unit, plus a trading post building which would be on a concession lease to the Grand Portage Band of Indians. The facilities would be placed on Trust Land which has been designated as administrative reserve lands for the Bureau of Indian Affairs. It is not allotted land, but is owned by the Chippewa Tribe. Our questions are:

1. - Does the National Park Service have authority to expend funds and to construct these facilities on the above mentioned lands, or would it require special legislation to do so?
2. If the National Park Service does not have authority would it be possible without legislation to do the following:
  - a. The Bureau has authority to construct and expend funds for development purposes on these lands. Can a Memorandum of Agreement be executed by the Bureau, the Service, and the Indians which would allow the Service to fund, program, and be the developing agency for the construction?
  - b. As another possibility, could the same be accomplished through a development lease between the Bureau, Service, and the Indians?

I will appreciate your opinion on the above matters.

Glen T. Bean  
Assistant Regional Director

APPENDIX VI

Analysis of Commercial Facilities

at

Grand Portage Indian Park\*

\*Based on development cost estimates  
prepared in September 1965



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
NATIONAL PARK SERVICE  
FORT LARNED NATIONAL HISTORIC SITE



IN REPLY REFER TO:

D18

P. O. Box 135  
Larned, Kansas 67550  
November 30, 1966

Memorandum

To: Grand Portage Park Task Force

From: Superintendent, Fort Larned National Historic Site  
(Former Midwest Regional Chief of Concessions Management)

Subject: Analysis - Commercial Facilities - Grand Portage Park

This is in response to the November 18 memorandum from Bill Dean, Assistant to the Midwest Regional Director, requesting an upgraded feasibility analysis for the Grand Portage Complex. This memorandum and attached schedules therefore supersedes those submitted September 22, 1965, and August 25, 1966.

The seven new schedules reflect the increased cost estimates for construction of the several income-producing facilities. However, contrary to your suggestion, the estimated visitor figure of 112,450 used in part (b) of Schedule 1 is the proper estimate for the concession complex at the government site. As explained in the telephone call with Mr. Kawamoto on November 23, this is the estimated approximate 11% of 1968 travel over U.S. 61 that will patronize facilities at the joint-use site. The suggested higher travel figure would apply only to the entire development. Income estimates from the lodge and cabins, in Schedule 1(a), are based on facility units rather than travel estimates.

This analysis of the economic feasibility of the proposed income producing facilities must rest on certain basic factors resulting from other studies. The attached bibliography lists some of them. These, combined with construction cost estimates developed by N.P.S. Regional Office, eliminate the element of arbitrary judgment.

The following assumptions were made: (a) the proposed facilities would be completed by 1968 and limited to that size for the foreseeable future; (b) the Grand Portage Band would need to employ professional personnel until the Indians are trained for such assignments; and (c) the extent, or limit, of facilities offered is a stronger factor than travel projections.

Calculations are made from two approaches: 1) construction and financing by the Band and 2) government construction with facilities assigned or rented to the Indians. Recapitulation #1 compares the alternate construction plans. Construction by the Band would require conventional amortization and thus liquidate the investment approximately twice as fast as would be the case if the Government built the facilities and charged the Band the standard Building Use Fee and Franchise Fee. Recapitulation #2 then compares possible income and profit under the alternate plans. Only nominal annual profit (\$19,540) results if facilities are Band financed. An approximate \$40,000 annual profit is estimated through Government construction and renting facilities to the Band.

The proposal must be characterized as: a) subject to high construction and operating costs, b) good income only during a short summer season, and therefore c) producing only nominal profit to the Band. Recapitulation #3 separates the proposals between the Indian Village and the Joint-Use Complex. This demonstrates the total proposal is essential if a desirable economic benefit is to be realized by the Band. Annual profit of less than \$5000 is projected for the smaller joint-use facility even if it is government financed.

The obvious conclusion from these projections is that the Band could not be encouraged to make risk investment of \$1,243,500 for a possible \$20,000 annual profit. However, if the facilities are Government financed and rented to the Band, an approximate annual profit of \$40,000 is projected. Under this plan rental fee of \$330,000 and Franchise Fee of \$75,600 would repay \$405,600 of the \$1,243,500 investment at the end of 20 years.

The undersigned enjoyed the opportunity to participate in the studies for the Grand Portage development and hopes this data meets your requirements.



Elbert W. Smith

In triplicate

Enclosures 8:  
Bibliography  
Recapitulations 1, 2, and 3  
Schedules 1, 2, 3, and 4

## BIBLIOGRAPHY

- A. September 1961 National Park Service Study, "A Recreation Land Use Plan, Grand Portage Indian Reservation."
- B. The so-called April 1963 Aguar Report, "Tourist and Recreational Resources, Grand Portage Indian Reservation."
- C. 1964 publication by the University of Minnesota, "The Economics of the Proposed Voyageurs National Park."
- D. Public use and travel estimates for a 20-year period, developed by Acting Superintendent Robert Riley, Grand Portage, dated September 10, 1965.

Recapitulation #1  
Construction Financing

Construction Costs:

|   |                |
|---|----------------|
| A. Lodge and Primitive Cabins - Sch. 1(a)       | \$692,500      |
| B. Concession Complex @ Gov't. Site - Sch. 1(b) | 210,000        |
| C. Campgrounds - Sch. 3                         | <u>341,000</u> |
| Total   | \$1,243,500    |

(1) Financing if Indian Built

Conventional Annual Amortization based on useful life:

|   |               |
|---|---------------|
| A. Lodge and Primitive Cabins - Sch. 1(a)       | \$18,300      |
| B. Concession Complex @ Gov't. Site - Sch. 1(b) | 5,250         |
| C. Campgrounds - Sch. 3                         | <u>17,100</u> |
| Total   | \$40,650      |

Amortization over 20-year period \$813,000

Unliquidated balance of investment after 20 years \$430,500

(2) Financing if Government built & rented to Indians

Government rental/reduced to period of beneficial use: 1/

|   |              |
|---|--------------|
| A. Lodge and Primitive Cabins - Sch. 1(a)       | \$8,700      |
| B. Concession Complex @ Gov't. Site - Sch. 1(b) | 3,500        |
| C. Campgrounds - Sch. 3                         | <u>4,300</u> |
| Total   | \$16,500     |

Rental payments - 20 years \$330,000

Unliquidated balance of investment \$913,500

Note: Above figures make no allowance for other construction costs for roads, trails, utilities, and misc. exceeding \$1,000,000

1/ NPS Franchise Fee Formula

Recapitulation # 2

Estimated Annual Income and Profit

Gross receipts - Schedules 2 (a), 2 (b) & 3

|  |               |
|--|---------------|
| Lodge and Primitive Cabins   | \$298,340     |
| Concession Complex at Gov't. Site  | 71,000        |
| Campgrounds  | <u>21,500</u> |
| Total  | \$390,840     |
| Possible annual net profit @ 5%<br>(Presuming Indian constructed/hired management;<br>including operating maintenance & depreciation<br>charges) | \$ 19,540     |
| Add -- Amortization saved - if Gov't. built<br>(From Recapitulation #1)  | <u>40,650</u> |
|  | \$ 60,190     |
| Subtract - Rental, if Gov't. built   | <u>16,500</u> |
| Possible annual gross profit - if Gov't. built<br>& rented to Indians  | \$ 43,690     |
| Less - conventional franchise fee<br>(From Schedule 4)   | <u>3,780</u>  |
| Possible annual net profit - if Gov't. built<br>& rented to Indians  | \$ 39,910     |

Recapitulation #3

Summary Analysis - 20 year Period  
(Construction Costs - Amortization - Income - Profits)

|   | Indian Village<br>(Lodge - Cabins - Campgr.) | Joint Use<br>Conc. Complex | Total       |
|---|--|----------------------------|-------------|
| Estimated Construction Costs                              | \$1,033,500                                  | \$210,000                  | \$1,243,500 |
| (1) Conventional amortization-<br>Construction by Indians |  |                            |             |
| Total 1st 20 years  | \$708,000                                    | \$105,000                  | \$813,000   |
| Unliquidated balance @ 20 yrs.                            | \$325,500                                    | \$105,000                  | \$430,500   |
| (2) Gov't. Const. with rental charge                      |  |                            |             |
| Rental for 20 years                                       | \$260,000                                    | \$70,000                   | \$330,000   |
| Unliquidated balance @ 20 yrs.                            | \$773,500                                    | \$140,000                  | \$913,500   |
| Estimated Annual Receipts & Profit                        |  |                            |             |
| Est. annual gross   | \$319,840                                    | \$71,000                   | \$390,840   |
| 5% net profit if built by Indians                         | \$15,990                                     | \$3,550                    | \$19,540    |
| Est. profit if Gov't. built and rented                    | \$38,390                                     | \$5,300                    | \$43,690    |
| Less - franchise fee rate                                 | \$3,130                                      | \$ 650                     | \$ 3,780    |
| Est. net profit<br>(By Gov't. construction)               | \$35,260                                     | \$4,650                    | \$39,910    |

Construction Cost Estimates  
& Alternate Pay-off Plans

(a) Lodge and Primitive Cabins  
Indian Village and Back Country

Estimated construction cost:

|  |          |
|--|----------|
| 20 cabins @ \$2,000  | \$40,000 |
| Lodge, 50 rooms, furnished<br>including restaurant & filling station | 500,000  |
| Contingencies  | 69,400   |
| PS & S   | 83,100   |
| Total  | 692,500  |

Straight line annual amortization (If financed by Indians):

|                     |                         |          |
|---------------------|-------------------------|----------|
| \$40,000 in 20 yrs. | 2,000                   |          |
| 652,500 in 40 yrs.  | <u>16,300</u> (rounded) |          |
| Total/year          |                         | \$18,300 |

Or --

Government financed and rented to Indians:  
(Rental-reduced to period of beneficial use) 1/

|                           |               |         |
|---------------------------|---------------|---------|
| Use of cabins for 90 days | \$500         |         |
| Lodge-full use 1/4 year   | 4,100)        | rounded |
| Lodge-1/3 use 3/4 year    | <u>4,100)</u> |         |
| Total annual use fee      |               | \$8,700 |

