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A SUMMARY

Voyageurs National Park Proposal

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STATE of MINNESOTA
Department of Conservation
October 1967

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STATE OF MINNESOTA
DEPARTMENT OF CONSERVATION
ST. PAUL, MINNESOTA 55101

October 4, 1967

Honorable Harold LeVander
Governor
State Capitol
St. Paul, Minnesota 55101

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STATE OF MINNESOTA

Dear Governor:

I am delivering to your office today 8 copies of the Voyageurs Park report. This report has been compiled by two staff men of the department, Willard West and Roger Williams, whose background is attached indicating considerable interest and competence in this field.

This report is submitted to you exactly as it was written by these men under general instructions to gather objective data.

When you read the report, I believe you will feel as I do that these men have done a commendable job of collecting data in an impartial manner. I think you will also feel that the data is helpful in getting a picture of the situation.

They did not attempt to list, or deal with, the many policy questions which must be considered by your office and mine.

We were pleased to be called upon to do this job for you, and if there is any other information you would like to have, be sure to let us know.

Sincerely,

Jarle Leirfallon
Commissioner of Conservation

WILLARD E. WEST

Mr. West was graduated from the University of Minnesota in 1940 with a B. S. in Forest Management. He joined the Minnesota Division of Forestry in April of 1946, and he has since held the following positions:

Forest Ranger I	1 year	Blackduck
Forest Ranger III	2 years	Blackduck
Forester I Inventory and Management	7 years	Warroad
Forester II Auxiliary Forest Supervisor	6 months	Grand Rapids
Forester III Coordinator-State Land Management	7 years	Grand Rapids
Forester IV Assistant Chief-State Forests and Recreation	3 years	Saint Paul

Presently, Conservation Manager IV in Land Planning and Forest Inventory.

Member of the Society of American Foresters and Izaak Walton League of America.

ROGER S. WILLIAMS

Mr. Williams attended the University of Minnesota for one year (1955-1956) with a major in landscape design. He transferred to Iowa State University in 1956 and graduated in 1960 with a Bachelor of Science Degree in Landscape Architecture.

Mr. Williams served two years in the U. S. Army following his graduation. Since that time he has held the following positions:

Member of Community Improvement Program (CIP) staff,
Minneapolis Planning Commission to December 1962.

Head Landscape Architect for the firm of Aguar, Jyring,
Whiteman and Moser, Duluth, Minnesota from January 1963
to February 1966.

Presently, Landscape Architect, Bureau of Engineering, Minnesota
Department of Conservation since February 1966.

Tau Sigma Delta Scholastic Honor Society in Architecture and the
Allied Arts.

Associate Member American Society of Landscape Architects.

Secretary-Treasurer, Minnesota Association of Landscape Architects.

DEPARTMENT Conservation--Lands & Forestry*Office Memorandum*

TO : Jarle Leirfallom, Commissioner

DATE: September 20, 1967

FROM : Willard E. West
Roger S. Williams

SUBJECT: The Proposed Voyageurs National Park Report

We respectfully transmit herewith the completed Report and Summary of the Voyageurs National Park Proposal.

Despite the limited time, we have attempted to assemble for you the most pertinent facts relating to this proposal and to discuss them fully and without bias. It has been our objective to withhold personal opinions and recommendations from the report to enable its readers to judge the pros and cons for themselves. Should you or the Governor desire to discuss the report, we would be willing to do so at any time.

We would like to credit the Conservation Department in general by stating that the directors and personnel of the various divisions and bureaus have given freely of their time, talents, and facilities toward the preparation of this report.

Our thanks is extended to Mr. John Kawamoto, Regional Chief, Midwest Office of the National Park Service, for spending a full day with us clarifying Park Service policies.



Willard E. West, Assistant Supervisor
State Land Planning & Forest Management Section
Division of Lands & Forestry



Roger S. Williams, Landscape Architect
Bureau of Engineering

WEW:RSW:lmf
Enclosure

cc: Robert L. Herbst

A SUMMARY REPORT
VOYAGEURS NATIONAL PARK PROPOSAL

October 1967

Prepared by
Willard E. West - Division of Lands and Forestry
and
Roger S. Williams - Bureau of Engineering

State of Minnesota
Department of Conservation

TABLE OF CONTENTS

	<u>Page</u>
WHAT IS THE NATIONAL PARK SERVICE?	
General	1
Types of Areas	1
Criteria for Selection of Parklands	2
Criteria for Natural Areas	3
Criteria for Historical Areas	4
Criteria for National Recreation Areas	5
Philosophies of the National Forest Service and National Park Service	6
HISTORY OF THE VOYAGEURS NATIONAL PARK PROPOSAL	8
WHAT IS THE VOYAGEURS NATIONAL PARK PROPOSAL?	
Location	13
Area Involved	14
Land Acquisition	15
Proposed Development and Use	17
Proposed Development Costs	19
Development Schedule	24
National Park Policies Applicable to the Proposed Park	25
Wildlife Management	25
Fishing	25
Water	26
Timber	26
Aircraft	27
Fees	27
Accommodations	28
THE ECONOMIC IMPACT	29

	<u>Page</u>
BENEFICIAL ASPECTS OF THE PROPOSED NATIONAL PARK	35
PROBLEMS AND POINTS OF CONSIDERATION REGARDING ESTABLISHMENT AND MANAGEMENT	
Land Acquisition	37
Fish and Wildlife Management	
Game	41
Fish	42
Leases on State-Owned Land	43
Geology and Mineral Potential	44
ALTERNATE SITES AND MANAGEMENT PROPOSALS	48
Alternate Sites	
Boundary Waters Canoe Area (Lac La Croix)	49
Grand Portage	58
Itasca State Park	59
Alternate Management Proposals	
Multiple-Use Plan for Kabetogama-Rainy Lake Area	59
Joint Committee for Bi-County Management	69
Private Developments	77
Summary	
Federal Ownership	80
Multiple Use	81
County Zoning Alternatives	82
SITE RECONNAISSANCE	85
SUMMARY	88

LISTING OF MAPS AND PLANS

Map No. 1	Historical Map--Voyageurs Highway	after page 13
2	Land Ownership	after page 15
3	Proposed Development Plan	after page 23
4	Geological Map	after page 45
5	Boise Cascade Recreational Development Plan	after page 57

WHAT IS THE NATIONAL PARK SERVICE ?

GENERAL

The National Park Service, a Bureau of the Department of the Interior, is an agency of the Federal Government established by Congress to preserve this Nation's outstanding scenic, scientific, and historic areas so that they may be enjoyed by all people. More specifically, the Act of August 25, 1916, which established the Park Service, stated that the purpose of national parks, monuments, and similar reservations is "to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

Thirty-two national parks have been established throughout the country since Yellowstone was created in 1872. Each park was authorized by an act of Congress. The total land area of these 32 national parks is 13,826,167 acres, totaling something less than 0.6% of the total land area in the United States. These parks were initially created from either public lands or from donated lands, with subsequent appropriations to buy in-holdings or relatively small additions.

TYPES OF AREAS

The total National Park System is composed of significant areas in three broad categories: Natural, Historical, and Recreational.

1. Natural Areas are composed of national parks and national monuments and contain the great scenic wonderlands--unspoiled mountains, lakes and forests, desert canyons, and glaciers. The National Park Service has determined that the Proposed Voyageurs National Park qualifies in this category.
2. National Historical and Archeological Areas contain examples of ancient Indian cultures, as well as buildings, sites, and objects which have been witness to great events of American history.
3. National Recreation Areas of the Park System--together with recreation areas administered by other agencies--provide healthful outdoor recreational opportunities for a population which today is increasingly urban.

CRITERIA FOR SELECTION OF PARKLANDS

The National Park Service has established specific qualification criteria for each of the three major categories under their jurisdiction. Before lands are added to the Federal System, they must meet the criteria applicable to the particular category for which they are proposed.

While the Proposed Voyageurs National Park site qualifies for the "natural" category, the criteria for all three have been included for general information purposes. This material was extracted from the booklet, "NPS--Criteria for Parklands."

criteria for natural areas

NATIONAL SIGNIFICANCE

- A. National significance is ascribed to areas which possess exceptional value or quality in illustrating or interpreting the natural heritage of our Nation, such as:
1. Outstanding geological formations or features significantly illustrating geologic processes.
 2. Significant fossil evidence of the development of life on earth.
 3. An ecological community significantly illustrating characteristics of a physiographic province or a biome.
 4. A biota of relative stability maintaining itself under prevailing natural conditions, such as a climatic climax community.
 5. An ecological community significantly illustrating the process of succession and restoration to natural condition following disruptive change.
 6. A habitat supporting a vanishing, rare, or restricted species.
 7. A relict flora or fauna persisting from an earlier period.
 8. A seasonal haven for concentrations of native animals, or a vantage point for observing concentrated populations, such as a constricted migration route.
 9. A site containing significant evidence illustrating important scientific discoveries.
 10. Examples of the scenic grandeur of our natural heritage.

- B. To possess national significance, the area must reflect integrity, i.e., it must present a true, accurate, essentially unspoiled natural example.

SUITABILITY

A. National Parks

1. National Parks should be relatively spacious land and water areas so outstandingly superior in quality and beauty as to make imperative their preservation by the Federal Government for the enjoyment, education, and inspiration of all people.
2. They should embrace a sufficiently comprehensive unit as to permit public use and enjoyment and effective management of a continuing representation of its flora and fauna.
3. They should be adaptable to a type of management that can provide a wide range of opportunities for human enjoyment, such as camping, picnicking, hiking, horseback riding, sightseeing, in a natural setting consistent with the preservation of the characteristics or features that merited their establishment.
4. They will most often contain a diversity of resources and values, including scenic and scientific.

B. National Monuments

1. National Monuments are land and water areas usually involving lesser acreage than National Parks.
2. Generally, National Monuments preserve resources having primary scientific significance.
3. They should embrace a sufficiently comprehensive unit to permit public use and enjoyment of the scientific object, feature, or assemblage of features consistent with the preservation of such features.
4. National Monuments, for the most part, are not of sufficient size to support as broad a range of visitor-use programs as National Parks.

FEASIBILITY

The test of feasibility involves weighing all of the values and public needs served by the proposal.

criteria for historical areas

NATIONAL SIGNIFICANCE

- A. National significance is ascribed to buildings, sites, objects, or districts which possess exceptional value or quality in illustrating or interpreting the historical (history and archeology) heritage of our Nation, such as:
1. Structures or sites at which events occurred that have made a significant contribution to, and are identified prominently with, or which outstandingly represent the broad cultural, political, economic, military, or social history of the Nation, and from which an understanding and appreciation of the larger patterns of our American heritage may be gained.
 2. Structures or sites associated importantly with the lives of persons nationally significant in the history of the United States.
 3. Structures or sites associated significantly with an important event that outstandingly represents some great idea or ideal of the American people.
 4. Structures that embody the distinguishing characteristics of an architectural type specimen, exceptionally valuable for a study of a period, style, or method of construction; or a notable structure representing the work of a master builder, designer, or architect.
 5. Objects that figured prominently in nationally significant events; or that were prominently associated with nationally significant persons; or that outstandingly represent some great idea or ideal of the American people; or that embody distinguishing characteristics of a type specimen, exceptionally valuable for a study of a period style or method of construction; or that are notable as representations of the work of master workers or designers.
 6. Archeological sites that have produced information of major scientific importance by revealing new cultures, or by shedding light upon periods of occupation over large areas of the United States. Such sites are those which have produced, or which may reasonably be expected to produce, data affecting theories, concepts and ideas to a major degree.
 7. When preserved or restored as integral parts of the environment, historic buildings not sufficiently significant individually by reason of historical association or architectural merit to warrant recognition may collectively compose a "historic district" that is of historical significance to the Nation in commemorating or illustrating a way of life in its developing culture.

- B. To possess national significance, a historic or prehistoric structure, district, site, or object must possess integrity. For a historic or prehistoric *site*, integrity requires original location and intangible elements of feeling and association. The site of a structure no longer standing may possess national significance if the person or event associated with the structure was of transcendent historical importance in the Nation's history and the association consequential.

For a historic or prehistoric *structure*, integrity is a composite quality derived from original workmanship, original location and intangible elements of feeling and association. A structure no longer on the original site may possess national significance if the person or event associated with it was of transcendent importance in the Nation's history and the association consequential.

For a historic *district*, integrity is a composite quality derived from original workmanship, original location, and intangible elements of feeling and association.

For a historic *object*, integrity requires basic original workmanship.

- C. Structures or sites which are primarily of significance in the field of religion or to religious bodies but are not of national importance in other fields of the history of the United States, such as political, military, or architectural history, will not be eligible for consideration.
- D. Birthplaces, graves, burials, and cemeteries, as a general rule, are not eligible for consideration and recognition except in cases of historical figures of transcendent importance. Historic sites associated with the actual careers and contributions of outstanding historical personages usually are more important than their birthplaces and burial places.
- E. Structures, sites, and objects achieving historical importance within the past 50 years will not as a general rule be considered unless associated with persons or events of transcendent significance.

SUITABILITY

1. Each historical area should contain sufficient land to preserve all the significant historic or prehistoric features associated with this site and such additional lands as may be needed to protect the historic scene and provide unobtrusive sites for necessary developments for management and public use.
2. The site and its authentic historically related environment should lend itself to effective preservation and interpretation.