(b) Concession Complex at Government Site

Estimated requirements and construction costs:

|                         |                      |           |
|-------------------------|----------------------|-----------|
| Coffee shop, et al      | 4,400 sq. ft.        |           |
| Gift/Craft shop         | 1,200 sq. ft.        |           |
| Trading post            | 1,400 sq. ft.        |           |
| Total construction cost | 7,000 sq. ft. @ \$30 | \$210,000 |

Straight line annual amortization over 40 years 5,250

Or --

Government built and rented:  
(Reduced to period of beneficial use) 1/

|                      |              |         |
|----------------------|--------------|---------|
| Full use 1/3 year    | 1,750        |         |
| 1/2 use 2/3 year     | <u>1,750</u> |         |
| Total annual use fee |              | \$3,500 |

1/ From NPS Franchise Fee Formual for rental of Gov't. Buildings  
(See Concession Management Handbook)

Estimates/Average Annual Gross Revenue  
 [By reference in part to Aguar Report]

## (a) Lodge and Primitive Cabins

## Cabins:

|   |          |
|---|----------|
| 20 units x 60 days x 4 guests @ \$2.50 each | \$12,000 |
| 20 units x 60 days x 2 guests @ \$2.50 each | 6,000    |

## Lodge: American plan

|  |                |
|--|----------------|
| 50 units x 2 guests x 100 days x 80% occupied @ \$17=\$136,000 |                |
| 50 units x 2 guests x 265 days x 30% occupied @ \$15=\$119,250 |                |
| Total from Lodge   | <u>255,250</u> |

|                        |           |
|------------------------|-----------|
| Total Lodge and Cabins | \$273,250 |
|------------------------|-----------|

## Gasoline Station:

|  |               |
|--|---------------|
| Using Park's 1968 travel forecast<br>( 2% of visitors) 11,670 x \$2.15 |               |
|  | <u>25,090</u> |

|                              |           |
|------------------------------|-----------|
| Total estimated gross - 1968 | \$298,340 |
|------------------------------|-----------|

## (b) Concession Complex at Government Site

## Lunchroom:

|                                  |          |
|----------------------------------|----------|
| 10% x 112,450 visitors x \$1.50= | \$16,900 |
|----------------------------------|----------|

## Gift Shop:

|                                  |          |
|----------------------------------|----------|
| 10% x 112,450 visitors x \$2.00= | \$22,000 |
|----------------------------------|----------|

## Trading Post:

|  |         |
|--|---------|
| 2% x 112,450 visitors x \$1.50=<br>(Drive through patronage) | \$3,350 |
|--|---------|

|   |          |
|---|----------|
| 425 sites x 90 days x 75% x \$1.00=<br>(Camper patronage) | \$28,750 |
|---|----------|

|                      |                 |
|----------------------|-----------------|
| Estimated Total/year | <u>\$71,000</u> |
|----------------------|-----------------|

Campgrounds  
(Cost & Income Estimates)

## Cost Estimates

|                     |                |
|---------------------|----------------|
| 200 modern sites    | \$241,000      |
| 225 primitive sites | <u>100,000</u> |

|       |           |
|-------|-----------|
| Total | \$341,000 |
|-------|-----------|

|  |                  |
|--|------------------|
| Straight line annual amortization/20 years | 17,100 (rounded) |
|--|------------------|

Government rental reduced to period of beneficial use 1/

|          |                   |
|----------|-------------------|
| 1/4 year | \$4,300 (rounded) |
|----------|-------------------|

## Income estimates:

|                                   |          |
|-----------------------------------|----------|
| 425 sites x 90 days x 75% x \$.75 | \$21,500 |
|-----------------------------------|----------|

1/ From NPS Franchise Fee Formula for Rental of Gov't. Buildings  
(See Concessions Management Handbook)

Estimated Franchise Fee  
Based on Income Estimates From Schedule 2 & 3  
and NPS Concession Fee Formula

## Indian Village:

|  |            |         |
|--|------------|---------|
| Lodge and Cabins \$273,250 @ 3/4 of 1% | \$2,050    |         |
| Gas Station \$25,090 @ 3%              | <u>750</u> | \$2,800 |

## Concession Complex at Gov't. Site:

|                                     |            |     |
|-------------------------------------|------------|-----|
| Lunches - \$16,900 @ 1%             | 170        |     |
| Gifts - No fee on Indian handicraft | -          |     |
| Store - \$32,100 @ 1 1/2%           | <u>480</u> | 650 |

## Campgrounds:

|                   |  |            |
|-------------------|--|------------|
| \$21,500 @ 1 1/2% |  | <u>330</u> |
|-------------------|--|------------|

|                  |  |       |
|------------------|--|-------|
| Annual Total Fee |  | 3,780 |
|------------------|--|-------|

|                                    |  |               |
|------------------------------------|--|---------------|
| Add rental - if Gov't. constructed |  | <u>16,500</u> |
|------------------------------------|--|---------------|

|                           |  |          |
|---------------------------|--|----------|
| Total Annual Fee & Rental |  | \$20,280 |
|---------------------------|--|----------|

|                                   |  |           |
|-----------------------------------|--|-----------|
| Total Fee to Gov't. over 20 years |  | \$405,600 |
|-----------------------------------|--|-----------|

|   |  |           |
|---|--|-----------|
| Unliquidated balance of investmant @ 20 years |  | \$855,000 |
|---|--|-----------|

NATIONAL PARK CONCESSIONERS  
FRANCHISE FEE FORMULA

1. In order to encourage the sale of genuine Indian and native handicraft, any fee on the sale of these items will be eliminated.

In the future, the franchise fee rate to be applied to gross receipts will be weighted to give recognition to the various types of operations from which the gross receipts are derived. The weighted computation will be based on past income and will result in a single percentage of gross to be applied to gross receipts (exclusive of Indian and native handicraft) in new contracts and whenever franchise fees are reconsidered under existing contract provisions. The following minimum percentage guidelines will be established for purpose of determining the weighted percentage fee, subject to economic considerations which would warrant higher or lower fees:

- |   |           |
|---|-----------|
| a. Food, lodging and saddle horses  | 3/4 of 1% |
| b. Grocery or general stores, alcoholic beverages, vending machine sales, newsstands, snack bars, soda fountains, marinas, boat rental and sales, fishing camps and other type service operations . . . | 1 1/2%    |
| c. Gasoline, transportation and photographic supplies and services . . . . .  | 3%        |
| d. All souvenir and curio sales, excluding genuine Indian and native handicraft. . . . .  | 5%        |

2. The flat fee now charged for the use of land and Government-owned buildings will be eliminated where the concessioner provides the basic facilities.
3. For any Government structure used by a concessioner, he would pay in addition to the percentage a reasonable charge based on the value of Government-owned structure provided.
4. Water, sewerage, and any other utility provided by the Government to the concessioner will be charged to the concessioner at established rates.

May 6, 1964

APPENDIX VII

Indian Park Development Costs

PROPOSED GRAND PORTAGE INDIAN PARK

PROGRAM SUMMARY

| <u>Year</u>   | <u>Management and<br/>Protection</u> | <u>Maintenance and<br/>Rehabilitation</u> | <u>Roads and<br/>Trails</u> | <u>Buildings and<br/>Utilities</u> | <u>Land<br/>Acquisition</u> | <u>Indian Land<br/>Lease</u> |
|---------------|--------------------------------------|---|-----------------------------|------------------------------------|-----------------------------|------------------------------|
| 1             | \$ 95,000 <sup>1</sup>               | \$ 43,000                                 | \$1,248,500 <sup>3</sup>    | \$2,958,400 <sup>3</sup>           | \$100,000                   | \$ 47,960                    |
| 2             | 88,200                               | 150,600 <sup>2</sup>                      | 0                           | 0                                  | 200,000                     | 47,960                       |
| 3             | 88,200                               | 94,200                                    | 0                           | 0                                  | 200,000                     | 47,960                       |
| 4             | 88,200                               | 94,200                                    | 0                           | 0                                  | 141,840                     | 47,960                       |
| 5             | 88,200                               | 94,200                                    | 0                           | 0                                  | 100,000                     | 47,960                       |
| <b>Totals</b> | <b>\$447,800</b>                     | <b>\$476,200</b>                          | <b>\$1,248,500</b>          | <b>\$2,958,400</b>                 | <b>\$741,840</b>            | <b>\$239,800</b>             |

<sup>1</sup>Includes equipment shown by \* on Equipment Sheet.

<sup>2</sup>Includes balance of equipment shown on Equipment Sheet.

<sup>3</sup>Detailed planning will be necessary before a 5-year development schedule can be developed. Gross estimates have been made at this time.