FEASIBILITY

The test of feasibility involves weighing all of the values and public needs served by the proposal.

criteria for national recreation areas

IN ITS ROLE OF COORDINATING THE FEDERAL EFFORT in outdoor recreation, the Recreation Advisory Council (Secretaries of Agriculture; Commerce; Defense; Health, Education and Welfare; and Interior; Chairman, Tennessee Valley Authority; and Administrator, Federal Housing Agency) in its Policy Circular 1, dated March 26, 1963, stated that National Recreation Areas should: ". . . be areas which have natural endowments that are well above the ordinary in quality and recreation appeal, being of lesser significance than the unique scenic and historic elements of the National Park System, but affording a quality of recreation experience which transcends that normally associated with areas provided by State and local governments. . . ."

The Council has prescribed the following administrative criteria for the selection of such areas:

Primary Criteria. Application of the following seven primary criteria shall be mandatory for all proposals:

1. National Recreation Areas should be spacious areas, including within their perimeter an aggregate gross area of not less than 20,000 acres of land and water surface, except riverways, narrow coastal strips, or areas where total population within a 250-mile radius is in excess of 30 million people.
2. National Recreation Areas should be located and designed to achieve a comparatively high recreation-carrying capacity in relation to type of recreation primarily to be served.
3. National Recreation Areas should provide recreation opportunities significant enough to assure interstate patronage within the region of service, and to a limited extent should attract patronage from outside of the normal service region.
4. The scale of investment, development, and operational responsibility should be sufficiently high to require either direct Federal involvement, or substantial Federal participation to assure optimum public benefit.
5. Although nonurban in character, National Recreation Areas should nevertheless be strategically located within easy driving distance, i.e., not more than 250 miles from urban population centers which are to be served. Such areas should be readily accessible at all times, for all-purpose recreational use.

6. Within National Recreation Areas, outdoor recreation shall be recognized as the dominant or primary resource management purpose. If additional natural resource utilization is carried on, such additional use shall be compatible with fulfilling the recreation mission, and none will be carried on that is significantly detrimental to it.
7. National Recreation Areas should be established in only those areas where other programs (Federal or non-Federal) will not fulfill high priority recreation needs in the foreseeable future.

Secondary Criteria. Application of the following six secondary criteria will be given weight in situations where they bear a meaningful relationship to a specific proposal:

1. Preference should be given to proposed National Recreation Areas that:
 - a. Are within or closely proximate to those official U.S. Census Divisions having the highest population densities;
 - b. Are in areas which have a serious deficiency in supply of both private and public outdoor recreation areas and facilities as determined by the National Recreation Plan;
 - c. Are in areas which have a comparatively low amount of federally provided recreation-carrying capacity;
 - d. Show an optimum ratio of carrying capacity to estimated cost.
2. National Recreation Areas may be based upon existing or proposed Federal water impoundments where it can be shown that significant increases in the scale of recreation developments are required, beyond the level normally justified under standard multiple-purpose project development, in order to assure that full recreation potential is provided for projected needs.
3. National Recreation Areas may include within their boundaries scenic, historic, scientific, scarce, or disappearing resources, provided the objectives of their preservation and enjoyment can be achieved on a basis compatible with the recreation mission.
4. National Recreation Areas should be in conformity with the National Recreation Plan prepared by the Bureau of Outdoor Recreation, and shall take into consideration, State, regional, and local comprehensive plans.
5. Whenever possible, National Recreation Areas should be selected, developed, and managed to provide maximum compatibility with the recreation potential of adjacent rural areas in private ownership.
6. Preference should be given to areas within or proximate to a Redevelopment Area as officially designated by the Department of Commerce and deemed significant in the economic improvement of such a Redevelopment Area.

PHILOSOPHIES OF THE NATIONAL FOREST SERVICE AND NATIONAL PARK SERVICE

The National Park Service of the Department of the Interior should not be confused with the National Forest Service of the Department of Agriculture. The two Services are not only subdivisions of different departments of the Federal Government, but their policies and philosophies differ as to the management of lands under their control.

The Forest Service is more permissive in their management concept, allowing a somewhat wider range of activities to be conducted on their lands. The Forest Service subscribes to the multiple-use concept. In addition to managing timber for maximum sustained yield for commercial use, it sanctions grazing, mining, and recreation. (Note: The term multiple-use in its true definition does not mean that many uses may occur simultaneously in one place; rather, that various portions of a large acreage can sustain different uses in harmony with each other. An example is Minnesota's Superior National Forest where portions are intensively logged, some are mined or perhaps soon will be, and some, such as the Boundary Waters Canoe Area (B. W. C. A.), have been preserved for recreation and primitive wilderness experiences.)

Under multiple-use management an area may be governed by definite rules and regulations which best accomplish the intended purpose. Hunting and trapping, for instance, are generally permitted in national forests. In the B. W. C. A., however, strict regulations limit the use of boat types and means of propulsion. Timber cutting is prohibited in some B. W. C. A. areas, air space is protected, and few if any commercial operations are allowed to exist.

The National Park Service operates on a distinct, but different set of policies and regulations which vary with the three major categories.

In a "Natural Area," the Park Service is primarily concerned with non-renewable or non-consumptive resource conservation. For example, spectacular scenery once destroyed cannot be replaced. This is not to say renewable resources, such as timber, are disregarded. They are merely treated in a different light. The primary goal of the Park Service resource management program is to restore and maintain natural conditions and values. Timber may therefore be cut; but instead of producing a better stand of marketable timber, cutting may be designed to protect and encourage growth of a certain species selected for a climax forest, or to protect the natural scene. Cutting is, therefore, largely of a salvage nature.

While fishing and boating are permitted, hunting and trapping are generally not considered to be compatible with the philosophy of establishing an area as a national park to preserve its natural values. Public enjoyment of native wildlife is a major purpose of park conservation. This point will be discussed more specifically in the section of this report dealing with this policy.

The Geological and historic features, and plant and animal life, are protected and interpreted to insure the public a more significant understanding of the values on which a park was founded. Nature is invited to seek its natural balance and expression with guidance from man.

HISTORY OF THE VOYAGEURS NATIONAL PARK PROPOSAL.

Perhaps the first formal reference to a Voyageurs National Park proposal was a concurrent resolution, introduced in the Minnesota House of Representatives and Senate in April, 1891.

This Resolution, Number 13, states:

"WHEREAS, Congress has delegated to the president of the United States the right of setting apart for national parks such lands, not entered nor settled, as in his judgment will contribute to the general welfare; and

WHEREAS, There are not less than three million (3,000,000) acres of such lands in the northern part of Minnesota, mostly bordering Rainy river and Rainy lake, making a belt of extension east and west of over one hundred (100) miles, comprising mainly non-arable lands which can be better forested to promote rainfall and humidity in our atmosphere, to the advantage of agriculture and correlative industries, and add to the beauty of the state and healthfulness of the climate: Therefore,

Resolved, the Senate concurring, That the president of the United States be and he is hereby requested and petitioned to set apart a tract of land along the northern boundary of the state, between the mouth of Vermillion river (Crane Lake) on the east and Lake of the Woods on the west, not less than forty thousand (40,000) acres in extent, for a national park, with such provisions for protection against depredations and fires, and for reforestation of denuded sections, as will constitute it one of the forest retreats of the country.

Resolved, That the governor, the secretary of the State Board of Agriculture and the secretary of the State Forestry Association be and they are hereby constituted a Minnesota national park committee, to communicate with our members of congress and the president, with a view to secure a survey and organization of said park as soon as possible.

This resolution passed both houses and was approved by the Governor in 1891. Congress apparently did not act on this recommendation.

Through the years, Minnesota persisted in its attempt to secure a national park. Itasca State Park was suggested for study several times but has never qualified. The relatively small acreage left unspoiled in the Itasca

area has been a major consideration here. Fort Snelling, as early as the 1930's and as recently as the late 1950's, was studied but did not qualify, partly because of land area and partly because its historical significance was more local than national.

In the 1950's, the Northwest Angle was disqualified as a potential national monument by the Park Service. It was classified as unsuitable for the desired types of recreation and for not possessing outstanding national historical significance. In the early 1960's, Minnesota's North Shore was studied for its national parkway potential. This area failed because of the extensive intrusions by the Taconite industry and other intensive development.

In 1960, at the request of the State of Minnesota, the National Park Service studied numerous sites throughout Minnesota for potential State parklands. This study was conducted under the title, "Long Range State Parks Program," for the purpose of updating the earlier "Minnesota Park, Parkway, and Recreation Area Study," made in 1938. The Kabetogama Peninsula was one of the sites studied. At that time, the opinion was expressed that the Peninsula might possess the qualifications for national park status.

In 1961, the State of Minnesota requested the Assistant Director of the National Park Service, Washington, and the Chief, State Cooperation, Midwest Region, to visit the Kabetogama site. They concurred with the earlier opinion that the site could possess national park qualities.

On June 27, 1962, Governor Elmer L. Anderson invited Conrad Wirth, Director, National Park Service; U. W. Hella, Director, Division of State Parks; Clarence Prout, Commissioner of Conservation; and Russell Fridley, Director, Minnesota Historical Society, to tour the Kabetogama Peninsula Area. It

was the consensus of these men that the Peninsula should be preserved through its establishment as a national park. A memorandum stating this consensus was written.

Following this trip, the National Park Service, with approval by the State, dispatched several teams to further study the site for valid qualification potential. These teams included the following Park Service personnel:

1. Chet Brown and Ted Swen of the Washington office spent two to three days in the area.
2. Evan Haynes and a five-man team spent at least one week on their study in August, 1962. A representative from the National Forest Service also toured with this group.
3. A re-evaluation study was conducted in May, 1963, by Henry Robinson and two others.
4. John Kawamoto, Regional Chief, Omaha office, with two others, studied the site during the fall of 1963, giving consideration to types, extent, and location of potential development.
5. The Superintendent of the Grand Portage National Monument conducted limited studies and collected additional data during 1965.
6. Another four-man team spent one week at the site in 1966 refining the proposed development proposals.
7. National Park Service Regional Director, Frederick C. Fagergren and John Kawamoto, Regional Chief, and two associates performed the most recent

analysis in 1967.

The Park Service, as a result of its studies, released a preliminary report in July, 1964, titled, "Proposed Voyageurs National Park." "The Economics of the Proposed Voyageurs National Park," an independent study prepared for the National Park Service by faculty members of the Department of Business and Economics, University of Minnesota, Duluth, was released later that year as part of the preliminary report. These publications point out the basic reasoning behind the proposal and document the projected economic impact of the park.

Since the release of these reports, the Park Service has actively participated in public hearings and private meetings to discuss the various aspects of the proposal with those for and against it. The results of these meetings, in addition to further site study and analysis, will be incorporated into a final report which should be released by the Secretary of the Interior in the immediate future.

From the foregoing information, it may be noted that:

1. From the first apparent action for the establishment of a national park in 1891, it has been the State of Minnesota that has requested the presence of the Park Service within its boundaries and has, in fact, encouraged, without success, the establishment of a national park at various locations.
2. "The Minnesota Outdoor Recreation Preliminary Plan--1965," prepared by the Minnesota Department of Conservation, assigns a "Priority A" to

"the Creation of a Voyageurs National Park in the Kabetogama area of Northern Minnesota." The report states:

"Today, a portion of the Voyageurs Highway, lying immediately to the west of Canada's Quetico-Superior area and east of International Falls, is being proposed as a Voyageurs National Park. . . There is great opportunity and challenge here to protect the Voyageurs Route, a vital part of the border lakes country and to preserve this region of great scenic natural and historic significance for the Nation's people. Its historic part must be considered and planned before the opportunity is lost."

3. The area was studied by a relatively large number of Park Service personnel who spent a significant amount of time analyzing the "pros and cons" of the site. The fact that the site did qualify as a national park and has been proposed as such indicates a satisfactory level of agreement among those who conducted the studies.

4. In December, 1962, the National Forest Service extended the Superior National Forest Boundary to its present position within Namakan Lake. The Forest Service proposed this extension as early as 1956. Prior to December, 1962, the Park Service did include the area east of the Peninsula, and encompassed the west edge of Lac La Croix in its studies. The Kabetogama Peninsula, in particular, was thought to merit addition to the National Park System, and it was this specific area which received the most attention.

WHAT IS THE VOYAGEURS NATIONAL PARK PROPOSAL?

LOCATION

The current park proposal involves approximately 106,000 acres of land and 60,000 acres of water (166,000 acres total), lying east of International Falls, including Kabetogama Peninsula, Kabetogama Lake, and part of Rainy and Namakan Lakes. It would incorporate parts of Koochiching and St. Louis Counties. The proposed park boundary has an irregular shape some 24 miles in length, east to west, and varies in width, north to south, from about three to fifteen miles.

In their attempt to preserve segments of the various great landscapes of the United States for scenic as well as recreational purposes, the National Park Service has found the Kabetogama Peninsula area well suited to represent the unspoiled, glaciated Northern Lake and Forest Country, of which there is no counterpart in the existing Park System.

As a result of its studies, the National Park Service has found the proposed park area to contain "exceptional scenery of an unusually beautiful system of lakes, streams, and forests; an outstanding representation of Precambrian geology and a land surface shaped by continental glaciation; and historic associations with the fur trade and the era of exploration along the International Boundary. Preservation and interpretation of the area's wild and natural qualities, while allowing its use, would be the basic objective of all planning, development, and administration."

In addition to its natural and historic attributes, the Kabetogama Peninsula qualified as a park site for other reasons. The significant difference

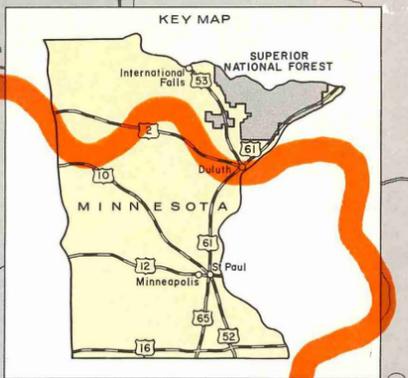
between this location and others, according to the Park Service, "is the accessibility and the size of the water. This area lends itself to larger boats as well as most other kinds of watercraft. Physically, the Peninsula has many of the attributes of a large island, and it retains an ecological unity representative of such insular condition. For management purposes, this unit presents many advantages such as isolation, possibility of portage trails to interior lakes, wildland concepts to govern the interior lands, shoreline for public use sites and opportunities for viewing the Peninsula landscape from the water. In the Kabetogama Region, basic access roads already exist, requiring only minor improvement or change to serve visitors. Interior transportation routes are planned to be by water or along foot trails." Finally, the Peninsula location has been found suitable by the Park Service because of the number of private resorts now actively operating in that area which can provide park visitors with accommodations. The boundary has been located to exclude most of these establishments from the park.

AREA INVOLVED

Park Service policy states that "National Parks must be spacious to allow for the protection of the natural scene, to maintain a reasonable balance of the plants and animals which are a natural part of that scene and, at the same time, allow for public use." The preliminary report proposes that 107,788 acres of land and 58,457 acres of water be encompassed by the park. This acreage is broken down as follows:

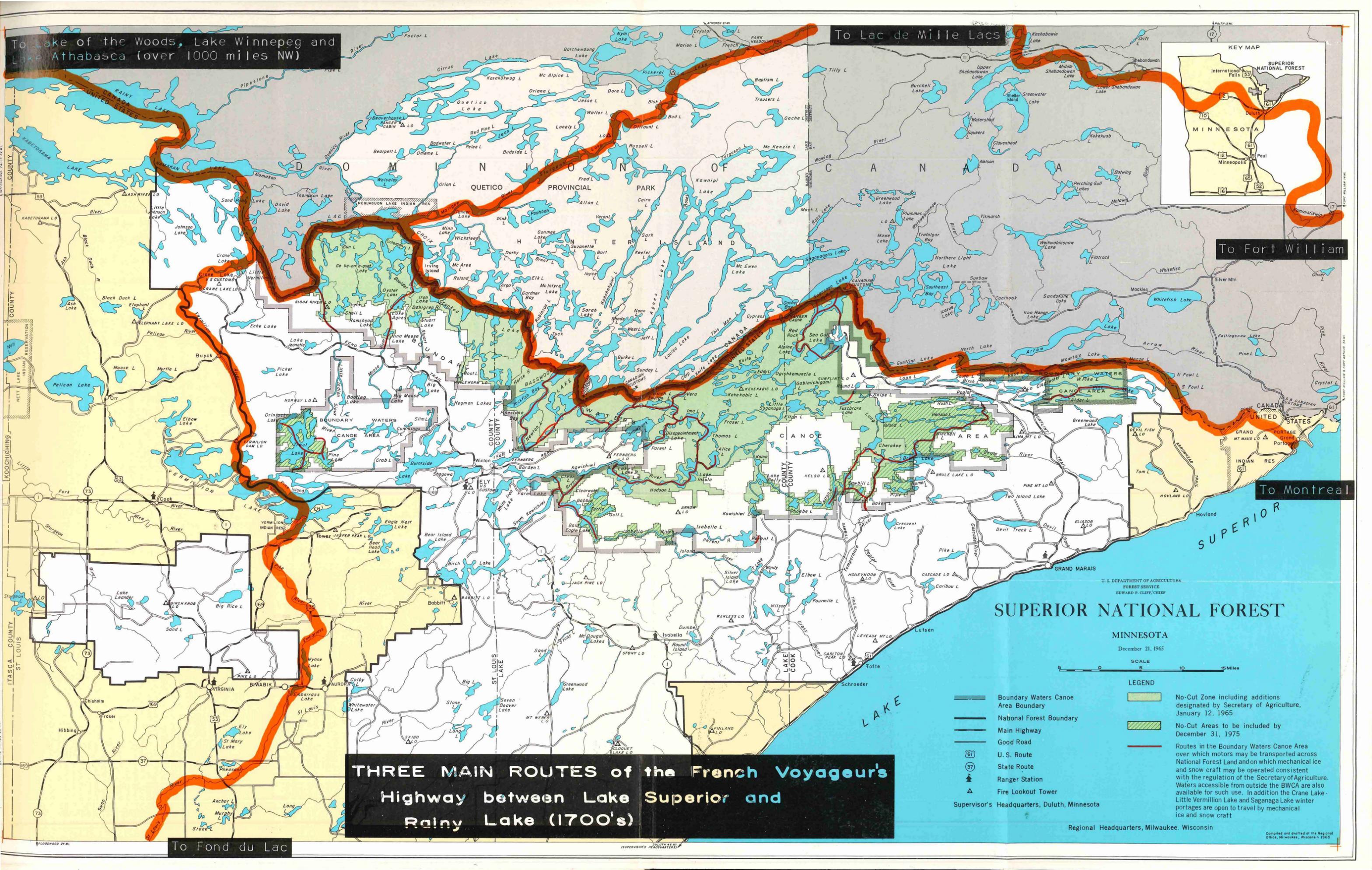
To Lake of the Woods, Lake Winnepeg and Lake Athabasca (over 1000 miles NW)

To Lac de Mille Lacs



To Fort William

To Montreal



THREE MAIN ROUTES of the French Voyageur's Highway between Lake Superior and Rainy Lake (1700's)

SUPERIOR NATIONAL FOREST

MINNESOTA

December 21, 1965



- LEGEND**
- Boundary Waters Canoe Area Boundary
 - National Forest Boundary
 - Main Highway
 - Good Road
 - U. S. Route
 - State Route
 - Ranger Station
 - Fire Lookout Tower
 - Supervisor's Headquarters, Duluth, Minnesota
 - No-Cut Zone including additions designated by Secretary of Agriculture, January 12, 1965
 - No-Cut Areas to be included by December 31, 1975
 - Routes in the Boundary Waters Canoe Area over which motors may be transported across National Forest Land and on which mechanical ice and snow craft may be operated consistent with the regulation of the Secretary of Agriculture. Waters accessible from outside the BWCA are also available for such use. In addition the Crane Lake-Little Vermillion Lake and Saganaga Lake winter portages are open to travel by mechanical ice and snow craft

Regional Headquarters, Milwaukee, Wisconsin

Compiled and drafted at the Regional Office, Milwaukee, Wisconsin 1965

To Fond du Lac

REGULATION OF THE SECRETARY OF AGRICULTURE

GOVERNING THE ADMINISTRATION OF THE BOUNDARY WATERS CANOE AREA

AND ADMINISTRATIVE GUIDES OF THE CHIEF OF THE FOREST SERVICE (36 CFR SECTION 251.85)



U.S. DEPARTMENT OF AGRICULTURE
FOREST SERVICE
SUPERIOR NATIONAL FOREST, MINN.

SECRETARY'S REGULATION APPEARS IN CAPITALS.

SECTION 251.85 SPECIAL PROVISIONS GOVERNING THE BOUNDARY WATERS CANOE AREA, SUPERIOR NATIONAL FOREST.

SUBJECT TO EXISTING PRIVATE RIGHTS, THE LANDS NOW OWNED OR HEREAFTER ACQUIRED BY THE UNITED STATES WITHIN THE BOUNDARY WATERS CANOE AREA OF THE SUPERIOR NATIONAL FOREST, MINNESOTA, AS FORMERLY DESIGNATED UNDER REG. U-3 (36 CFR 251.22) AND INCORPORATED INTO THE NATIONAL WILDERNESS PRESERVATION SYSTEM UNDER THE WILDERNESS ACT OF SEPTEMBER 3, 1964, SHALL BE ADMINISTERED IN ACCORDANCE WITH THIS REGULATION FOR THE GENERAL PURPOSE OF MAINTAINING, WITHOUT UNNECESSARY RESTRICTIONS ON OTHER USES, INCLUDING THAT OF TIMBER, THE PRIMITIVE CHARACTER OF THE AREA, PARTICULARLY IN THE VICINITY OF LAKES, STREAMS, AND PORTAGES.

(a) IN THE MANAGEMENT OF THE TIMBER RESOURCES OF THE BOUNDARY WATERS CANOE AREA, TWO ZONES ARE ESTABLISHED:

(1) AN INTERIOR ZONE, IN WHICH THERE WILL BE NO COMMERCIAL HARVESTING OF TIMBER. THE BOUNDARIES OF THIS ZONE ARE DEFINED ON AN OFFICIAL MAP DATED THE SAME DATE AS THAT ON WHICH THIS REGULATION IS PROMULGATED, WHICH MAP SHOWS THE SPECIFIC BOUNDARIES ESTABLISHED JANUARY 12, 1965, AND THE BOUNDARIES OF ADDITIONAL AREA WHICH IS TO BE PROGRESSIVELY ADDED BY THE CHIEF OF THE FOREST SERVICE BETWEEN JANUARY 12, 1965, AND DECEMBER 31, 1975.

(2) A PORTAL ZONE WHICH WILL INCLUDE ALL THE BOUNDARY WATERS CANOE AREA NOT DESIGNATED AS INTERIOR ZONE. TIMBER HARVESTING IS PERMITTED IN THE PORTAL ZONE UNDER CONDITIONS DESIGNED TO PROTECT AND MAINTAIN PRIMITIVE RECREATIONAL VALUES. TIMBER WITHIN 400 FEET OF THE SHORELINES OF LAKES AND STREAMS SUITABLE FOR BOAT OR CANOE TRAVEL OR ANY PORTAGE CONNECTING SUCH WATERS WILL BE SPECIFICALLY EXCLUDED FROM HARVESTING, AND TIMBER HARVESTING OPERATIONS WILL BE DESIGNED TO AVOID UNNECESSARY CROSSINGS OF PORTAGES. TIMBER SALES PLANS WILL INCORPORATE SUITABLE PROVISIONS FOR PROMPT AND APPROPRIATE COVER RESTORATION.

In the management and harvesting of timber authorized in the Portal Zone, the following provisions shall apply:

a. The principles of the Shipstead-Newton-Nolan Act shall be administratively extended to that portion of the Boundary Waters Canoe Area not included in the Act.

b. The reserve area along lakes, streams and portages will be extended beyond 400 feet where necessary to maintain the primitive character of the land adjacent to such water routes.

c. Within the reserved areas along lakes, streams and portages only such cultural work shall be permitted as will enhance the natural environment, including wildlife habitat, or protect the land from erosion or other damage, or to correct hazards and risks to the vegetation of the strip itself or the adjacent forest land.

d. Individual timber sales will be limited to five (5) years except in unusual cases where operating conditions and investment costs make the five year limit impracticable, and where approved by the Regional Forester. Contracts may be extended if it is determined by the Regional Forester that such extension is not contrary to the objectives of 36 CFR Section 251.85.

e. The location and design of all improvements, including temporary roads, necessary for the harvesting and removal of timber and other resources shall be approved in advance by the District Ranger.

1. Logging roads, clearings, or other facilities will be prohibited within the reserved strips unless operations cannot be carried on without invading the strip. Advance approval of such exceptions by the Forest Supervisor is required.

2. Temporary work camps shall be located out of sight of and not less than one quarter mile from the shoreline of lakes, streams and portages. Facilities for services that can be adequately provided outside the Boundary Waters Canoe Area, such as machine and blacksmith shops, will be prohibited. No sawmill will be established within the Boundary Waters Canoe Area.

3. The type of protective measures applied along the shorelines will be extended to portages and other recreation trails.

4. The application of the foregoing requirements shall be determined by the District Ranger in advance of operations. The cutting limits shall be adequately marked on the ground before cutting begins. The location, extent and type of clearings for temporary roads, camps, and other facilities shall be in accordance with plans approved in advance by the District Ranger.

f. Authorized timber harvesting will be directed toward limiting the impact on other resources and uses, and limiting the duration of logging to a practical minimum, and delaying re-entry for future harvest to about 25 years. Regeneration will be completed as soon as possible following the logging operation, with the aim of closing up logging units in not more than two (2) years following harvest.

1. Use of power saws, trucks, tractors, or other machines powered by internal combustion engines will be prohibited during the summer season (June 15-September 15) within one-half mile of lakes, streams and portages which receive heavy recreation use, except as expressly provided in these guidelines or with the advance approval of the Forest Supervisor.

2. All power saws shall be equipped with functional mufflers between June 15 and September 15.

3. Entry into the Boundary Waters Canoe Area and crossing of portage routes with timber haul roads will be kept to a practical minimum. Major canoe routes will be crossed only in cases where it is otherwise not practicable to remove the timber. Where crossings are necessary, they will be kept as inconspicuous as possible. Stream crossings shall be by bridge or trestle with as little fill as possible.

4. Vehicular use of haul roads by the public shall be prohibited. Upon completion of operations and area rehabilitation, all vehicular road use will terminate and maintenance will cease. Effective road blocks will be provided.

5. Sales areas shall be laid out in blocks and cutting will proceed progressively. When logging of a block is completed and the contract requirements satisfied, the block will be withdrawn from the sale, necessary regeneration will be initiated, and the area closed to further entry.

(b) EXCEPT AS PROVIDED IN THE WILDERNESS ACT, IN THIS SECTION, AND IN SECTIONS 251.27, 251.28, AND 251.30 OF TITLE 36 CFR, AND SUBJECT TO EXISTING PRIVATE RIGHTS, THERE SHALL BE NO COMMERCIAL ENTERPRISES AND NO PERMANENT ROADS WITHIN THE BOUNDARY WATERS CANOE AREA, AND THERE SHALL BE NO TEMPORARY ROADS, NO USE OF MOTOR VEHICLES, MOTORIZED EQUIPMENT, OR MOTORBOATS, NO LANDING OF AIRCRAFT, AND NO OTHER FORM OF MECHANICAL TRANSPORT.