INDIAN PARK

SUMMARY OF DEVELOPMENT COSTS

Buildings, Utilities, and Miscellaneous

|   |   |
|---|---|
| 1. Campgrounds (Primitive Type) 225 Sites   | \$ 120,200  |
| 2. Campgrounds (Modern) (2) 200 Sites   | 268,000   |
| 3. Overnight Accommodations (Entire Indian Park)  | 692,500   |
| 4. Miscellaneous Recreation Facilities (Entire Indian Park)   | 147,500   |
| 5. Utilities for Lodge and Recreation Facilities  | 250,000   |
| 6. Utilities for Pigeon Point Campground  | 380,800   |
| 7. Picnic Area Development (200 Sites)  | 101,300   |
| 8. Utilities for Picnic Areas   | 75,700  |
| 9. Headquarters Area Development  | 229,500   |
| 10. Utilities for Headquarters Area   | 115,400   |
| 11. Residential Area Development  | 355,800   |
| 12. Utilities for Residential Area  | 78,700  |
| Total Buildings, Utilities, and Miscellaneous<br>(Approximately 5 percent added for expected<br>rise in construction costs) | <u>\$2,815,400</u><br>143,000<br><u>\$2,958,400</u> |

Roads and Trails

|  |  |
|--|--|
| 1. Access and Campground Roads (200 Sites)   | \$ 466,600   |
| 2. Miscellaneous Road System & Improvements (Entire Park)  | 405,500  |
| 3. Roads and Parking Areas for Headquarters Area   | 101,400  |
| 4. Roads, Walks, Drives, and Parking Areas for Residential Area  | 101,400  |
| 5. Roads and Parking Areas for Picnic Areas  | 71,000   |
| 6. Trail Systems (Entire Park)   | <u>42,000</u>                                      |
| Total for Roads and Trails<br>(Approximately 5 percent added for expected<br>rise in construction costs) | \$1,187,900<br><u>60,600</u><br><u>\$1,248,500</u> |

|  |             |
|--|-------------|
| Estimated Cost for Building, Utilities, and<br>Miscellaneous | \$2,958,400 |
| Estimated Cost for Roads and Trails                          | 1,248,500   |
|  | <hr/>       |
| Grand Total  | \$4,196,900 |

I. CAMPGROUND DEVELOPMENT

A. Campground (Primitive Type) - 50 Sites - Pigeon Point

|                                |                   |              |
|--------------------------------|-------------------|--------------|
| 1. Campground Site Preparation | 50 @ 100 -        | \$ 5,000     |
| 2. Campground Equipment        | 50 @ 125 -        | 6,250        |
| 3. Pit Toilets                 | 2 @ 1,500 -       | 3,000        |
| 4. Refuse Disposal Area        | L.S.              | 2,000        |
| 5. Small Boat Dock             | L.S.              | 3,000        |
| 6. Miscellaneous               | L.S.              | <u>1,000</u> |
|                                | Construction Cost | \$ 20,250    |
|                                | Contingencies     | 2,610        |
|                                | PS&S              | <u>3,140</u> |
|                                | Total             | \$ 26,000    |

B. Campground (Primitive Type) - 25 Sites - Grand Portage Island

|                                |                   |              |
|--------------------------------|-------------------|--------------|
| 1. Campground Site Preparation | 25 @ 100 -        | \$ 2,500     |
| 2. Campground Equipment        | 25 @ 125 -        | 3,125        |
| 3. Pit Toilets                 | 2 @ 1,500         | 3,000        |
| 4. Refuse Disposal Area        | L.S.              | 2,000        |
| 5. Small Boat Dock             | L.S.              | 3,000        |
| 6. Miscellaneous               | L. S.             | <u>1,000</u> |
|                                | Construction Cost | \$14,625     |
|                                | Contingencies     | 1,900        |
|                                | PS&S              | <u>2,275</u> |
|                                | Total             | 18,800       |

C. Campground (Primitive Type) - 50 Sites - High Island

|                                |                   |              |
|--------------------------------|-------------------|--------------|
| 1. Campground Site Preparation | 50 @ 100 -        | \$ 5,000     |
| 2. Campground Equipment        | 50 @ 125          | 6,250        |
| 3. Pit Toilets                 | 2 @ 1,500         | 3,000        |
| 4. Refuse Disposal Area        | L.S.              | 2,000        |
| 5. Small Boat Dock             | L.S.              | 3,000        |
| 6. Miscellaneous               | L.S.              | <u>1,000</u> |
|                                | Construction Cost | \$ 20,250    |
|                                | Contingencies 5%  | 2,610        |
|                                | PS&S 12%          | <u>3,140</u> |
|                                | Total             | \$ 26,000    |

D. Campground (Primitive Type) - 2 - 50 Sites Each - Governor's Island

|                                |                   |              |
|--------------------------------|-------------------|--------------|
| 1. Campground Site Preparation | 100 @ 100 -       | \$ 10,000    |
| 2. Campground Equipment        | 100 @ 125 -       | 12,500       |
| 3. Pit Toilets                 | 4 @ 1,500 -       | 6,000        |
| 4. Refuse Disposal Area        | L.S.              | 3,000        |
| 5. Small Boat Docks            | 2 @ 3,000         | 6,000        |
| 6. Miscellaneous               | L.S.              | <u>1,000</u> |
|                                | Construction Cost | \$ 38,500    |
|                                | Contingencies     | 4,950        |
|                                | PS&S              | <u>5,950</u> |
|                                | Total             | \$ 49,400    |

E. Campground (Modern) 2 - 100 Sites Each - Pigeon Point

|   |                   |               |
|---|-------------------|---------------|
| 1. Campground Site Preparation  | 200 @ 100 -       | \$ 20,000     |
| 2. Campground Equipment   | 200 @ 125 -       | 25,000        |
| 3. Comfort Stations   | 8 @ 11,000 -      | 88,000        |
| 4. Refuse Disposal Area   | L.S.              | 5,000         |
| 5. Small Boat Docks   | 2 @ 3,000         | 6,000         |
| 6. Ranger Station (quarters for Ranger & Caretaker<br>- Duplex 2 @ 30,000 |                   | 60,000        |
| 7. Miscellaneous  | L.S.              | <u>5,000</u>  |
|   | Construction Cost | \$209,000     |
|   | Contingencies     | 26,820        |
|   | PS&S              | <u>32,180</u> |
|   | Total             | \$268,000     |

II. ROADS, TRAILS AND PARKING AREAS

A. Access and Campground Roads - Pigeon Point  
(2 - 100 Site Campgrounds)

|  |                              |               |
|--|------------------------------|---------------|
| 1. Access Roads                                    | 2 $\frac{1}{4}$ mi. @ 60,000 | \$135,000     |
| 2. Campground Roads, Parking Areas<br>and Barriers | 1,000 per site               | 200,000       |
| 3. Trails  |                              | 5,000         |
| 4. Miscellaneous                                   |                              | <u>5,250</u>  |
|  | Construction Cost            | \$345,250     |
|  | Contingencies                | 46,670        |
|  | PS&S                         | <u>74,680</u> |
|  | Total                        | \$466,600     |

B. Road System - Miscellaneous (Entire Indian Park)

1. Roads, new construction and existing road improvement

|                                |                   |                |
|--------------------------------|-------------------|----------------|
|                                | L.S.              | \$150,000      |
| 2. Parking Areas and Overlooks | L.S.              | <u>150,000</u> |
|                                | Construction Cost | \$300,000      |
|                                | Contingencies     | 40,570         |
|                                | PS&S              | <u>64,930</u>  |
|                                | Total             | \$405,500      |

C. Campground Trails - Pigeon Point

|                            |       |                 |
|----------------------------|-------|-----------------|
| 1. Trails - Primitive Type | L.S.  | <u>\$ 2,000</u> |
|                            | Total | \$ 2,000        |

D. Trail System - Grand Portage Island

|                            |       |                 |
|----------------------------|-------|-----------------|
| 1. Trails - Primitive Type | L.S.  | <u>\$ 2,000</u> |
|                            | Total | \$ 2,000        |

E. Trail System - High Island

|                            |                   |            |
|----------------------------|-------------------|------------|
| 1. Trails - Primitive Type | 2 mi. @ 1,000     | \$ 2,000   |
| 2. Miscellaneous           | L.S.              | <u>500</u> |
|                            | Construction Cost | \$ 2,500   |
|                            | Contingencies     | 350        |
|                            | PS&S              | <u>550</u> |
|                            | Total             | \$ 3,400   |

F. Trail System - Governor's Island

|                           |                   |            |
|---------------------------|-------------------|------------|
| 1. Trails. Primitive Type | 3 mi. @ 1,000     | \$ 3,000   |
| 2. Miscellaneous          | L.S.              | <u>500</u> |
|                           | Construction Cost | \$ 3,500   |
|                           | Contingencies     | 500        |
|                           | PS&S              | <u>800</u> |
|                           | Total             | \$ 4,800   |

G. Trail System - Pigeon Point

|                           |                   |              |
|---------------------------|-------------------|--------------|
| 1. Trails, Primitive Type | 10 mi. @ 1,000    | \$10,000     |
| 2. Miscellaneous          | L.S.              | <u>1,000</u> |
|                           | Construction Cost | \$11,000     |
|                           | Contingencies     | 1,500        |
|                           | PS&S              | <u>2,400</u> |
|                           | Total             | \$14,900     |

H. Trail System - Miscellaneous (Entire Indian Park)

|                           |                   |              |
|---------------------------|-------------------|--------------|
| 1. Trails, Primitive Type | 10 mi. @ 1,000    | \$10,000     |
| 2. Miscellaneous          | L.S.              | <u>1,000</u> |
|                           | Construction Cost | \$11,000     |
|                           | Contingencies     | 1,500        |
|                           | PS&S              | <u>2,400</u> |
|                           | Total             | \$14,900     |

III. OVERNIGHT ACCOMMODATIONS (Entire Indian Park)

|   |                   |                |
|---|-------------------|----------------|
| 1. Primitive back-country cabins,<br>walk in type - no roads                    | 20 @ 2,000 -      | \$ 40,000      |
| 2. Lodge, 50 room, complete with furnishings,<br>restaurant and filling station | L.S.              | <u>500,000</u> |
|   | Construction Cost | \$ 540,000     |
|   | Contingencies     | 69,400         |
|   | PS&S              | <u>83,100</u>  |
|   | Total             | \$ 692,500     |

IV. MISCELLANEOUS RECREATION FACILITIES

|   |                   |               |
|---|-------------------|---------------|
| 1. Amphitheater, 1,500 seat   | L.S.              | \$ 75,000     |
| 2. Miscellaneous  | L.S.              | <u>10,000</u> |
|   | Sub-Total         | \$ 85,000     |
| 1. Other Miscellaneous Recreation facilities or<br>services such as interpretive exhibits, signs,<br>archeological investigations, etc. | L.S.              | <u>30,000</u> |
|   | Construction Cost | \$ 115,000    |
|   | Contingencies     | 14,770        |
|   | PS&S              | <u>17,730</u> |
|   | Total             | \$ 147,500    |

V. UTILITY SYSTEM

A. Utilities for Lodge and Recreational Facilities

|                    |                         |               |
|--------------------|-------------------------|---------------|
| 1. Water System    | L.S.                    | \$ 100,000    |
| 2. Sewerage System | L.S.                    | 75,000        |
| 3. Power System    | L.S.                    | <u>20,000</u> |
|                    | Total Construction Cost | \$ 195,000    |
|                    | Contingencies           | 25,000        |
|                    | PS&S                    | <u>30,000</u> |
|                    | Total                   | \$250,000     |

B. Utilities - Pigeon Point Campgrounds (2 - 100 Site Campgrounds)

|                    |      |               |
|--------------------|------|---------------|
| 1. Water System    | L.S. | \$150,000     |
| 2. Sewerage System | L.S. | 112,000       |
| 3. Power System    | L.S. | <u>35,000</u> |

Total Utilities  
Construction Cost \$297,000

Contingencies 38,100

PS&S 45,700

Total \$380,800

VI. PICNIC AREA DEVELOPMENT

A. Picnic Areas - 200 sites (One Primary Development and  
Four Minor Picnic Sites)

|                     |            |               |
|---------------------|------------|---------------|
| 1. Site Preparation | 200 @ 50   | \$ 10,000     |
| 2. Picnic Equipment | 200 @ 100  | 20,000        |
| 3. Comfort Stations | 3 @ 11,000 | 33,000        |
| 4. Pit Toilets      | 4 @ 1,500  | 6,000         |
| 5. Miscellaneous    | L.S.       | <u>10,000</u> |

Construction Cost \$ 79,000

Contingencies 10,130

PS&S 12,170

Total \$101,300

B. Utilities for Picnic Areas

|                    |                   |              |
|--------------------|-------------------|--------------|
| 1. Water System    | L.S.              | \$ 27,000    |
| 2. Sewer System    | L.S.              | 24,000       |
| 3. Power System    | L.S.              | 5,000        |
| 4. Refuse Disposal | L.S.              | <u>3,000</u> |
|                    | Consturction Cost | \$59,000     |
|                    | Contingencies     | 7,590        |
|                    | PS&S              | <u>9,110</u> |
|                    | Total             | \$75,700     |

C. Roads and Parking for Picnic Areas

|  |                   |               |
|--|-------------------|---------------|
| 1. Equiv. to 1½ mi. of Road @ \$35,000 |                   | \$ 52,500     |
|  | Construction Cost | 52,500        |
|  | Contingencies     | 7,120         |
|  | PS&S              | <u>11,380</u> |
|  | Total             | \$ 71,000     |

VII. HEADQUARTERS AREA DEVELOPMENT

|   |                     |               |
|---|---------------------|---------------|
| 1. Administration Building                            | 4,000 sq.ft. @ \$30 | \$120,000     |
| 2. Utility Building                                   | 2,400 sq.ft. @ \$16 | 38,400        |
| 3. Utility Area - Grading,<br>Surfacing, Fencing etc. | L.S.                | <u>20,600</u> |
|   | Construction Cost   | \$179,000     |
|   | Contingencies       | 23,000        |
|   | PS&S                | <u>27,500</u> |
|   | Total               | \$229,500     |

A. Utilities for Headquarters Area

|                    |                   |               |
|--------------------|-------------------|---------------|
| 1. Water System    | L.S.              | \$ 40,000     |
| 2. Sewerage System | L.S.              | 25,000        |
| 3. Power System    | L.S.              | 5,000         |
| 4. Refuse Disposal | L.S.              | 4,000         |
| 5. LP Gas System   | L.S.              | <u>16,000</u> |
|                    | Construction Cost | \$ 90,000     |
|                    | Contingencies     | 11,540        |
|                    | PS&S              | <u>13,860</u> |
|                    |                   | \$115,400     |

B. Roads and Parking Areas for Headquarters Area

|                            |                   |                  |
|----------------------------|-------------------|------------------|
| 1. Equiv. to 1 mi. of road | 1 mi. @ 75,000    | <u>\$ 75,000</u> |
|                            | Construction Cost | \$ 75,000        |
|                            | Contingencies     | 10,160           |
|                            | PS&S              | <u>16,240</u>    |
|                            | Total             | 101,400          |

VIII. RESIDENTIAL AREA DEVELOPMENT

A. Residences (Permanent)

|                                      |   |                 |
|--------------------------------------|---|-----------------|
| 1. Residences, 3 BR, attached garage | 5 ea. @ 25,000                            | <u>\$125,00</u> |
|                                      | Sub-Total - includes contingencies & PS&S | \$125,000       |

B. Seasonal Quarters

|                              |                   |                  |
|------------------------------|-------------------|------------------|
| 1. Apartment Houses, 6 units | 2 ea. @ 90,000    | <u>\$180,000</u> |
|                              | Construction Cost | \$180,000        |
|                              | Contingencies     | 23,100           |
|                              | PS&S              | <u>27,700</u>    |
|                              | Sub-Total         | \$230,800        |

C. Water System

|    |   |              |
|----|---|--------------|
| 1. | Distribution main from Community Reservoir 6"-1000 L.F.@ 8.00 | \$ 8,000     |
| 2. | Service lines 1" 500 L.F. @ 3.00                              | 3,000        |
| 3. | Valves, Meter, etc. L.S.                                      | 3,000        |
| 4. | Fire Hydrants 4 ea. @ 500                                     | 2,000        |
| 5. | Miscellaneous L.S.  | <u>6,000</u> |
|    | Construction Cost   | \$ 22,000    |
|    | Contingencies   | 2,820        |
|    | PS&S  | <u>3,380</u> |
|    | Sub-Total   | \$ 28,200    |

D. Sewer System

|    |   |              |
|----|---|--------------|
| 1. | Sewer Mains (to Community Disposal Plant 2000 LF @ 6.00 | \$ 12,000    |
| 2. | Sewer Manholes 6 ea. @ 500.00                           | 3,000        |
| 3. | Sewer Cleanouts 6 ea. @ 50.00                           | 300          |
| 4. | Miscellaneous L.S.                                      | <u>5,000</u> |
|    | Construction Cost                                       | \$20,300     |
|    | Contingencies   | 2,600        |
|    | PS&S  | <u>3,100</u> |
|    | Sub-Total   | \$26,000     |

E. Liquid Petroleum Gas System

|    |                               |              |
|----|-------------------------------|--------------|
| 1. | Storage and Distribution L.S. | \$10,000     |
| 2. | Miscellaneous L.S.            | <u>2,000</u> |
|    | Construction Cost             | \$12,000     |
|    | Contingencies                 | 1,550        |
|    | PS&S                          | <u>1,850</u> |
|    | Sub-Total                     | \$15,400     |

F. Power System

|                                |                   |              |
|--------------------------------|-------------------|--------------|
| 1. Distribution System         | L.S.              | \$ 2,000     |
| 2. Transformers, Miscellaneous | L.S.              | <u>2,000</u> |
|                                | Construction Cost | \$ 4,000     |
|                                | Contingencies     | 600          |
|                                | PS&S              | <u>600</u>   |
|                                | Sub-Total         | \$5,200      |

G. Refuse Disposal System

|                                    |               |                |
|------------------------------------|---------------|----------------|
| 1. Refuse Disposal (Burn and Bury) | L.S.          | <u>\$3,000</u> |
|                                    | Construction  | \$3,000        |
|                                    | Contingencies | 400            |
|                                    | PS&S          | <u>500</u>     |
|                                    | Sub-Total     | \$3,900        |

Sub-Total for Buildings and Utilities \$434,500

H. Roads, Walks, Drives and Parking Areas

|   |                   |               |
|---|-------------------|---------------|
| 1. Roads - Equiv. to 1 mi. of road @ 75,000 |                   | \$ 75,000     |
|   | Construction Cost | 75,000        |
|   | Contingencies     | 10,160        |
|   | PS&S              | <u>16,240</u> |
|   | Sub-Total         | \$101,400     |

Appendix VIII

Indian Park Land Acquisition Costs

**ESTIMATE**  
**LAND ACQUISITION COSTS**  
**PROPOSED INDIAN PARK**  
**GRAND PORTAGE RESERVATION**

**DECEMBER 8, 1965**

**BUREAU OF INDIAN AFFAIRS**  
**MINNEAPOLIS AREA OFFICE**  
**BRANCH OF REAL ESTATE APPRAISAL**

**BY**  
**LAWRENCE O. GRUNDSON**  
**APPRAISER**

CERTIFICATE

I certify that I have made a cursory inspection of the properties referred to in this report. I do further certify that I have no present or intended future interest therein.

DEC 17 1933

                      
Date

Approved:

DEC 17 1933

                      
Date

(SGA) LAWRENCE O. OUMUNDSON

                                      
Lawrence O. Oumundson  
Appraiser

(SGA) LLOYD W. OGDEN

                                      
Lloyd W. Ogden  
Supervisory Appraiser

ESTIMATE LAND ACQUISITION COSTS  
PROPOSED INDIAN PARK  
GRAND PORTAGE RESERVATION

Purpose

The purpose of this report is to estimate the fee value of the lands within the boundaries of the proposed Indian Park at the Grand Portage Indian Reservation. The estimates will be used by the Grand Portage Task Force for planning purposes and possible legislative action.

It is understood that the information contained herein will become a part of an overall Planning Report covering the project.

Authorization

The estimate of value is prepared pursuant to the request by letters dated September 22, 1965 and November 29, 1965 from the B.I.A. Projects Development Officer to the Supervisor of the B.I.A. Appraisal Branch. Copies of said letters are attached hereto as Exhibit "A".

Area of Proposed Park

The area included in this study is that area lying south and east of the red lines indicated on the attached map (See Exhibit B).

Two studies were completed as follows:

- (1) An area lying south and west of the Section line between Sections 9 and 16, Twp. 63N, R 6E (Raspberry Point).
- (2) An area lying north and east of the section line between Sections 9 and 16, Twp. 63N, R 6E (Raspberry Point).