(1) ALL USES THAT REQUIRE THE ERECTION OF PERMANENT STRUCTURES, AND ALL PERMANENT STRUCTURES EXCEPT AS HEREIN PROVIDED, ARE PROHIBITED IN THE BOUNDARY WATERS CANOE AREA. THE CHIEF, FOREST SERVICE, MAY PERMIT TEMPORARY STRUCTURES AND COMMERCIAL SERVICES WITHIN THE BOUNDARY WATERS CANOE AREA TO THE EXTENT NECESSARY FOR REALIZING THE RECREATIONAL OR OTHER WILDERNESS PURPOSES, WHICH MAY INCLUDE THE PUBLIC SERVICES GENERALLY OFFERED BY OUTFITTERS AND GUIDES.

(2) IN THE PORTAL ZONE TEMPORARY ROADS AND THE USE OF MOTORIZED EQUIPMENT AND MECHANICAL TRANSPORT FOR THE AUTHORIZED TRAVEL AND REMOVAL OF FOREST PRODUCTS WILL BE PERMITTED IN ACCORDANCE WITH SPECIAL CONDITIONS ESTABLISHED BY THE CHIEF, FOREST SERVICE, BUT SUCH USE OF THE ROADS FOR OTHER PURPOSES IS PROHIBITED.

(3) THE OVERLAND TRANSPORTATION OF ANY WATERCRAFT BY MECHANICAL MEANS, INCLUDING THE USE OF WHEELS, ROLLERS, OR OTHER DEVICES, IS PROHIBITED EXCEPT THAT MECHANICAL TRANSPORT AND NECESSARY ATTENDANT FACILITIES MAY BE PERMITTED, IN ACCORDANCE WITH SPECIAL CONDITIONS ESTABLISHED BY THE CHIEF, FOREST SERVICE, OVER PORTAGES ALONG THE INTERNATIONAL BOUNDARY, INCLUDING THE LOON RIVER PORTAGE, WHEN ACQUIRED; BEATTY PORTAGE AND PRAIRIE PORTAGE; THE OTHER MAJOR PORTAGES INTO BASSWOOD LAKE—NAMELY, FOUR MILE AND FALL-NEWTON-PIPESTONE BAY PORTAGES; AND THE VERMILION-TROUT LAKE PORTAGE. MECHANICAL TRANSPORT OVER FOUR MILE AND FALL-NEWTON-PIPESTONE BAY PORTAGES MAY BE SUSPENDED, MODIFIED, OR REVOKED UPON ACQUISITION BY THE UNITED STATES OF ALL LANDS ON BASSWOOD LAKE, AND THE EXPIRATION OF RIGHTS RESERVED IN CONNECTION WITH THE ACQUISITION OF SUCH LANDS.

The use of mechanized and motorized equipment to transport vessels across National Forest land is prohibited except over portages on which the public use of motorized equipment is authorized by the Secretary's regulation and by holders of reserved rights.

Transportation of any vessel over the Fall-Newton-Pipestone Bay Portages will be limited to hand power, wheels, or rollers. No motorized equipment will be permitted.

(4) NO MOTOR OR OTHER MECHANICAL DEVICE CAPABLE OF PROPELLING A WATERCRAFT THROUGH WATER SHALL BE TRANSPORTED BY ANY MEANS ACROSS NATIONAL FOREST LAND EXCEPT OVER ROUTES DESIGNATED BY THE CHIEF, FOREST SERVICE, WHO SHALL CAUSE A LIST AND A MAP OF ALL ROUTES SO DESIGNATED, AND ANY SPECIAL CONDITIONS GOVERNING THEIR USE, TO BE MAINTAINED FOR PUBLIC REFERENCE IN THE OFFICES OF THE REGIONAL FORESTER, THE FOREST SUPERVISOR, AND THE FOREST RANGERS HAVING JURISDICTION.

a. The possession or transportation of motors capable of propelling a watercraft through water will not be permitted on National Forest land except over the following designated routes, and for holders of reserved rights in lands acquired by the United States.

1. International Boundary Route, including the portages commonly used in traversing the International Boundary as provided for in the Webster-Ashburton Treaty.

2. Sioux River Route to Loon Lake by way of Little Indian Sioux River, and the Pauness Lakes.

3. Moose River Route to Lac La Croix by way of Moose River, Nina Moose Lake, Lake Agnes, and the Boulder River.

4. Trout Lake Route by way of Trout Lake and Oriniack Lake, including the Pine Lake Loop.

5. Pipestone Bay Route to Basswood Lake by way of Newton Lake.

6. Four Mile Portage Route to Basswood Lake, including Mud Lake and Ella Hall Lake.

7. The Wind Lake Route to Basswood Lake by way of Wind Lake and Wind Bay.

8. Ensign Lake Route to Thomas Lake by way of Newfound Lake, Ensign Lake, Ashigan Lake, Gibson Lake, Cattyman Lake, Jordan Lake, Ima Lake and Hatchet Lake, including branch routes by way of Vera Lake to Knife Lake and from Snowbank Lake to Cattyman Lake by way of Parent Lake and Disappointment Lake.

9. Lake Insula Route to Thomas Lake by way of Lakes One, Two, Three, and Four, Hudson Lake, Lake Insula, and Kiana Lake, including the route to Alice Lake from Lake Insula by way of the Kawishiwi River.

10. South Kawishiwi River Route from Birch Lake to the Kawishiwi River, with connecting link by way of Clear Lake.

11. Bald Eagle Route from South Kawishiwi River by way of Gabbro Lake to Bald Eagle Lake.

12. Smoke Lake Route from Sawbill Lake by way of Smoke Lake, Flame Lake, Burnt Lake, Kelly Lake, Peterson Lake, and Baker Lake.

13. Cherokee Route from Sawbill Lake to Brule Lake by way of Ada Creek, Ada Lake, Cherokee Lake, North Temperance Lake and South Temperance Lake.

14. Brule Lake Route from Peterson Lake to Poplar Lake by way of Kelly Lake, Jack Lake, Weir Lake, South Temperance Lake, Brule Lake, the Cone Lakes, Cliff Lake, Wanigan Lake, Winchell Lake, Gaskin Lake, Horseshoe Lake, Caribou Lake, and Lizz Lake.

15. Tuscarora Lake Route from Round Lake to Tuscarora Lake by way of Missing Link Lake, or direct.

16. Red Rock Lake Route from Sea Gull Lake to Saganaga Lake by way of Alpine Lake and Red Rock Lake.

17. Clearwater Lake—Mountain Lake Route.

18. East Bearskin—Pine Lake Route by way of Alder Lake and Canoe Lake.

19. Hog Creek Route to Perent Lake.

(5) EXCEPT FOR HOLDERS OF RESERVED RIGHTS, NO WATERCRAFT, MOTOR, MECHANICAL DEVICE, OR EQUIPMENT NOT USED IN CONNECTION WITH A CURRENT VISIT MAY BE STORED ON OR MOORED TO NATIONAL FOREST LAND AND LEFT UNATTENDED.

(6) NO AMPHIBIOUS CRAFT OF ANY TYPE AND NO WATERCRAFT DESIGNED FOR OR USED AS FLOATING LIVING QUARTERS SHALL BE MOORED TO, USED ON, OR TRANSPORTED OVER NATIONAL FOREST LAND.

(7) THE CHIEF, FOREST SERVICE, MAY PERMIT THE USE OF MOTOR-DRIVEN ICE AND SNOW CRAFT ON ROUTES OVER WHICH MOTORS MAY BE TRANSPORTED, AS AUTHORIZED IN SUBSECTION (b) (4) OF THIS SECTION; AND OVER THE CRANE LAKE-LITTLE VERMILION LAKE WINTER PORTAGE; AND OVER THE SAGANAGA LAKE WINTER PORTAGE IN SECTIONS 18-19, T66N, R4W. THE CHIEF SHALL CAUSE A LIST AND A MAP OF ROUTES OVER WHICH USE OF ICE AND SNOW CRAFT IS PERMITTED, AND ANY SPECIAL CONDITIONS GOVERNING THEIR USE, TO BE MAINTAINED FOR PUBLIC REFERENCE IN THE OFFICES OF THE REGIONAL FORESTER, THE FOREST SUPERVISOR, AND THE FOREST RANGERS HAVING JURISDICTION.

a. Use of motor-driven ice and snow craft will not be permitted on National Forest land except by holders of reserved rights and on both the summer and winter portages necessary to follow these routes:

1. International Boundary Route, including the portages commonly used in traversing the International Boundary as provided for in the Webster-Ashburton Treaty.

2. Sioux River Route to Loon Lake by way of Little Indian Sioux River, and the Pauness Lakes.

3. Moose River Route to Lac La Croix by way of Moose River, Nina Moose Lake, Lake Agnes, and the Boulder River.

4. Trout Lake Route by way of Trout Lake and Oriniack Lake, including the Pine Lake Loop.

5. Pipestone Bay Route to Basswood Lake by way of Newton Lake.

6. Four Mile Portage Route to Basswood Lake, including Mud Lake and Ella Hall Lake.

7. The Wind Lake Route to Basswood Lake by way of Wind Lake and Wind Bay.

8. Ensign Lake Route to Thomas Lake by way of Newfound Lake, Ensign Lake, Ashigan Lake, Gibson Lake, Cattyman Lake, Jordan Lake, Ima Lake and Hatchet Lake, including branch routes by way of Vera Lake to Knife Lake and from Snowbank Lake to Cattyman Lake by way of Parent Lake and Disappointment Lake.

9. Lake Insula Route to Thomas Lake by way of Lakes One, Two, Three, and Four, Hudson Lake, Lake Insula, and Kiana Lake, including the route to Alice Lake from Lake Insula by way of the Kawishiwi River.

10. South Kawishiwi River Route from Birch Lake to the Kawishiwi River, with connecting link by way of Clear Lake.

11. Bald Eagle Route from South Kawishiwi River by way of Gabbro Lake to Bald Eagle Lake.

12. Smoke Lake Route from Sawbill Lake by way of Smoke Lake, Flame Lake, Burnt Lake, Kelly Lake, Peterson Lake, and Baker Lake.

13. Cherokee Route from Sawbill Lake to Brule Lake by way of Ada Creek, Ada Lake, Cherokee Lake, North Temperance Lake and South Temperance Lake.

14. Brule Lake Route from Peterson Lake to Poplar Lake by way of Kelly Lake, Jack Lake, Weir Lake, South Temperance Lake, Brule Lake, the Cone Lakes, Cliff Lake, Wanigan Lake, Winchell Lake, Gaskin Lake, Horseshoe Lake, Caribou Lake, and Lizz Lake.

15. Tuscarora Lake Route from Round Lake to Tuscarora Lake by way of Missing Link Lake, or direct.

16. Red Rock Lake Route from Sea Gull Lake to Saganaga Lake by way of Alpine Lake and Red Rock Lake.

17. Clearwater Lake—Mountain Lake Route.

18. East Bearskin—Pine Lake Route by way of Alder Lake and Canoe Lake.

19. Hog Creek Route to Perent Lake.

20. Crane Lake—Little Vermilion Lake Winter Portage.

21. Saganaga Lake Winter Portage in Sections 18-19, T66N, R4W.

b. Use of ice and snow craft is authorized only during the period November 1 to April 15, and when the ground is covered with snow.

c. The overall width of such snow craft will be not more than 42 inches, except for holders of reserved rights and on the Crane Lake-Little Vermilion Lake and Saganaga Lake portages.

(c) NO PERMANENT OR SEMIPERMANENT CAMP MAY BE ERECTED OR USED ON NATIONAL FOREST LAND EXCEPT AS AUTHORIZED IN CONNECTION WITH A RESERVED RIGHT, OR IN THE PORTAL ZONE IN CONNECTION WITH THE HARVEST AND REMOVAL OF TIMBER AND OTHER FOREST PRODUCTS.

(d) PUBLIC USE OF CERTAIN EXISTING IMPROVEMENTS WITHIN AND ADJACENT TO THE BOUNDARIES OF THE BOUNDARY WATERS CANOE AREA, TO WIT:

ROAD—SECTIONS 8, 9, 10 and 11, T61N, R9W
ROAD AND RAILROAD—SECTION 3, T61N, R8W
ROAD AND POWERLINE—SECTION 22, T64N, R1W

IS RECOGNIZED AND MAY CONTINUE, SUBJECT TO GENERAL AUTHORITY OF THE CHIEF, FOREST SERVICE, WITH RESPECT TO ROADS AND PUBLIC UTILITY IMPROVEMENTS, IN ACCORDANCE WITH THE GENERAL PURPOSE OF MAINTAINING, WITHOUT UNNECESSARY RESTRICTIONS ON OTHER USES, THE PRIMITIVE CHARACTER OF THE AREA.