Sections 3, 4 and 9, Twp. 63N, R 6E are considered as Grand Portage Village, reserved for such purposes, and therefor not included in the estimate of value for park purposes.

Acreage within both areas has been broken down between ownership status and land types as indicated below in the estimate of value.

To avoid severance damages, the proposed boundary lines as indicated in red on Exhibit "B" have been placed along existing property lines, and legal subdivision lines as established by survey.

#### Inspection of Property

A cursory inspection was made of the entire Lake Superior shore line, Pigeon River frontage, and accessible interior lands.

#### Neighborhood Analysis

The entire area is a cut over timber covered region. The reproduction consists primarily of mixed northern hardwoods intermixed with scattered spruce, pine, and cedar. The average stumpage yields about 15 cords per acre of merchantable timber. The current timber market in the area is slow. The local economy is dependent upon the harvest of forest products, related industries, and the tourist trade. No part of the Grand Portage Reservation is utilized for Agriculture. The soil and weather conditions are cool and not conducive for cropping purposes.

The only U.S. or state highway crossing the Reservation is U.S. Highway 61. County roads are provided in occupied areas along the Lake

Superior shore line.

The nearest railroad is at Port Arthur, Ontario located ~~4~~3 miles northeast of the Grand Portage National Monument.

#### Estimate of Value

There is an inactive real estate market in the area. In arriving at the estimate of average values an analysis of known sales that have been consummated during the past three years were utilized. The estimates are considered reasonable on an overall basis for the properties involved. They would, however, not be applicable to individual tracts.

Tax data was considered for privately owned property but not utilized since the data does not set a pattern. The county is currently undergoing a reassessment by personnel from the Minnesota Department of Taxation.

In addition to an analysis of market data and a cursory inspection of the properties, opinions were obtained from local people in the area who are believed to be informed as to the current real estate market.

The estimate of value was developed for the following land categories:

#### Interior Woodland

Interior woodland was considered to a depth of 400 feet from the lakeshore. In cases where the remainder in government lots was too

shallow for economical use above 400 feet, the entire depth of the lot was classified as lakeshore frontage. Two methods of estimating the value of interior timber lands were considered as follows:

(1) This office has appraised numerous tracts within the reservation for purposes of sale or exchange. The average per acre value for such tracts is \$14.00 per acre for land and merchantable timber.

(2) The Branch of Forestry for the Bureau of Indian Affairs has completed point sampling of the entire Grand Portage Reservation. Using the average cords per acre from the above survey, current stumpage rates, and average land values, the estimated value of land and merchantable timber by this method is \$17.00 per acre. For the purposes of this report, inaccessible timber lands were considered at \$15.00 per acre. Those tracts with available access were considered at \$17.00 per acre. In certain cases where the tracts lie adjacent to the highway at strategic locations, an additional land value was assigned.

#### Lakeshore Frontage

An analysis was made of numerous sales of Lake Superior frontage both outside and within the Grand Portage Reservation. The consideration varied considerably depending upon the physical characteristics of the shoreline, location, accessibility, and size of the tract. Offers for sale were also considered. The

range in value were as follows:

Outside the Reservation - \$4.00 to \$20.00 per front foot

Within the Reservation - \$4.00 to \$20.00 per front foot

Some of frontage along small, interior lakes within the county but outside the reservation were also considered. The range in value varied for reasons similar to those on Lake Superior. The considerations varied between \$1.50 to \$13.00 per front foot.

Values assigned to Lake Superior frontage in this report varied from \$0.60 per foot for inaccessible, precipitous, rocky and unusable shore line to \$20.00 per foot for small, privately owned improved tracts with excellent shore line.

#### Commercial Properties

Within the proposed park area are three privately owned commercial properties which are going concerns. Two of the properties (namely Reservation Lodge and Hallow Rock Resort) are located within the area south of Raspberry Point. For these properties, land values were assigned at the estimated value as explained above under the paragraph for lake shore frontage. Value of the improvements was considered by the cost approach less depreciation. The third commercial property is located in the area above Raspberry point along U.S. Highway 61 at the new border crossing. The property is commonly known as "Tydens". It is an interior tract with highway frontage on both sides of the highway. The owners purchase price

is known and land developments costs were added to purchase price resulting in an estimated value of \$21.50 per foot for the developed area of 1,260 feet. The undeveloped frontage of 2,760 feet was assigned a value of \$8.25 per foot based on comparison with other known sales of highway frontage outside the reservation. The value of the improvements was based upon the cost approach less accrued depreciation.

#### River Frontage

There are no known sales of river frontage in the area of the Grand Portage Reservation and few sales of river frontage outside the reservation. A few sales of river frontage have been consummated along Sea Gull River. The river is located at the north end of the Gun Flint Trail and flows between Sea Gull Lake and Saganaga Lake. The consideration in these sales were from \$12.00 to \$20.00 per front foot. The sales were for small tracts for cabin sites. The properties had access, electric power and telephone service, whereas subject property does not have these facilities. Based upon the above data, the estimated value of the river frontage within subject property is \$2.00 per foot for non-strategic tracts to \$6.50 per foot for those tracts adjacent to the Pigeon Falls.

#### Islands

Located within the proposed Indian Park Area are Pancake and Blueberry Islands. They are in that part south of Raspberry Point. Other islands are Grand Portage Island, the Susie Islands, and

one other privately owned island within the area north of Raspberry Point. All of the islands are timber covered, uninhabited and unimproved. There has been no demand for island property in the area of the reservation, and market data for this type of property is practically nil. On August 4, 1964, a private party took a state assignment for delinquent taxes on 54.73 acres on Governor's Island (one of Susie Island group) for \$2,100. This computes out at \$38.37 per acre. In the absence of other current sales of island property, the figure of \$40.00  $\pm$  per acre has been assigned to the island property. There are a total of 16 islands within the proposed park area.

The following data is an estimate of the fair market value of the properties within the boundaries for the proposed park:

Estimated Land Acquisition Costs

Below Raspberry Point

(South of section line between Sections 9 and 16, T 63N, R 6E)

Interior Woodlands

|                          | <u>Acres</u><br><u>Interior Woodland</u> | <u>Estimated</u><br><u>Fair Market Value</u> |
|--------------------------|--|--|
| Federal                  | -  | -  |
| State of Minnesota       | 247.0                                    | \$ 4,200.                                    |
| Allotted Lands           | -  | -  |
| Minnesota Chippewa Tribe | 169.0                                    | 2,875.                                       |
| Grand Portage Band       | 1108.0                                   | 18,865.                                      |
| Privately Owned          | <u>86.0</u>                              | <u>5,400.</u>                                |
|                          | <u>1610.0</u>                            | <u>\$31,340.</u>                             |

Lakeshore

|                                  | <u>Lineal Feet</u> | <u>Acres</u> | <u>Estimated<br/>Fair Market Value</u> |
|----------------------------------|--------------------|--------------|--|
| Federal                          | -                  | -            | -                                      |
| State of Minnesota               | 2,450              | 24.0         | \$ 17,650.                             |
| Allotted Lands                   | -                  | -            | -                                      |
| Minnesota Chippewa Tribe         | 3,150              | 48.0         | 15,750.                                |
| Minnesota Chippewa Tribe Islands | -                  | 6.0          | 325.                                   |
| Grand Portage Band               | 37,800             | 534.0        | 205,650.                               |
| Privately Owned                  |                    | 79.0         | 40,665.                                |

Commercial

|                 |              |             |                |
|-----------------|--------------|-------------|----------------|
| Privately Owned | <u>1,485</u> | <u>23.0</u> | <u>16,950.</u> |
|                 | 44,885       | 714.0       | \$296,990.     |

River Frontage

|                          |       |      |           |
|--------------------------|-------|------|-----------|
| Minnesota Chippewa Tribe | 1,400 | 12.0 | \$ 2,800. |
|--------------------------|-------|------|-----------|

Improvements

|                        | <u>Number</u> | <u>Estimated<br/>Fair Market Value</u> |
|------------------------|---------------|--|
| Residence (year round) | 3             | \$7,800.                               |
| (seasonal)             | 2             | 3,600.                                 |
| <u>Commercial</u>      |               |  |
| Lodge                  | 1             | 17,000.                                |
| Rental Cottages        | 11            | 15,000.                                |
| Other Buildings        | 6             | <u>1,300.</u>                          |
| Total Improvements     |               | \$44,700.                              |

Summary of Area South of Raspberry Point

|                     |                |
|---------------------|----------------|
| Land                | \$331,130.     |
| Improvements        | 44,700.        |
| Contingencies (20%) | <u>75,170.</u> |
| Total               | \$451,000.     |

Additional Improvements Not a Part of Real Estate

Homes on Trust Lands by Assignment:

|                  |            |
|------------------|------------|
| 3 Residences     | \$4,500.   |
| 1 Mobile Home    | 3,000.     |
| 1 Other Building | <u>25.</u> |
|                  | \$7,525.   |

Homes on Leased Trust Land

|                            |             |
|----------------------------|-------------|
| 2 Mobile Homes             | \$3,500.    |
| 1 Residence                | 500.        |
| 1 Residence (under const.) | 3,000.      |
| 5 Other Buildings          | <u>500.</u> |
|                            | \$7,500.    |
| Grand Total                | \$15,025.   |
| Call it                    | \$15,000.   |

Estimated Land Acquisition Costs

North of Raspberry Point

(North of Section line between Sections 9 and 16, T 63N, R 6E)

Interior Woodlands

|                          | <u>Acres</u><br><u>Interior Woodland</u> | <u>Estimated</u><br><u>Fair Market Value</u> |
|--------------------------|--|--|
| Federal                  | 80.0                                     | \$ 1,200.00                                  |
| State of Minnesota       | -  | -  |
| Allotted Lands           | 321.0                                    | 5,295.00                                     |
| Minnesota Chippewa Tribe | 142.0                                    | 2,135.00                                     |
| Grand Portage Band       | 3,874.0                                  | 57,840.00                                    |
| Privately Owned          | <u>262.0</u>                             | <u>4,035.00</u>                              |
|                          | 4,679.0                                  | \$70,505.00                                  |