(e) TO THE EXTENT NOT LIMITED BY THE WILDERNESS ACT, THE CHIEF, FOREST SERVICE, MAY PRESCRIBE MEASURES NECESSARY TO CONTROL FIRE, INSECTS, AND DISEASE; MEASURES NECESSARY TO PROTECT AND ADMINISTER THE AREA; MEASURES WHICH MAY BE USED IN EMERGENCIES INVOLVING THE HEALTH AND SAFETY OF PERSONS, OR DAMAGE TO PROPERTY; AND MAY REQUIRE PERMITS FOR, OR OTHERWISE LIMIT OR REGULATE, ANY USE OF NATIONAL FOREST LAND, INCLUDING CAMPING AND CAMPFIRES. THE CHIEF MAY AUTHORIZE OCCUPANCY AND USE OF NATIONAL FOREST LAND BY OFFICERS OR AGENCIES OF THE FEDERAL GOVERNMENT, THE STATE OF MINNESOTA, AND THE COUNTIES OF ST. LOUIS, LAKE, AND COOK, AND WILL PRESCRIBE CONDITIONS UNDER WHICH MOTORIZED EQUIPMENT, MECHANICAL TRANSPORT, OR STRUCTURES MAY BE USED, TRANSPORTED, OR INSTALLED BY THE FOREST SERVICE AND ITS AGENTS AND BY OTHER FEDERAL, STATE, OR COUNTY AGENCIES, TO MEET THE MINIMUM REQUIREMENTS FOR PROTECTION AND ADMINISTRATION OF THE AREA AND ITS RESOURCES.

a. Boat Docks will not be constructed on shorelines appropriately served by safe and suitable natural landings. Existing docks so located will be removed when normal maintenance will not suffice to keep them in safe and serviceable condition.

b. Portages and Trails over which canoes and other vessels are regularly transported shall be constructed to standards established by the Regional Forester which will provide adequate clearance for manually transported canoes and other heavy loads.

c. Dams. No effort will be made to interfere with the disintegration of existing dams through natural processes nor to provide for their replacement, except:

1. Small dams may be placed in streams to maintain water levels adequate for canoe travel or other wilderness values at places and within criteria prescribed in the Management Plan.

2. Existing structures may be maintained where justified by public benefits derived from the preservation of existing shorelines.

d. Occupancy. Permits shall not be granted for occupancy within the Boundary Waters Canoe Area of the Superior National Forest except as follows:

1. As required for authorized harvesting and removal of forest and other products.

2. As required for the conduct of essential public business or safety.

3. To holders of reserved rights.

4. Structures and facilities necessary for the operation of portages on which mechanized transportation is permitted.

5. Trip permits may be granted to the operators of the Loon River and Beatty Portages during the period of November 15 to April 1 over the existing trail for the purpose of transporting supplies needed for the portage operations.

e. Pack, Saddle and Draft Animals

1. The use of pack and saddle stock will be permitted except on portages and on trails specifically excluded from such use by the Regional Forester.

2. Except as authorized in connection with timber harvesting operations in the Portal Zone, the use of animals to haul wagons, drays and other vehicles is prohibited, and no corral, feed cache or outfitting station will be constructed, established or used.

f. Mining Permits. Except for national emergencies, consent will be withheld on all requests for permits to mine Government-owned minerals.

g. Cooperative Agreement. Where the public interest justifies, the Chief of the Forest Service is authorized, under the provisions of the Act of March 3, 1925 (43 Stat. 1132) as amended, to cooperate with or assist the State of Minnesota and Counties of Cook, Lake and St. Louis in performing work on land in State and County ownership within the Boundary Waters Canoe Area, for which the administering agency deposits a sufficient sum to cover the total estimated cost of the work to be done for the benefit of the depositor, for administration, protection, improvement, sanitation, and such other kinds of work which the Forest Service is authorized to do on lands of the United States within the Area.

(f) NOTHING IN THIS REGULATION SHALL BE CONSTRUED AS AFFECTING THE JURISDICTION OR RESPONSIBILITY OF THE STATE OF MINNESOTA WITH RESPECT TO WILDLIFE AND FISH IN THE NATIONAL FOREST.

(g) THE STATE OF MINNESOTA, OTHER PERSONS, AND THEIR SUCCESSORS IN INTEREST OWNING LAND COMPLETELY SURROUNDED BY NATIONAL FOREST LAND SHALL BE GIVEN SUCH RIGHTS AS MAY BE NECESSARY TO ASSURE ADEQUATE ACCESS TO THAT LAND. SUCH RIGHTS MAY BE RECOGNIZED IN STIPULATIONS ENTERED INTO BETWEEN THE FOREST SERVICE AND THE PRIVATE OWNER OR STATE. SUCH STIPULATIONS MAY PRESCRIBE THE MEANS AND THE ROUTES OF TRAVEL TO AND FROM THE PRIVATELY OWNED OR STATE LAND WHICH CONSTITUTE ADEQUATE ACCESS AND ANY OTHER CONDITIONS REASONABLY NECESSARY FOR THE PRESERVATION OF THE PRIMITIVE CONDITIONS WITHIN THE BOUNDARY WATERS CANOE AREA.

(78 STAT. 890, 16 U.S.C. 1131-1136; 30 STAT. 35, AS AMENDED 16 U.S.C. 551; 74 STAT. 215, 16 U.S.C. 528-531; 46 STAT. 1020, 16 U.S.C. 577-577c)

DONE AT WASHINGTON, D.C., THIS 15th DAY OF DECEMBER, 1965.

ORVILLE L. FREEMAN
Secretary of Agriculture

	<u>Acres</u>	<u>Percent of Total Acres</u>	
Total land acres in the proposed park*	107,788	100%	
Acres located in St. Louis County	94,761	87.9	100%
Acres located in Koochiching County	13,026	12.1	
Acres owned by Boise Cascade Corporation	49,344	45.8	
Acres in other private ownership	19,069	17.7	
Acres owned by the State of Minnesota	28,492	26.4	100%
Acres owned by the U. S. Government	8,553	7.9	
Acres owned by Koochiching County	2,329	2.2	
Acres owned by St. Louis County	none	0.0	

*These proposed park boundaries have been revised somewhat and shall be included in the forthcoming Final Report of the Park Service. The land area has been decreased to about 106,000 acres bringing the total proposed area to 166,000 acres.

Source: Table B, "The Economics of the Proposed Voyageurs National Park."

Of this total land area, the Peninsula proper contains about 75,000 acres of which 63 percent (47,250 acres) is owned by Boise Cascade, 13 percent (9,750 acres) is owned by other private interests, 14 percent (10,500 acres) belongs to the State of Minnesota, 7 percent (5,250 acres) belongs to the U. S. Forest Service, and 3 percent (2,250 acres) is county owned.

The total lakeshore frontage amounts to about 500 miles, of which 334 miles are privately owned, mostly by the Boise Cascade Corporation.

LAND ACQUISITION

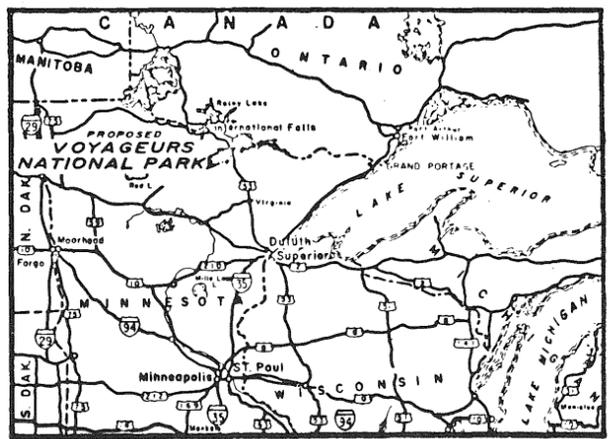
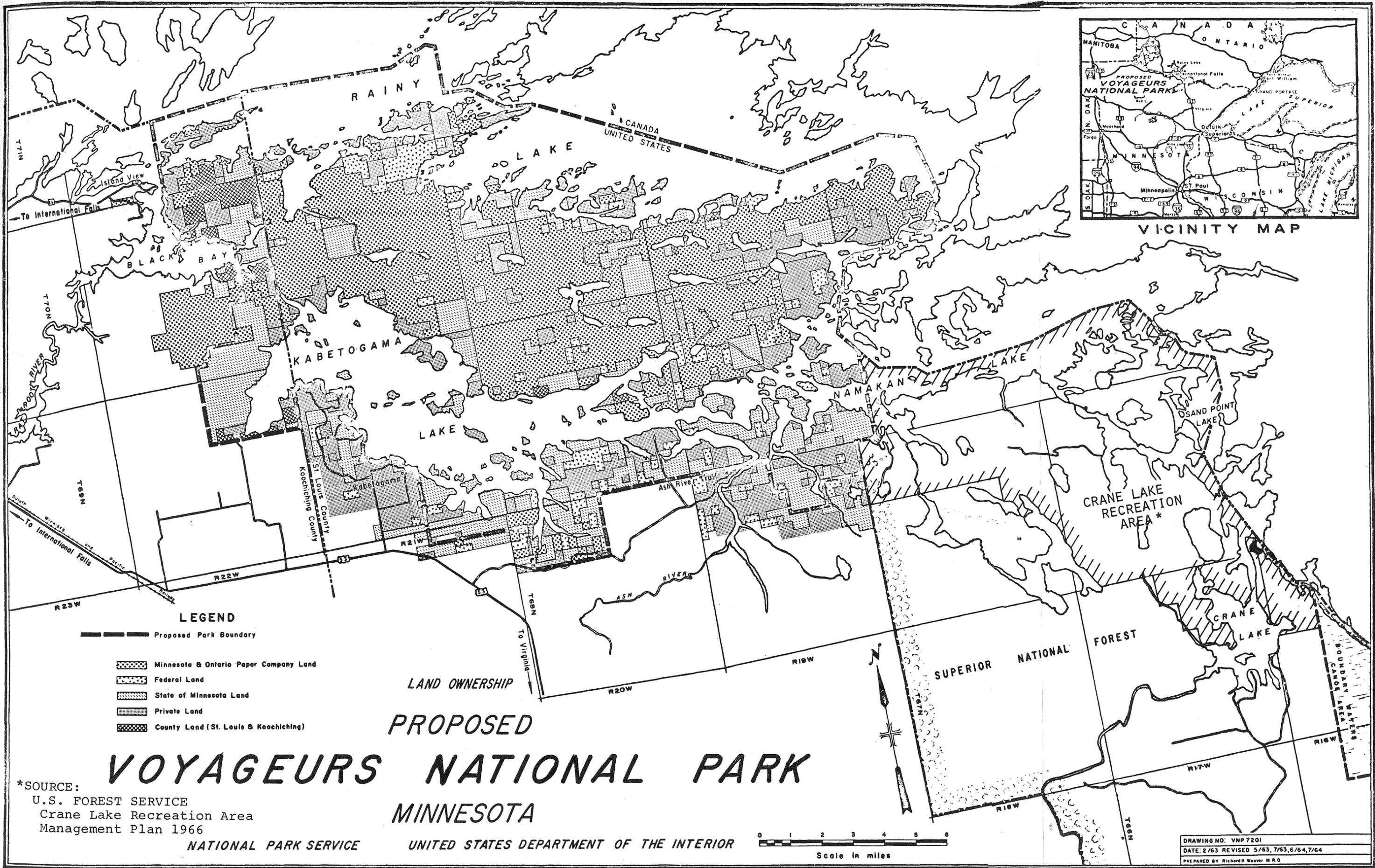
Land for a new park may be acquired by purchase, exchange, donation, or should Federal land be involved, by transfer.

The largest single non-Government owner of land in the proposed park area is the Boise Cascade Corporation, with approximately 50,000 acres, or 46 percent of the total area. Boise, which has made a genuine effort to maintain the fine wooded character of the lakefront, has been asked to consider exchanging its holdings for State land of comparable timber value elsewhere. The State has indicated willingness to consider this land exchange for the purpose of establishing a national park.

If the park were authorized, the National Park Service Master Plan would determine which lands would be required first; in order to make the park available for visitor use, the acquisition of these lands would then receive priority. Until such time as the property is acquired, a landowner would have every right and privilege of using his land that he has now, including the right of access.

Where continued occupancy does not defeat or seriously impair the major preservation and public use purposes of a national park, the National Park Service frequently buys property subject to lifetime lease, or for specified periods of occupancy by their owners, if they so wish. In such cases, the owners are paid a fair market value for the property, less a fair market value of the use right retained by the owners. Somewhat similar arrangements can be worked out where camps or clubs are concerned.

Purchase of land by the Federal Government is done through direct negotiation with the property owners, on the basis of fair market values determined by non-Federal, qualified appraisers. Every reasonable effort is made to reach amicable agreements with the owners for acquisition of their properties. While the United States has authority to acquire lands by eminent



VICINITY MAP

LEGEND

- Proposed Park Boundary
- Minnesota & Ontario Paper Company Land
- Federal Land
- State of Minnesota Land
- Private Land
- County Land (St. Louis & Koochiching)

LAND OWNERSHIP

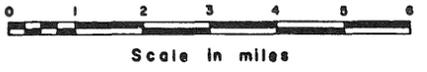
VOYAGEURS NATIONAL PARK

MINNESOTA

*SOURCE:
U.S. FOREST SERVICE
Crane Lake Recreation Area
Management Plan 1966

NATIONAL PARK SERVICE

UNITED STATES DEPARTMENT OF THE INTERIOR



DRAWING NO: VNP 7201
DATE: 2/63 REVISED 5/63, 7/63, 6/64, 7/64
PREPARED BY Richard R. Weaver M.R.O.

domain, it is the policy of the National Park Service to resort to such action only in those instances where necessary to clear title, to provide a place for a needed public facility, or to prevent adverse types of development and use.

There are 72 summer homesites leased from the State of Minnesota within the proposed park boundaries. Except for those few sites which might be needed for public use, it is proposed to leave these under jurisdiction of the State until arrangements which the State considers to be satisfactory to the leaseholder are made. Life tenure similar to that for privately owned land and an arrangement for compensation for capital improvements would be desirable and would require special provisions in the authorizing legislation.

PROPOSED DEVELOPMENT AND USE

The Preliminary Report of the Voyageurs National Park Proposal states that:

"A formula which is being considered would continue to limit access by roads, very much as it is now. All travel and use beyond the termini of these roads would be by water, with appropriate controls to limit boating to the more compatible types, allowing for motors, but also perhaps reserving some of the waters" (such as the interior chain of lakes on the Peninsula) "for canoes or hand-propelled craft. The whole idea would be to key developments, interpretation, and use to a fuller and more leisurely enjoyment by water and by trail. This approach could provide high quality experience, with essentially no scarring of the surroundings and a minimum of visible intrusive developments. Primary dependence on travel by boat instead of by car will greatly simplify preservation of the area.

"Major park developments would probably be close to but separated from existing communities of Kabetogama and Ash

River Trail, and also to International Falls, which is the logical access point to the Rainy Lake section of the park. These communities and the surrounding areas should benefit from the project. The park developments would consist of administrative, interpretive, and visitor facilities which would, together with private facilities in the surrounding area, give each visitor the kind of accommodations and services best suited to his likes and means. Such developments would be concentrated within comparatively small areas but would be so located as to achieve a spacious park-like atmosphere. Primary planning consideration would be to preserve the naturalness of the area as much as possible and to make all developments blend inconspicuously with the landscape, especially as viewed from the lakes. Limited acreage outside the proposed park boundary shown on the map in this report would be required for such developments.

"Boat rental facilities" (handled on a concession basis), "from canoes to inboards, would be available, and docking facilities would be provided for all, boat owners and renters alike. Every means possible to assure the visitor an opportunity for travel over the waters would be provided. Guided tours would be available. These would be made by various means of transportation--roomy outboards for exploring the shallow bays and sparkling streams; and foot travel perhaps ending with a canoe experience on a small, intimate inland lake. Regularly scheduled boat service would also be provided to take campers to isolated campgrounds, leave them, and return for them later." (In the event they did not have their own boats.)

"Camping is an enjoyable activity in this country and indeed a necessary one for those who want to penetrate into the more remote wilderness portions. Campgrounds, from the modern types accessible by road to those reached only by boat or trail, would be provided. The latter would be strategically located on islands and along the shores of lakes and streams." (While campers would have to camp within designated areas for administrative purposes, they would be able to select their own site, whether it be in one of the modern facilities, or a more primitive site on an island or the peninsula. A very small island for instance may only have one authorized site while larger areas would contain a proportionate number. Sites will be selected at registration points to be located at the three major land access areas.)

"Hiking trails would be developed extensively within the park because of the great potential and anticipated popularity of this activity.

"The varied opportunities in this park would provide rewarding experiences for those with interests in geology, botany, wildlife and history--as well as for those primarily interested

in boating, fishing, camping, hiking, birdwatching and photography.

"All these activities would be encouraged and made more meaningful by park naturalists and historians who would interpret the rich natural and human history of this region for the benefit of the visitor. Conducted boat trips, nature walks, and campfire programs would enable those interested to have unforgettable experiences in the park. Interpretive markets, self-guiding nature trails, and wayside exhibits would provide interesting details of the natural and historical scene for the benefit of those exploring on their own."

PROPOSED DEVELOPMENT COSTS

The Economic Study of the Proposal stated that the National Park Service anticipated spending from \$7 to \$9 million for development and operations during the first five years of operation. Various persons have stated publicly that it was doubtful, in their estimation, if the Park Service would, or in effect could, spend that amount of money for the type of development suggested.

In this section is a tabulation of the Park Service Preliminary Cost Estimate. The figures were based on the anticipated full development in a five-year program. These figures have now been revised upward to total \$12 to \$14 million and do not include the cost of land acquisition. Anticipated user demand for the estimate was established as one million visitors per year.

The prime costs are to be expended in three major land access points on the west and south shores of the proposed park. The western entrance would be on Rainy Lake, east of International Falls, while the remaining two development areas would be in the vicinity of State Point on the southwest shore of Kabetogama Lake and Sullivan Bay, near the mouth of the Ash

River. (See Map No. 3.)

(PLEASE NOTE: THE AUTHORS OF THIS REPORT STRESS HERE, THAT THE FOLLOWING COST FIGURES ARE APPROXIMATE, PRELIMINARY COSTS. IF A BILL AUTHORIZING THIS PARK IS INTRODUCED IN CONGRESS, A FINAL DETAILED BREAKDOWN OF COSTS AND PLANS WILL BE SUBMITTED TO CONGRESS BY THE NATIONAL PARK SERVICE AT THAT TIME.)

VOYAGEURS NATIONAL PARK PROPOSAL

COST FIGURES*

<u>Facility</u>	<u>Area</u>	<u>Cost</u>	<u>Total</u>
1. Employee Residences & Seasonal Apartments (at 3 major entrances)	Rainy Lake	Res.	\$ 88,000
		Apts.	180,000
	Sullivan Bay	Res.	110,000
		Apts.	180,000
	Kabetogama	Res.	88,000
		Apts.	<u>90,000</u>
			\$ 736,000
2. Maintenance & Storage Buildings 1 @ each 3 sites	Three Areas		375,000
3. Visitor Center & Administration Bldg. (Offices and museum, storage, etc.) toilets, lobby, orientation, exhibits, audio-visual rooms (50 to 100 seating capacity) interpretation	Rainy Lake (Main Admin. Area)		700,000
	Sullivan Bay		300,000
	Kabetogama		<u>175,000</u>
			1,175,000
4. Utility Systems for Visitor Use Facilities & Admin. Buildings	Three Areas		750,000
5. Campground Utility System (also 3 Admin. Sites)	Rainy Lake	100 cpg. sites	
		50 picnic	450,000
	Sullivan Bay	100 cpg. sites	
		50 picnic	450,000
	Kabetogama	50 cpg. sites	
		25 picnic	<u>250,000</u>
			1,150,000

*Based on the anticipated full development.

<u>Facility</u>	<u>Area</u>	<u>Cost</u>	<u>Total</u>
6. Amphitheaters	Three Areas		\$ 100,000
7. Boat Marinas, Launching Ramps, Docks-- built by N. P. S.--leased (Only if needed in addition to private facilities)	Rainy Lake	\$ 250,000	
	Sullivan Bay	250,000	
	Kabetogama	<u>130,000</u>	630,000
8. Boats (for maintenance, control, trans- portation, administration, etc.)	Rainy Lake	40,000	
	Sullivan Bay	22,000	
	Kabetogama	<u>8,500</u>	70,500
9. Campground Ranger Station	Two Admin. Centers	17,000 ea.	34,000
10. One Airplane			50,000
11. Kettle Falls Utility System Kettle Falls Campgrounds and Picnic Kettle Falls Seasonal Quarters Maintenance and Storage Boat Dock		120,000	
		100,000	
		60,000	
		30,000	
		<u>20,000</u>	330,000
12. Roads and Trails	<u>Rainy Lake</u>		
	Access & Service Roads & Parking Lots (200 cars)	450,000	
	Campgrounds & Picnic Grounds Roads & Parking Lot	130,000	
	Marina Road & Parking Lot (200 cars)	<u>200,000</u>	780,000

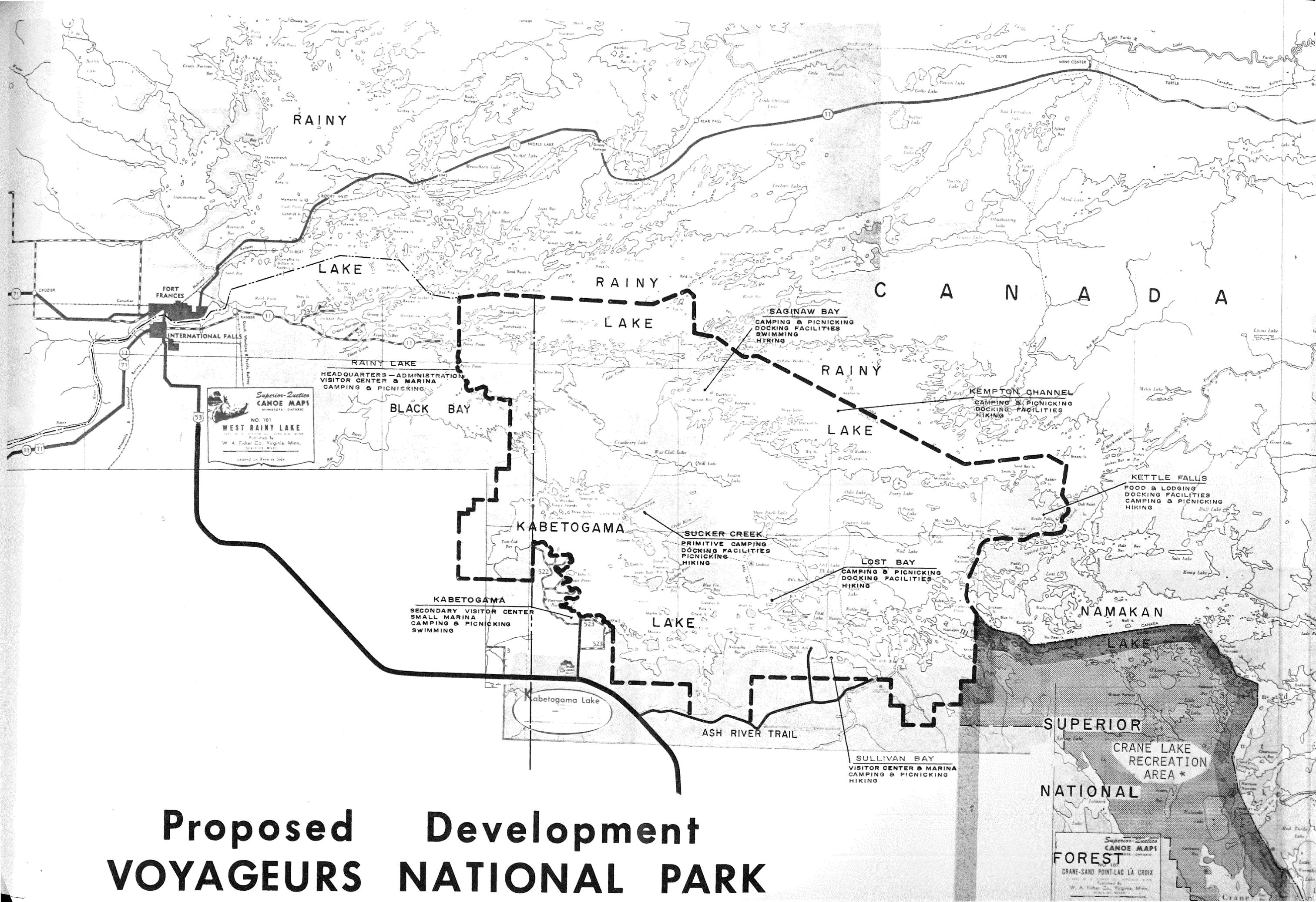
<u>Facility</u>	<u>Area</u>	<u>Cost</u>	<u>Total</u>
12. Roads and Trails--continued	<u>Sullivan Bay</u>		
	Access & Service Roads & Parking Lots	\$ 950,000	
	Campgrounds & Picnic Grounds Roads & Parking Lot	130,000	
	Marina Road & Parking Lot	<u>200,000</u>	
		\$1,280,000	
	<u>Kabetogama</u>		
	Access & Service Roads & Parking Lots	330,000	
	Campgrounds & Picnic Grounds Roads & Parking Lot	70,000	
	Marina Road & Parking Lot	<u>125,000</u>	
		\$ 525,000	
			\$2,585,000
13. Roadside Parking Areas, Park-wide			200,000
14. Nature Trails, Primitive Campgrounds, etc. were considered as less significant cost- wise and are not included in this pre- liminary estimate. The unit costs of these facilities are much less than those major items listed above, but if included, would perhaps raise the total to near \$9,000,000. This figure has been revised for the final report to \$12-\$14 million based on enlarged facilities and perhaps greater unit costs based on local construc- tion costs.			<u>\$8,185,500</u>

It is of economic significance to note that all major Park Service development is performed on a regular bid basis. This results in jobs and money, not only to the local communities, but to the State as a whole. Prime contractors, subcontractors, and individual workmen in the surrounding area stand to gain financially, as do all businesses offering goods and services. In the event "non-local" contractors are selected for some of the work, the crews will spend a good deal of time and money in the immediate vicinity.