Lakeshore

|                              | <u>Feet</u> | <u>Acres</u>  | <u>Estimated</u><br><u>Fair Market Value</u> |
|------------------------------|-------------|---------------|--|
| Federal                      | -           | -             | -  |
| State of Minnesota           | 4,450.      | 15.0          | \$14,400.00                                  |
| Allotted Lands               | -           | -             | -  |
| Minnesota Chippewa Tribe     | -           | -             | -  |
| Grand Portage Band           | 80,850      | 1,340.0       | 199,760.00                                   |
| Grand Portage Band (Islands) |             | 284.0         | 12,030.00                                    |
| Privately Owned              | 7,315       | 55.0          | 15,280.00                                    |
| Privately Owned (Islands)    |             | <u>124.00</u> | <u>5,550.00</u>                              |
|                              | 92,615      | 1,828.0       | <del>\$247,550.00</del><br>247,030.00        |

Commercial

|                       | <u>Feet</u>   | <u>Acres</u>       | <u>Estimated Fair Market Value</u> |
|-----------------------|---------------|--------------------|------------------------------------|
|                       |               | 80.0 road frontage | \$ 50,000.00                       |
| <u>River Frontage</u> |               |                    |                                    |
| Grand Portage Band    | 19,300        | 473.0              | 38,600.00                          |
| Privately Owned       | <u>14,100</u> | <u>264.0</u>       | <u>47,575.00</u>                   |
| Total River Ownership | 33,400        | 737.0              | \$ 86,175.00                       |

Improvements

|                         | <u>Number</u> | <u>Estimated Fair Market Value</u> |
|-------------------------|---------------|------------------------------------|
| Residences (year round) | 7             | \$30,400.00                        |
| (seasonal)              | 3             | 3,600.00                           |
| (other improvements)    | 3             | 1,100.00                           |

Commercial

|                                    |   |                  |
|------------------------------------|---|------------------|
| Cafe, Tavern & Store               | 1 | \$68,000.00      |
| Service Station                    | 1 | 11,000.00        |
| Leased Bldg to Immigration Service | 1 | <u>10,700.00</u> |
| Total Improvements                 |   | \$124,800.00     |

Summary of Area North of Raspberry Point

|               |   |
|---------------|---|
| Land          | <sup>453,700</sup><br><del>\$454,240.00</del> |
| Improvements  | 124,800.00                                    |
| Contingencies | <u>115,800.00</u>                             |
| Total         | <del>\$694,840.00</del><br>694,300            |

Additional Improvements not a Part of Real Estate

Home on Trust Land by Assignment

2 Residences \$1,300.00

Summary of Entire Proposed Park Area

South of Raspberry Point

|                        |                  |              |
|------------------------|------------------|--------------|
| Land                   | \$331,130.00     |              |
| Improvements           | 44,700.00        |              |
| Contingencies<br>(20%) | <u>75,170.00</u> |              |
|                        |                  | \$451,000.00 |

North of Raspberry Point

|                        |                   |                   |
|------------------------|-------------------|-------------------|
| Land                   | \$454,240.00      |                   |
| Improvements           | 124,800.00        |                   |
| Contingencies<br>(20%) | <u>115,800.00</u> |                   |
|                        |                   | <u>694,840.00</u> |
|                        | Total             | \$1,145,840.00    |
|                        | Call it           | 1,145,000.00      |

Tax Loss

The total 1964 taxes due and payable in 1965 for taxable property within the proposed park area is as follows:

|                               |                 |
|-------------------------------|-----------------|
| Part south of Raspberry Point | \$ 1,191.98     |
| Part north of Raspberry Point | <u>2,646.94</u> |
| Total Annual Taxes            | \$ 3,838.92     |

Total Delinquent Taxes

|                               |                 |
|-------------------------------|-----------------|
| Part south of Raspberry Point | \$ 46.40        |
| Part north of Raspberry Point | <u>2,502.77</u> |
|                               | \$2,549.17      |

ADDENDUM TO APPENDIX VIII

Land appraisers from the Bureau of Indian Affairs were making land valuation estimates during the formative months of the task force effort. Consequently, they were not instructed to make, for purposes of this report, an estimate of land values and tax losses for the Pigeon River unit or the 100 acres suggested for the Grand Portage Bay area. These estimates were derived later. The Grand Portage Bay unit of 100 acres has been valued at \$100,000 and the Pigeon River unit analysis has been summarized by bureau appraisers in the following addendum. For purposes of analysis and determination of lease costs, the reader should note that appraisal estimates have assumed full fee acquisition of all lands.

ADDENDUM TO APPENDIX VIII

PIGEON RIVER UNIT  
(2,193 acres)

Interior Woodlands

|   | <u>Acres</u> | <u>Estimated<br/>Fair Market Value</u> |             |
|---|--------------|--|-------------|
| Allotted lands . . . . .                    | 26           | \$ 442.00                              |             |
| Minnesota Chippewa Tribe<br>lands . . . . . | 378          | 6,426.00                               |             |
| Grand Portage Band lands .                  | 367          | 6,239.00                               |             |
| Private lands . . . . .                     | 367          | 6,239.00                               |             |
|   | <u>1,138</u> | <u>                    </u>            | \$19,346.00 |

River Frontage

|                                       | <u>Miles</u> | <u>Acres</u> | <u>Estimated<br/>Fair Market Value</u> |              |
|---------------------------------------|--------------|--------------|--|--------------|
| Allotted lands . .                    | 3.40         | 179          | \$24,558.00                            |              |
| Minnesota Chippewa<br>Tribe lands . . | 3.79         | 200          | 48,574.00                              |              |
| Grand Portage<br>Band lands . . .     | 5.27         | 378          | 67,261.00                              |              |
| Private lands . .                     | 5.65         | 298          | 89,261.00                              |              |
|                                       | <u>18.21</u> | <u>1,055</u> | <u>                    </u>            | \$229,654.00 |

Plus contingencies (20 percent) . . . . . 31,000.00

\$280,000.00

APPENDIX IX

Resolutions of the Minnesota Chippewa Tribe and the  
Grand Portage Band Relinquishing Lands Within  
the Boundaries of Grand Portage National  
Monument to the Federal Government

RESOLUTION NO. 57

WHEREAS, Public Law 85-910, September 2, 1958, provides for the establishment of the Grand Portage National Monument in the State of Minnesota, and

WHEREAS, the establishment affects certain Minnesota Chippewa Tribal Land which is essential for the preservation of unique historical values to be contained in the Grand Portage National Monument, and

WHEREAS, The Minnesota Chippewa Tribe desires to further the establishment of the Grand Portage National Monument and has approved such establishment through Resolution No. 9 - Executive Committee meeting of August 8, 1957, and

WHEREAS, the Minnesota Chippewa Tribe is authorized, under Section 2 of the Act of September 2, 1958, to execute instruments of relinquishment in favor of the United States of America for acceptance by the Secretary of the Interior, and

WHEREAS, the Act of September 2, 1958 provides certain employment preferences and the preferential privileges to provide those visitor accommodations and services, including guide services, to the members of the Grand Portage Band and the Minnesota Chippewa Tribal members and also provides for the reversion of such lands in the event the Grand Portage National Monument is abandoned at any time after its establishment, and

WHEREAS, when the establishment of the Monument is effected pursuant to the Act of September 2, 1958, 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,

NOW, THEREFORE, BE IT RESOLVED, that the Minnesota Chippewa Tribe hereby relinquishes to the United States of America for acceptance by the Secretary of the Interior all right, title, and interest of the Minnesota Chippewa Tribe in land as follows, to wit:

A strip of land 600 feet wide centering along the Grand Portage Trail as delineated on original land office survey maps affecting SW<sup>1</sup>/<sub>4</sub>SW<sup>1</sup>/<sub>4</sub>, Section 29; and NE<sup>1</sup>/<sub>4</sub>NE<sup>1</sup>/<sub>4</sub>, Section 31; Township 64 North, Range 6 East, Fourth Principal Meridian, containing 4.54 acres, more or less, and the following described Tribal lands, now designated as Agency Reserve, to wit:

Tract numbered 1 as described in the Act of September 2, 1958, 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 660 feet to the Section line between Sections 4 and 9, thence due East a distance of 1189.3 feet to the meander corner between Sections 4 and 9, thence Northeasterly along shoreline to point of beginning, containing 45.46 acres, more or less.

BE IT FURTHER RESOLVED, that the Minnesota Chippewa Tribe endorses any action taken by the Grand Portage Band in transfer of Band land as referred to in the Act of September 2, 1958.

CARRIED: 10 - 0

We do hereby certify that the foregoing resolution was duly presented and enacted upon at a regular meeting of the executive committee as held March 21, 1959 at the V. F. W. Hall; Bemidji, Minnesota.

S E A L :

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Simon Howard - President  
Minnesota Chippewa Tribe

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John Buckanaga - Secretary  
Minnesota Chippewa Tribe

RESOLUTION NO. 1

WHEREAS, Public Law 85-910, September 2, 1958, provides for the establishment of the Grand Portage National Monument in the State of Minnesota, and

WHEREAS, The establishment affects certain Grand Portage Band land which is essential for the preservation of unique historical values to be contained in the Grand Portage National Monument, and

WHEREAS, The Grand Portage Band of Chippewa Indians desire to further the establishment of the Grand Portage National Monument and have requested such establishment through past resolutions, and

WHEREAS, The Tribal Council of the Grand Portage Band of Chippewa Indians is authorized, under Section 2 of the Act of September 2, 1958, to execute such instruments of relinquishment in favor of the United States of America for acceptance by the Secretary of the Interior, and

WHEREAS, The Act of September 2, 1958 provides certain employment preferences and the preferential privilege to provide those visitor accommodations and services, including guide services, to the members of the Grand Portage Band and the Minnesota Tribe of Chippewa Indians and also provides for the reversion of such lands in the event the Grand Portage National Monument is abandoned at any time after its establishment, and

WHEREAS, When the establishment of the Monument is affected pursuant to the Act of September 2, 1958, 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. 533), as amended.