DEVELOPMENT SCHEDULE

The Park Service has projected the following time schedule of development that it hopes to follow:

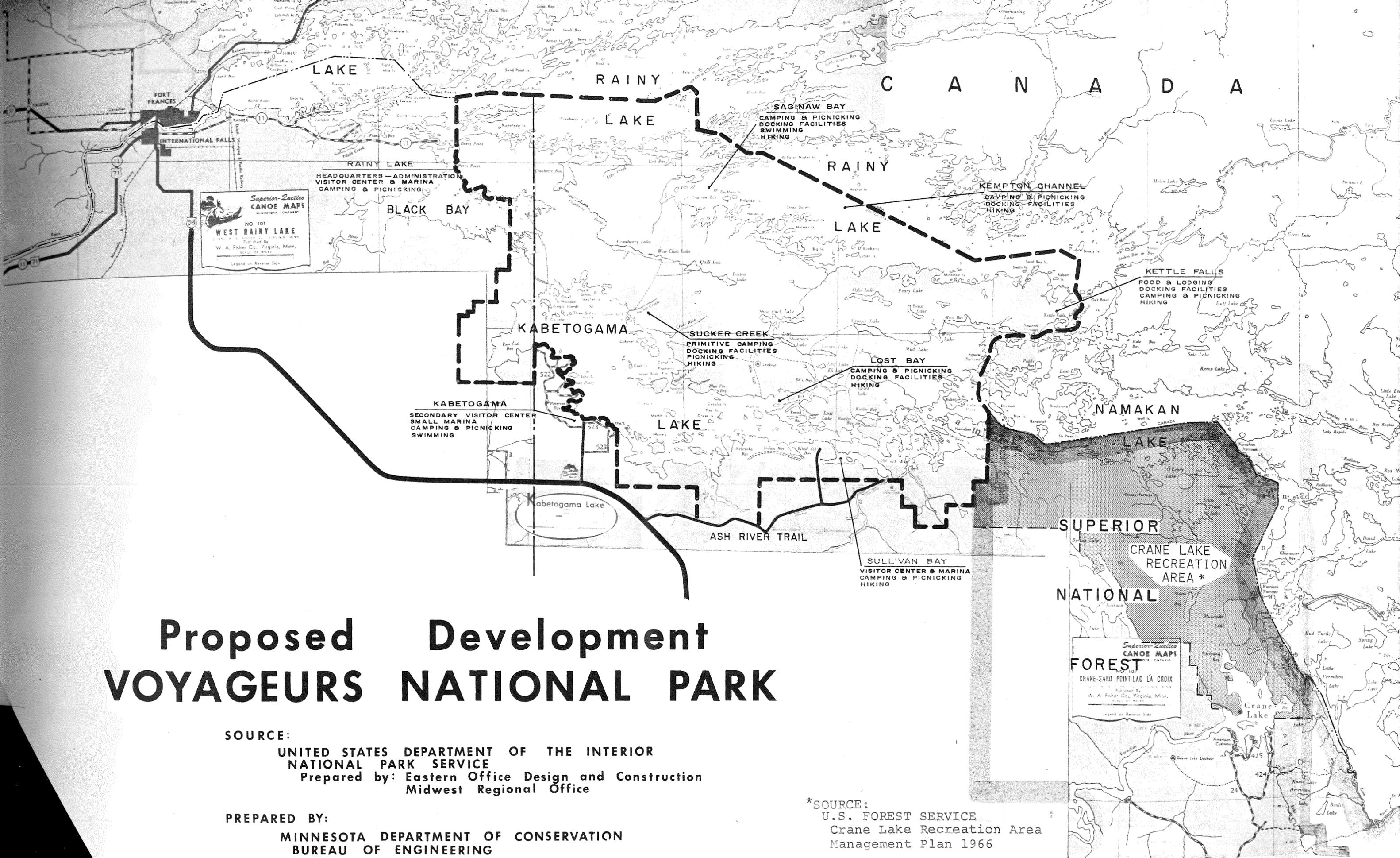
1. Authorization of the Minnesota park.
2. For the first year following authorization, a park superintendent would be appointed and two (estimate) land acquisition men would be assigned. They would immediately seek appraisals and begin negotiations with land owners affected by the development of the three major land access points.
3. During the second year, the Park Service would hope to have acquired a sufficient amount of this land to begin utility installation and limited construction.
4. During the third year, the park should be operating on a limited basis. Construction would continue at a high level; and after five years, full anticipated development should be met.



Superior-Zuelco
CANOE MAPS
MINNESOTA - ONTARIO
NO. 101
WEST RAINY LAKE
Published by
W. A. Fisher Co., Virginia, Minn.
SCALE OF MILES
Legend on Reverse Side

Superior-Zuelco
CANOE MAPS
MINNESOTA - ONTARIO
NO. 107
CRANE-SAND POINT-LAC LA CROIX
Published by
W. A. Fisher Co., Virginia, Minn.
SCALE OF MILES

Proposed Development VOYAGEURS NATIONAL PARK

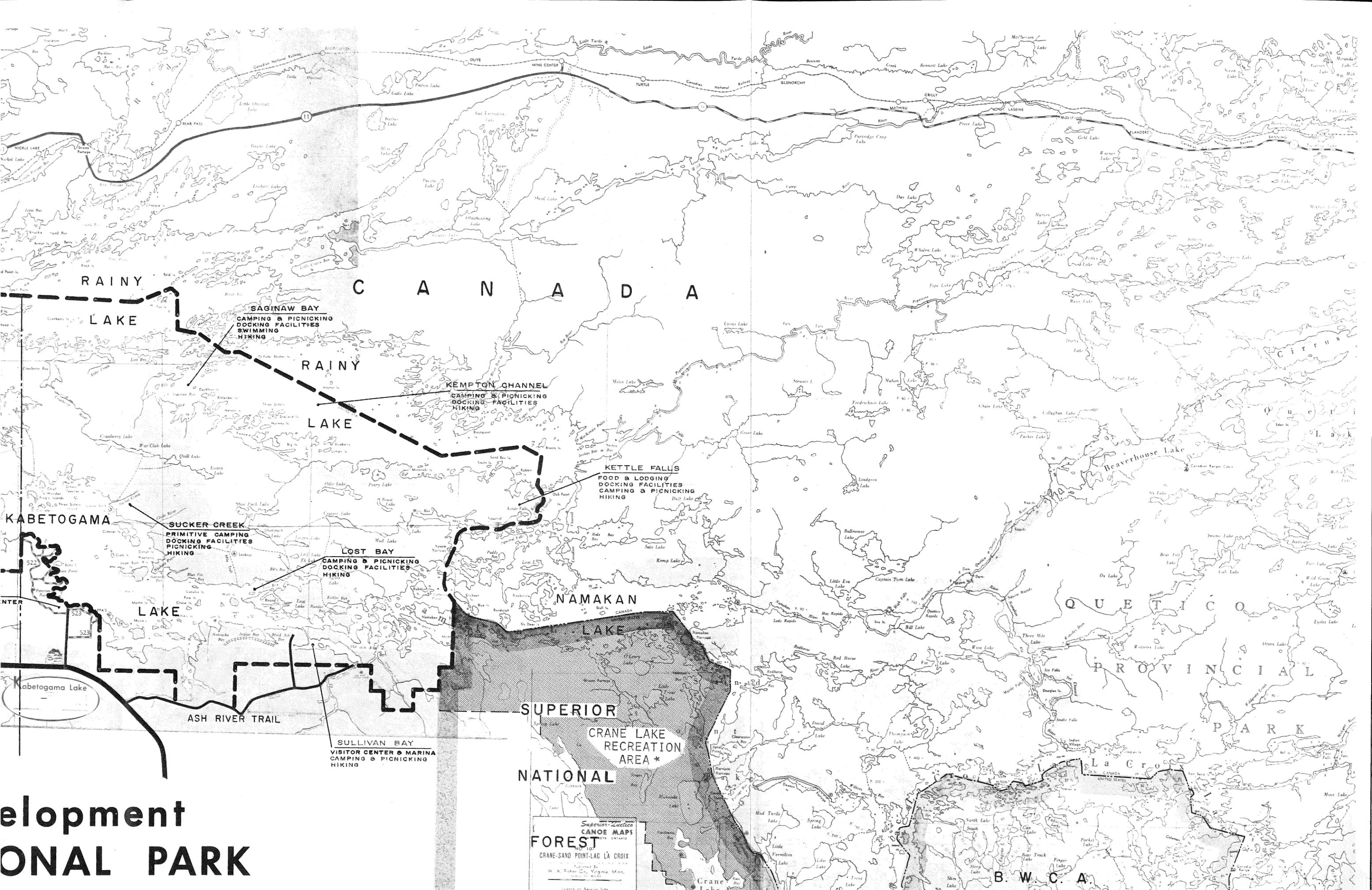


Proposed Development VOYAGEURS NATIONAL PARK

SOURCE:
 UNITED STATES DEPARTMENT OF THE INTERIOR
 NATIONAL PARK SERVICE
 Prepared by: Eastern Office Design and Construction
 Midwest Regional Office

PREPARED BY:
 MINNESOTA DEPARTMENT OF CONSERVATION
 BUREAU OF ENGINEERING

***SOURCE:**
 U.S. FOREST SERVICE
 Crane Lake Recreation Area
 Management Plan 1966



RAINY LAKE CANADA

SAGINAW BAY
CAMPING & PICNICKING
DOCKING FACILITIES
SWIMMING
HIKING

RAINY LAKE
KEMPTON CHANNEL
CAMPING & PICNICKING
DOCKING FACILITIES
HIKING

KETTLE FALLS
FOOD & LODGING
DOCKING FACILITIES
CAMPING & PICNICKING
HIKING

SUCKER CREEK
PRIMITIVE CAMPING
DOCKING FACILITIES
PICNICKING
HIKING

LOST BAY
CAMPING & PICNICKING
DOCKING FACILITIES
HIKING

NAMAKAN LAKE

SULLIVAN BAY
VISITOR CENTER & MARINA
CAMPING & PICNICKING
HIKING

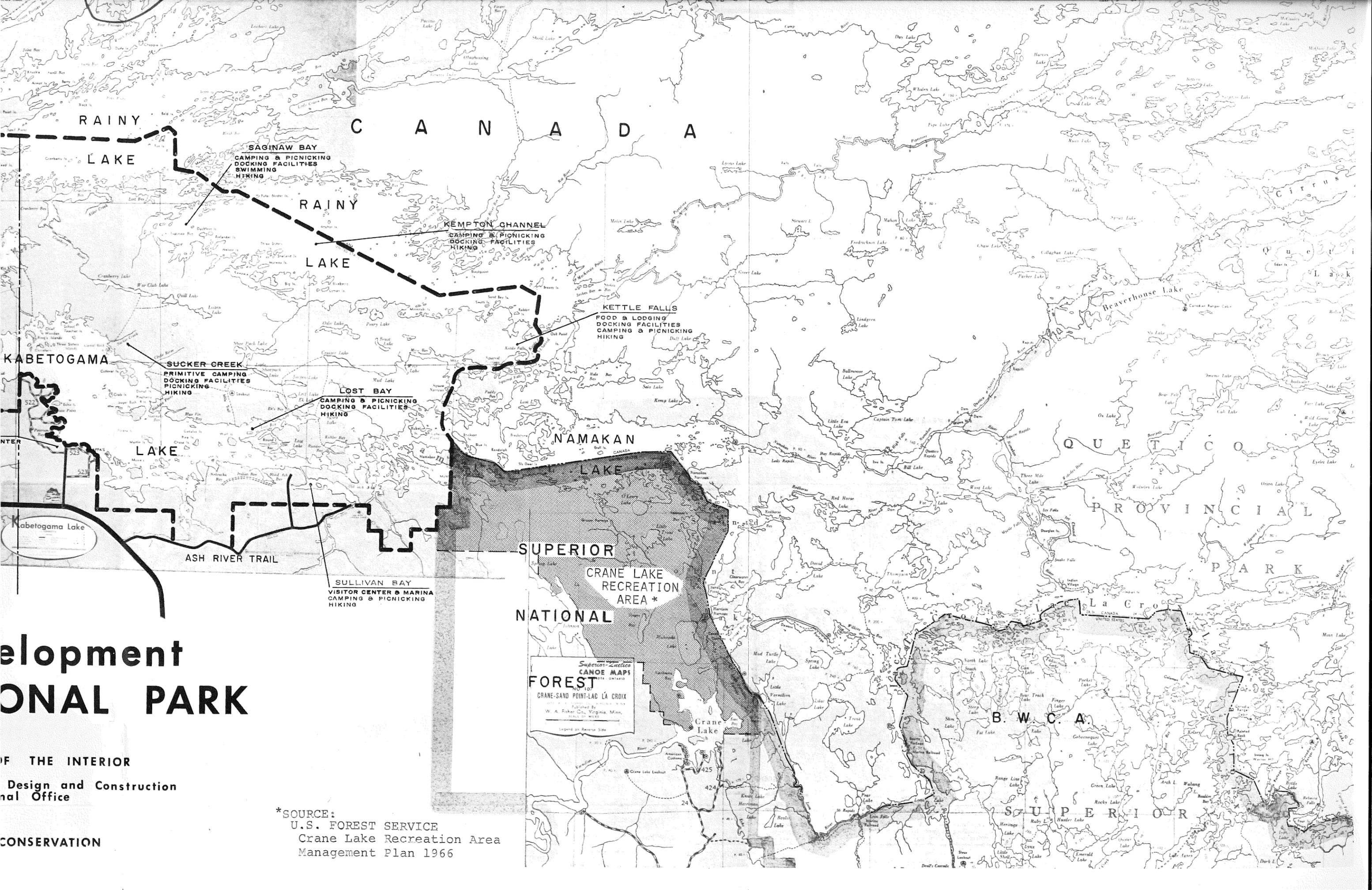
SUPERIOR CRANE LAKE RECREATION AREA *

NATIONAL FOREST

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CANOE MAPS
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W. A. Fisher Co., Virginia, Minn.
SCALE OF MILES

Development
ONAL PARK

B. W. C. A.



C A N A D A

RAINY LAKE SAGINAW BAY
CAMPING & PICNICKING FACILITIES
DOCKING FACILITIES
SWIMMING
HIKING

RAINY LAKE KEMPTON CHANNEL
CAMPING & PICNICKING FACILITIES
DOCKING FACILITIES
HIKING

KETTLE FALLS
FOOD & LODGING FACILITIES
DOCKING FACILITIES
CAMPING & PICNICKING
HIKING

SUCKER CREEK
PRIMITIVE CAMPING
DOCKING FACILITIES
PICNICKING
HIKING

LOST BAY
CAMPING & PICNICKING FACILITIES
DOCKING FACILITIES
HIKING

NAMAKAN LAKE

SUPERIOR NATIONAL FOREST
CRANE LAKE RECREATION AREA *

SULLIVAN BAY
VISITOR CENTER & MARINA
CAMPING & PICNICKING
HIKING

ASH RIVER TRAIL

U.S. CANADA

QUEBEC PROVINCIAL PARK

LA CROIX

B. W. C. A.

SUPERIOR

DEVELOPMENT NATIONAL PARK

OF THE INTERIOR
Design and Construction
Office

CONSERVATION

Superior-Lacrosse
CANOE MAPS
NO. 107
CRANE-SAND POINT-LAC LA CROIX
W. A. Fisher Co., Virginia, Minn.
SCALE OF MILES
Legend on Reverse Side

*SOURCE:
U.S. FOREST SERVICE
Crane Lake Recreation Area
Management Plan 1966



Manpower estimates, to adequately staff the proposed park at anticipated full development, include 33 permanent employees and 14½ man years of seasonal employment per operating season. (Computed in this manner because certain jobs will require three months work, some six months, etc. Four men working three months each would be equal to one man-year.)