NOW, THEREFORE BE IT RESOLVED, that the Grand Portage Band of Chippewa Indians hereby relinquish to the United States of America for acceptance by

Secretary of the Interior all right, title, and interest of the Grand Portage Band in land as follows, to wit:

Beginning at the meander corner between Sections 4 and 9, Township 63 North, Range 6 East, Fourth Principal Meridian; thence West along section line, a distance of 1189.32 feet; thence South along one-sixteenth line a distance of 1,100 feet to a point marked by a brass plug No. VII; thence East a distance of 486.21 feet to a point marked by an inclined iron pipe; thence Northeasterly along lake shore to point of beginning.

Beginning at the brass plug marked No. VII used in the descriptions above; thence Westerly along a line paralleling a North section line of Section 9, a distance of 275 feet to a point marked by an iron pipe; thence northerly along a line paralleling 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 line of Section 9 to a point of intersection of the West one-sixteenth line of Section 9; thence Southerly along said one-sixteenth line to a point of beginning, all lying in Section 9, Township 63 North, Range 6 East, Fourth Principal Meridian.

A strip of land 100 feet wide centering along the old Portage Trail as delineated on the original land office survey maps beginning at a point where the Trail intersects the present road to Grand Portage School and continuing in a Northwesterly direction crossing the NE $\frac{1}{4}$ , SE $\frac{1}{4}$ , Lot 3, Section 4, Township 63 North, Range 6 East, to a point where it intersects the right-of-way of the proposed United States Highway No. 61 in Lot 3, Section 4, Township 63 North, Range 6 East, Fourth Principal Meridian.

A strip of land 600 feet wide centering along the Old Portage Trail as delineated on the original land office survey maps from the North side

of the proposed right-of-way of United States Highway No. 61 and continuing in a Northwesterly and Westerly direction, crossing the following lands: Lots 3 and 4, Section 4, Township 63 North, Range 6 East; and SE $\frac{1}{4}$ , S $\frac{1}{4}$ NW $\frac{1}{4}$ , NE $\frac{1}{4}$ SW $\frac{1}{4}$  of Section 32; W $\frac{1}{2}$ SE $\frac{1}{4}$ , Section 30, Township 64 North, Range 6 East; NE $\frac{1}{4}$ SE $\frac{1}{4}$ , S $\frac{1}{2}$ NE $\frac{1}{4}$ , SE $\frac{1}{4}$ NW $\frac{1}{4}$ , Section 25; N $\frac{1}{2}$ NE $\frac{1}{4}$ , N $\frac{1}{2}$ NW $\frac{1}{4}$ , Section 27; NE $\frac{1}{4}$ NE $\frac{1}{4}$  of Section 28, Township 64 North, Range 5 East, Fourth Principal Meridian.

BE IT FURTHER RESOLVED, that the Grand Portage Band hereby also endorses any action taken by the Minnesota Chippewa Tribe in transfer of tribal land as referred to in the Act of September 2, 1958.

We, the undersigned, hereby certify that the foregoing resolution was duly presented and enacted at a meeting of the Grand Portage Band Council, Feb. 25 1959, 1959, held at Grand Portage, Minnesota.

We further certify that a quorum of the Council was in attendance and there was a vote of 5 members for the resolution and 0 members against the resolution.

  
Paul Cyrette, Chairman  
Grand Portage Band Council

  
Paul LaGarde, Secretary  
Grand Portage Band Council

GRAND PORTAGE RESERVATION COUNCIL  
Grand Portage , Minnesota

RESOLUTION #2

WHEREAS, Public Law 85-910, September 2, 1958 provides for the establishment of the Grand Portage National Monument in the State of Minnesota, and

WHEREAS, the establishment affects certain Grand Portage Band land which is essential for the preservation of unique historical values to be contained in the Grand Portage National Monument, and

WHEREAS, on February 24, 1959, in a meeting, the Grand Portage Band Council enacted Resolution No. 1, relinquishing to the United States of America for acceptance by the Secretary of the Interior all right, title and interest of the Grand Portage Band in the land necessary for the National Monument, and

WHEREAS, there appears an omission of approximately 39 feet in Section 1 of Resolution No. 1, dated February 24, 1959, and

WHEREAS, it is the desire of the Grand Portage Band Council to correct this omission in the land description.

NOW, THEREFORE BE IT RESOLVED, that the description of the land relinquished by the Grand Portage Band, in Resolution No. 1 of February 24, 1959, to the United States of America for use as the Grand Portage National Monument be and is hereby amended and corrected to read as follows, to wit:

1. Beginning at the meander corner between Sections 4 and 9, Township 63 North, Range 6 East, Fourth Principal Meridian; thence West along section line a distance of 1189.32 feet; thence South along one-sixteenth line a distance of 1100 feet to a point marked by a brass plug No. VII; thence East a distance of 486.21 feet to a point marked by an inclined iron pipe; thence extended along said line a distance of approximately 39 feet to

- the water's edge; thence Northeasterly along the shore line of Lake Superior to point of beginning, containing 25.02 acres, more or less.
2. Beginning at the brass plug marked No. VII used in the descriptions above; thence Westerly along a line paralleling a North section line of Section 9, a distance of 275 feet to a point marked by an iron pipe; thence Northerly along a line paralleling 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 line of Section 9 to a point of intersection of the West one-sixteenth line of Section 9; thence Southerly along said one-sixteenth line to a point of beginning, all lying in Section 9, Township 63 North, Range 6 East, Fourth Principal Meridian.
  3. A strip of land 100 feet wide centering along the old Portage Trail as delineated on the original land office survey maps beginning at a point where the Trail intersects the present road to Grand Portage School and continuing in a Northwesterly direction crossing the NE $\frac{1}{4}$ SW $\frac{1}{4}$ , SE $\frac{1}{4}$ NW $\frac{1}{4}$ , Lot 3, Section 4, Township 63 North, Range 6 East, to a point where it intersects the right-of-way of the proposed United States Highway No. 61 in Lot 3, Section 4, Township 63 North, Range 6 East, Fourth Principal Meridian. A strip of land 600 feet wide centering along the Old Portage Trail as delineated on the original land office survey maps from the North side of the proposed right-of-way of United States Highway No. 61 and continuing in a Northwesterly and Westerly direction, crossing the following lands: Lots 3 and 4, Section 4, Township 63 North, Range 6 East; and SE $\frac{1}{4}$ , S $\frac{1}{2}$ NW $\frac{1}{4}$ , NE $\frac{1}{4}$ SW $\frac{1}{4}$  of Section 32; W $\frac{1}{2}$ SE $\frac{1}{4}$ , Section 30, Township 64 North, Range 6 East;

NE $\frac{1}{4}$ SE $\frac{1}{4}$ , S $\frac{1}{2}$ NE $\frac{1}{4}$ , SE $\frac{1}{4}$ NW $\frac{1}{4}$ , Section 25; N $\frac{1}{2}$ NE $\frac{1}{4}$ , N $\frac{1}{2}$ NW $\frac{1}{4}$ , Section 27; NE $\frac{1}{4}$ NE $\frac{1}{4}$  of Section 28, Township 64 North, Range 5 East, Fourth Principal Meridian.

BE IT FURTHER RESOLVED, that the Grand Portage Band hereby also endorses any action taken by the Minnesota Chippewa Tribe in transfer of tribal land as referred to in the Act of September 2, 1958.

We, the undersigned, hereby certify that the foregoing resolution was duly presented and enacted at a meeting of the Grand Portage Band Council, June 24, 1959, held at Grand Portage, Minnesota.

We further certify that a quorum of the Council was in attendance and there was a vote of 5 members for the resolution and 0 members against the resolution.

  
\_\_\_\_\_  
Grand Portage Band Council

  
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Grand Portage Band Council

APPENDIX X

Guidelines for Legislation

The task force recommends that the proposals suggested in the report be incorporated into an "omnibus bill." Guidelines for such legislation are outlined below:

I. Grand Portage Indian Park

A. A clear statement of purpose which shall include authority for the Secretary of the Interior, in cooperation with the Grand Portage Band and Minnesota Chippewa Tribe, to establish and develop an Indian park on the Grand Portage Indian Reservation.

B. The park shall be operated by a Grand Portage Indian Park board of directors (see pages 23-26).

C. Within the boundaries of the Indian park, the Secretary of the Interior should be authorized to acquire lands, or interests therein, by donation, purchase with donated or appropriated funds, or exchange as follows (see pages 30-31):

1. Lands owned by the State of Minnesota or local units of Government would be acquired with their consent.
2. Lands within the Indian park boundary that are held in trust for the Grand Portage Band or the Minnesota Chippewa Tribe will be leased by the Federal Government until the area is developed along the lines suggested in this report. The plan of development proposes completion in 5 years; however, if this is not accomplished the lease payment should continue until it is completed. Lease payments should be based on a 7 percent of fair market value of the land which is explained in the section on land costs. The rationale for the lease

payment lies in the fact that the two tribal entities will, during the period of development, forego income from the lands included in the park (wood products, lease of cottage sites and other enterprises, etc.). Once the area is developed, it is expected that tourist services provided by the Band will offset loss of income from lands used for park purposes. The Tribe will not have the same opportunity. Therefore, it is proposed that an easement be taken on Tribal lands after the 5-year period with payment in lump sum or staggered payments plus interest. Title to the land will remain with the Tribe. (See page 37.) When the lease is first negotiated, it will be desirable to enter into a long-term agreement with the tribal entities and the Secretary provided that the lands will be used for the Indian park as long as the park exists with provision for an easement on Tribal lands. These documents should provide for means of adjusting boundaries as conditions change, subject to the approval of the board of directors and the Band or Tribe when their lands are involved.

Allotted lands would be acquired or exchanged. Exchanges will preserve Indian trust status. To facilitate exchanges of allotted lands, the Secretary should be authorized to acquire by negotiated purchase any lands, or interests in them, outside of the park boundaries. Lands so acquired could be exchanged for allotments on an equal-value basis, but if properties are not of equal value,

the Secretary should be authorized to accept cash from, or pay cash to, the grantor in order to equalize values. To overcome heirship problems, legislation should make provision for the Secretary to acquire allotments with the consent of at least 51 percent of the interests and to represent minors as persons who are non compos mentes.

Title to allotted and private non-Indian lands acquired for the park should be held in the name of the United States. Provision should be made for the Secretary to grant to the Indians the same rights which they presently enjoy on trust lands within the Indian park boundary. In the event the park is abandoned, the lands shall revert to the Indians in accordance with appropriate laws, rules, and regulations.

3. Within the park area, commercial logging would be prohibited as incompatible with park operations. Lease payments to the Minnesota Chippewa Tribe and the Grand Portage Band of Chippewa Indians for lands which are held in trust for them and which are used for the Indian park would compensate for employment and timber losses during the interim period of development.
4. Within the portions of the Grand Portage Indian Reservation that would be included in the park, recognized members of the Grand Portage Band and the Minnesota Chippewa Tribe should be permitted to traverse and use these areas in order to hunt, fish, trap, boat, or gather

wild rice or to obtain access to their homes or businesses. However, in order to preserve and interpret the historic, scenic, cultural, and other outdoor features, the Secretary and the board of directors should be authorized to prescribe regulations under which the area can be traversed.

5. It should be indicated that nothing in the proposal will affect the existing rights of members of the Band or Tribe to hunt, fish, trap, or gather wild rice. Hunting, fishing, and trapping on lands and waters within the boundaries of the park by non-Indians would be permitted in accordance with any applicable laws and regulations of the board of directors. Authorities will be necessary to designate zones where, and establish periods when, no hunting or fishing would be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment.
6. The Indian people are to be trained to manage and operate the park. The board of directors would as soon as possible become in effect the owner-operator of the park and would receive financial assistance in the form of annual appropriations through the Secretary that will be necessary to assure the area would continue to be available for public use and would meet the standards prescribed by the Secretary.

Legislation should provide that the park eventually would be managed by the board of directors as an enterprise with an approved plan of operation, a qualified manager

under contract, and a staff. (See pages 23-26.)

7. In the administration, protection, and development of the park, the National Park Service, the Bureau of Indian Affairs, Minnesota Chippewa Tribe, and the Grand Portage Band, through its Business Committee and proposed board of directors, should adopt and implement, and from time to time revise, an agreement or appropriate document which would include specific provision for--
  - a. Protection of scenic, scientific, historic, geological, and archeological features contributing to public education, inspiration, and enjoyment;
  - b. Complete plans for acquisition, development, maintenance, and operation of the Indian park to provide the benefits of public recreation;
  - c. Preservation of the unique flora and fauna and physiographic and geologic conditions now prevailing in the area to be occupied by the proposed park;
  - d. A master plan for the Grand Portage Bay and Village area which should include specific provision for operation, maintenance, financing, etc., of any given water, road, electrical system, etc.
8. Because the area will be improved with public funds and will be available for public use, it may be appropriate to charge entrance fees. User fees could also be charged for campgrounds and other direct recreation services provided by the park.

## II. Joint-Use Development and Grand Portage National Monument

A. The National Park Service and the Bureau of Indian Affairs should be authorized to develop joint-use facilities outside the monument boundaries on Grand Portage Indian Reservation land. Though there is general agreement on the site, additional study may indicate a different selection. The specific locations of the development thus should not be spelled out in the legislation. The legislation should make it possible for the National Park Service, the Bureau of Indian Affairs, and the Grand Portage Band or the Minnesota Chippewa Tribe, as the case may be, to mutually agree upon the site or sites for the necessary development. The Grand Portage Band and/or the Minnesota Chippewa Tribe shall also agree with regard to the adequacy of the site for the Indian park headquarters. Because housing for National Park Service, Bureau of Indian Affairs, and Indian park employees is required and a common maintenance and storage depot will be desirable, the legislation should be flexible.

B. The legislation should not be specific in naming the exact extent of the development but would allow the agencies to construct buildings, roads, and utilities of whatever nature are pertinent to the needs of the National Park Service, Bureau of Indian Affairs, and the Indian park. It should also provide for expansion and modification of facilities as required.

C. The legislation should provide for the National Park Service and the Bureau of Indian Affairs to make surveys and site studies in cooperation with the Indians to determine the best location of the facilities from an economical and operational standpoint.

D. The legislation should allow the National Park Service and

the Bureau of Indian Affairs rights-of-way for all developments and legal clearance for their construction, operation, and maintenance. Access would be unrestricted, subject to the concurrence of the Grand Portage Band and/or the Minnesota Chippewa Tribe.

E. Since the legislation would authorize construction outside the monument boundaries, provision should be made for the return to the Grand Portage Band of monument lands that were at one time considered for the joint development but have since been determined as not being feasible. This land which was given to the National Park Service by the Grand Portage Band is described as follows:

A tract of land in the NW $\frac{1}{4}$ NW $\frac{1}{4}$ , Sec. 9, T.63 N., R. 6E., in the Grand Portage Indian Reservation, State of Minnesota; bounded by a straight line, traverse being at the point described in Public Law 85-910, 85th Congress, H.R. 11009, September 2, 1958, as ". . . a point marked by a brass plug numbered VII" and extending due north along the west one-sixteenth line of said section 9, a distance of 443.63 feet to an unmarked point, thence due west, a distance of 275.00 feet to a point marked by an iron pipe, and thence due east, a distance of 275.00 feet to the said point of beginning. The above described tract is also described as "Tract No." in said Public Law 85-910 and contain 2.8 acres.

F. The legislation should provide and allow for the development of water works and sewage and refuse disposal facilities, to be operated by the Bureau of Indian Affairs, for the use of the National Park Service, the Bureau of Indian Affairs, the Indian park headquarters and appurtenant facilities, and the Grand Portage Village. The use of these utilities by the Grand Portage Village would be limited to that which is in excess of the needs of the Indian park, the National Park Service, and the Bureau of Indian Affairs. The Bureau of Indian Affairs would provide

for the supply and storage of water and the treatment plant for the disposal of sewage. Distribution of water and collection of sewage to serve the Grand Portage Village would be the responsibility of the village. However, the legislation should charge the National Park Service and the Bureau of Indian Affairs with responsibility for operation and maintenance of all facilities and authorize these agencies to establish procedures for determining rates and collection of payment for service and use of facilities.

During the time that this legislation is in the process of enactment, it is expected that detailed site planning will be in progress, and the Bureau of Indian Affairs, the National Park Service, the Grand Portage Band, and the Public Health Service will explore ways to provide sewer and water facilities for the entire village.

G. The legislation should authorize the appropriation of funds to the Secretary of the Interior to construct facilities which would provide concession space for members of the Grand Portage Band and thereby afford them the opportunity to operate a restaurant and an Indian craft facility.

H. The legislation should provide for use of lands selected for the site on a long-term basis rather than an actual transfer to the Department of the Interior.

I. The task force recommends that funds required for the joint-use facility and Indian park be included in the total legislation. The legislation should authorize funding of the entire development from especially appropriated funds over and above regular appropriations for

the National Park Service and the Bureau of Indian Affairs for construction purposes. Such package funding and the construction of joint-use facilities will result in economies and better operations.

J. The legislation should provide for Federal funds to purchase allotments of land severed by purchase by the National Park Service in its acquisition for Grand Portage National Monument. The parcels are difficult to manage as separately owned entities and should be donated to the contiguous landowner, namely, the Grand Portage Band or the Minnesota Chippewa Tribe. Estimated requirement to purchase these allotments is \$15,000.

If necessary, legislation should include provision for the transfer of roads within the monument to permit relocation in order to improve efficiency of operation and further development.

K. Legislation authorizing the monument (Public Law 85-910) should be amended to include existing Bureau of Indian Affairs roads within the monument as a part of the monument. (See page 65.)

APPENDIX XI

List of Task Force Members and Participants

Chairman

Harold C. Jordahl, Jr., Regional Coordinator, Upper Mississippi-Western  
Great Lakes Area, U.S. Department of the Interior

Bureau of Indian Affairs

Roderick H. Riley, Washington, D. C.  
Glenn R. Landbloom, Area Director, Minneapolis, Minnesota  
Bernard M. Granum, Minneapolis, Minnesota  
Paul A. Krause, Bemidji, Minnesota

National Park Service

Fred C. Fagergren, Regional Director, Omaha, Nebraska  
Burton V. Coale, Omaha, Nebraska  
Robert G. Cooper, Omaha, Nebraska  
John Kawamoto, Omaha, Nebraska

Public Health Service

James V. Waskiewicz, Bemidji, Minnesota

State of Minnesota

Jerome H. Kuehn, Minnesota Conservation Department, St. Paul, Minnesota  
Wallace R. Anderson, Minnesota Conservation Department, St. Paul,  
Minnesota

Indian Representatives

Paul LeGarde, Chairman, Grand Portage Reservation Business Committee,  
Grand Portage, Minnesota  
William R. Bushman, Grand Portage, Minnesota  
James Hendrickson, Grand Portage, Minnesota  
Peter Dufault, President, Minnesota Chippewa Tribe, Cloquet, Minnesota  
James Hull, Manager, Grand Portage Business Committee, Grand Portage,  
Minnesota  
Howard LaVoy, Manager, Minnesota Chippewa Tribe, Bemidji, Minnesota  
Allen Wilson, Minnesota Chippewa Tribe, Ball Club, Minnesota

Others

Sigurd F. Olson, Ely, Minnesota  
Lew Ringham, Ontario Department of Lands and Forests, Port Arthur,  
Ontario