NATIONAL PARK POLICIES APPLICABLE TO THE PROPOSED PARK

WILDLIFE MANAGEMENT

Hunting for sport and trapping are not generally allowed in national parks. Wildlife management plans for the Voyageurs National Park would attempt to present the native species of wild animals in maximum variety and reasonable abundance. Animal populations would be kept to levels that the habitat would support in good health and without impairment to the soil, the vegetation, or to habitats of other animals. The possibility of restoring native species such as the woodland caribou and the effect of no-hunting on the deer herd are being studied with the help of the Minnesota Conservation Department.

FISHING

Fishing would be an important recreational use of the park. License requirements and rules and regulations of the State of Minnesota would apply. The National Park Service would work cooperatively with the Minnesota Department of Conservation and the U. S. Fish and Wildlife Service on a research program upon which to base management and protection policies for

the fishery resource. The Minnesota Division of Game and Fish has collaborated with the International Joint Commission in recent years to improve spawning conditions by the regulation of spring water levels.

WATER

Should the park be established, the National Park Service would have proprietary jurisdiction only. Water levels would continue to be regulated by the International Joint Commission. The National Park Service would be bound to abide by the terms of the Webster-Ashburton Treaty which provides that residents of both Canada and the United States shall have free use of International Boundary waters. If the State desires to retain control of waters not on the International Boundary, such control should be specified in legislation authorizing the park.

TIMBER

Commercial use of the timber resources of the park is not allowed in national parks. Park management would be based on ecologic research on plant-animal relationships with the aim of restoring the forest to that which historic research shows was generally present at the time of the Voyageurs. Management would include protection of the forest against epidemics of insects and disease as well as against uncontrolled fire.

A Park Service spokesman stressed the point that the Park Service does not "lock the doors" of its parklands and forget about them. He stated that the Park Service had long-standing agreements and cooperative manage-

ment programs with the National Forest Service, or other adjacent land owners, in the areas of fire control, disease, and insect infestation. As he mentioned, "these things do not respect national park boundaries."

AIRCRAFT

Water-based aircraft would be allowed to land in park waters in designated areas, and cabin owners would be allowed continued access to their property by air. Land-based aircraft would be excluded.

FEES

At the present time, the National Park Service does not plan to charge fees for the use of individual park facilities, other than those concessions operating on a lease basis. There is, however, a general admittance fee to the parks.

1. The daily 50¢ per person admission fee will admit an individual on a commercial or tour bus, on foot, horseback, or bicycle.
2. A daily \$1 permit, or a \$3 to \$5 permit (which is valid for specified periods of time not to exceed six months), will admit the purchaser and all those who accompany him in his private, noncommercial vehicle only at the designated Federal recreation areas for which it was purchased.
3. The \$7 Golden Eagle Passport will admit the purchaser, regardless of his mode of transportation and without further payment, any number

of times, to all designated Federal recreation areas collecting entrance or admission fees. It will admit without further payment all those who accompany the purchaser in a private, noncommercial vehicle to all designated Federal recreation areas charging entrance fees which commonly are entered by such vehicles. Revenues from the Golden Eagle Passport, other Federal recreation area entrance and user fees, proceeds from the sale of Federal surplus real property, and the U. S. motorboat fuels tax support the Land and Water Conservation Fund.

ACCOMMODATIONS

The National Park Service plan for the Voyageurs National Park does not provide for additional motels, lodges, cabins, and related services within the proposed park, since they can be provided adequately outside. For that reason, the recommended boundary at the Kabetogama resort area has been placed along the shoreline to exclude the private resorts and cabins. The existing facilities at Kettle Falls will remain. Several communities close to the area should be able to provide additional visitor facilities when needed through private enterprise.

THE ECONOMIC IMPACT.

The following is a digest of a report prepared in 1964 titled "The Economics of the Proposed Voyageurs National Park" by Dr. Richard O. Sielaff, Cecil H. Meyers, and Philip L. Friest, faculty members of the Department of Business and Economics, University of Minnesota, Duluth. This study was undertaken at the request of, and with the financial assistance of, the National Park Service.

The report points out that, once the park is open, tourist expenditures at private hotels, motels, resorts, and service establishments near the park, could climb to over \$4 million annually in ten years--twice the amount now being spent.

Additional millions of dollars would be spent for new tourist facilities, such as picnic and campgrounds, boat launching, and interpretive services, to be built by the Federal Government inside the park; and cabin areas and other commercial establishments provided mainly by private individuals and firms outside the park boundaries.

The report also states that the park would bring nationwide publicity for the region and the State of Minnesota.

(Note: No attempt was made to assess the potential return from Minnesota's new sales tax, since the sales tax was not a factor at the time of the report.)

The economic study states that St. Louis and Koochiching Counties together would lose about \$30,000 in tax income from the park area, or about

one-tenth of one percent of their total receipts. This tax loss would mean that a person presently paying \$200 in real estate tax in St. Louis County would pay \$200.10, and in Koochiching County, \$200.34. The report indicated that the increased business and construction of new tourist facilities would provide a broadened business and tax base for both counties, the City of International Falls, and other nearby towns which could offset tax and timber income if the park is established.

(The National Park Service states that after establishment of the Grand Teton National Park in Teton County, Wyoming, the retail sales index rose from 122 to 218 from 1950 to 1958, and the assessed valuations of real and personal property went from 4.6 million to 8.1 million dollars. Also, at Cape Hatteras National Seashore it was found that the total assessed valuation within Dare County, North Carolina, where the seashore is located, more than doubled from 1950 to 1958, going from \$11 million to \$25 million. At the same time, tax rates were reduced from \$1 to 80 cents per hundred. The volume of business from the tourist trade almost doubled within a six-year period in the vicinity adjacent to the National Seashore. While some property was removed from the tax rolls for park purposes, land remaining on the rolls often increased in value 50 to 100 times as the park increased the general economic activity of the region.)

The planned expenditures of the National Park Service in the proposed park are calculated at nearly \$9 million over the first five years for development and operating expenses. "It is possible that taxable income generated in the area will be large enough in a number of years after the park is established to yield taxes sufficient to cover the entire investment and current expenses of the proposed park. The demand for recreation

in public parks generally is increasing so rapidly that an investment of this type is likely to be a successful aid to private business operations in the tourist industry of the entire area," the researchers state.

The families living in the 138 summer homes in the park area spend between \$75,000 and \$80,000 per summer season for supplies and services. These expenditures likely will continue, along with personal tax payments to the counties, because National Park Service policy usually allows such families to continue to own and live in the homes for a life tenure, if the owners desire. No additional summer homes would be built once the park is established. However, the report notes that the money invested in the park region on new tourist accommodations could well balance the dollars which might have been spent in the future on additional summer homes.

The proposed park area is now producing an annual cut averaging some 8,100 cords of timber, with stumpage value of \$17,900, or a value at the mill of \$179,000. During the 1959-64 period studies, 59 percent of the cuttings were made on privately owned acres (mostly by the Boise Cascade Corporation), and 41 percent on state and county lands. Because of the heavy timber harvest within the park area prior to 1910, and a 1936 fire which burned over 20,000 acres, it is estimated the potential harvest "sometime after the year 2000 would produce 30,130 cords per year." However, the report notes that land in Koochiching County in 1960 had an annual surplus of 338,500 cords, while St. Louis County had a surplus of 569,830 cords. The authors of the economic report feel that this surplus would more than make up for the cordage lost if the park is established. They also believe that the 35 or 40 jobs involved in current park cuttings

would be absorbed by work in the new areas adjacent to, or near the park.

Dr. Sielaff, of the University of Minnesota park study team, was contacted by phone to clarify several points in regard to the economic factors of the park proposal.

1. Dr. Sielaff was asked if there were more recent statistics which might be applied to the proposal. He answered, no. He collaborated with Aguar, Jyring, Whiteman, and Moser, a Duluth planning firm, in the preparation of a recent study of the Proposed Upper Red Lake State Park. While this report utilizes more recent statistics, he felt those listed in the Voyageurs Economic Study were more applicable to the Kabetogama area.
2. The Northland Multiple-Use Association, International Falls, issued a resolution on May 7, 1965, which attacked several of Dr. Sielaff's findings. The resolution says:

"Table 70, Page 120 of the Economics of the Proposed Voyageurs National Park, grossly understates the average yearly expenditures of a Summer Home Owner to be \$466.11. According to the Report of Professors I. V. Fine and E. E. Werner of the School of Commerce, Bureau of Business Research & Service, University of Wisconsin for the year of 1959 this amount is reported as \$1280.54 for Resident Cottage User in Wisconsin. The Park Service states an annual loss from elimination of 138 Summer homes in the area of 'about \$65,000.' On the basis of the University of Wisconsin School of Commerce Report this would total approximately \$177,000.00."

To this, Dr. Sielaff answered that he was familiar with Dr. Fine's report and they were good friends. He stated that the basic objective of the two reports had been quite different in that he had been interested primarily in the "cash value," or the money the home owner

actually contributes to the local economy, while Dr. Fine had measured the "social value" of these homes as well. He added that some homes were built by contract while others were constructed by the owner on weekends, etc., and that it was very difficult to place a value on the latter type. Dr. Sielaff observed that, in order to measure the social value, Dr. Fine apparently took every conceivable factor into account such as the time the homeowner spent in the area, depreciation of property, etc. Dr. Sielaff remained firm in his opinion that cash value statistics be used in determining the economics of the proposal. All estimates used in his report were low estimates, however.

3. The Resolution of the Northland Multiple-Use Association also stated:

"The annual Stumpage Timber Value Loss on 8,100 cords as \$17,000 and Mill Value of same of \$179,000, listed on Page 54, Table 25, of the above mentioned Voyageurs Economic Report by Dr. Sielaff, Et al; is grossly understated; that the estimated Processed value of such Timber Cordage off the Kabetogama Peninsula is \$180.15 per Cord for a total annual LOSS of approximately \$1,459,215.00. (Information from Forest Industries Information Committee, Duluth, Minnesota for the year of 1963);" Note: This source states that \$180.15 represents the unit value of pulpwood products processed or used in the State of Minnesota. It also states that the total amount of pulpwood harvested in Minnesota in 1963 amounted to 1,063,254 cords.

Dr. Sielaff stated that the processed value figures could be used in the Voyageurs economic picture PROVIDED the timber lands within the proposed park were the only source of pulpwood for the mills, and only if these mills could not operate without this source. From the statistics supplied above by the Forest Industries Information Committee, it is obvious that the estimated 8,100 cords annually harvested from the Peninsula is but a small part of the total 1963 harvest

of 1,063,254 cords, 0.76 percent to be exact. The high projection of future harvests from the Peninsula has been set at 30,130 cords annually, or only 2.8 percent, assuming the total is the same.

Dr. Sielaff said processed value is an inaccurate measure of true value because timber could conceivably come from any source and, further, that this value includes all labor and manufacturing costs. He contends that the true comparison of timber values in various areas must be made before these labor costs are applied. He therefore used stumpage and mill values.

4. It was mentioned that the Economic Report had omitted camper expenditures in the total economic projection. In response to this observation, Dr. Sielaff stated the current statistics on camper spending are very sketchy and apparently not too reliable. For that reason, the authors did not publish any estimated camper expenditures but did include a "guesstimate" in the total figure.
5. During the inquiry, Dr. Sielaff reiterated an opinion (or conclusion) he had drawn from his research. "Recreational use of the proposed area is definitely more profitable than timber use from an economic standpoint." He added, "the study did not determine what type of agency--Federal, State, or private--would be best equipped to administer the area."

BENEFICIAL ASPECTS OF THE PROPOSED NATIONAL PARK.

A consensus of various studies is that one of the chief benefits of establishing a national park on the Kabetogama Peninsula appears to be the assurance that this area will be preserved as nearly as possible in its natural state for the general public. Other groups or organizations, such as the St. Louis and Koochiching County Planning Advisory Commission, could do much in this direction, but perhaps could not enter into the program to the extent possible by the Federal Government. National Park Service personnel are experts in their field and could accomplish the necessary development in a minimum length of time, according to these studies.

The reports further noted that, if a national park were established, and for reasons unforeseen at the present time the Nation in the future should need the resources of the area, an act of Congress could make these resources available, for they will still be there. However, once the superb qualities of water, land, forest, and wildlife are destroyed, the process cannot be reversed. (For example, a large dam has been constructed in Yosemite National Park to help relieve a water shortage in San Francisco.)

Economic studies stressed that a direct benefit to the people of Minnesota would be the economic boost that would result. While this would chiefly affect those people in the immediate area of the park, it would also be felt statewide, since most visitors would travel the greater portion of the state going to and from the park. Earlier estimates by the National Park Service indicated that about \$9 million would be invested in the development of this park. However, in a discussion with a representative of the National Park Service on August 17, 1967, he estimated that 12 to 14

million dollars would be spent for development purposes. (This figure did not include cost of land acquisition.) The fact that this area would be called a National park would no doubt attract more visitors, especially those from out of State, than if it were given some other designation.

PROBLEMS AND POINTS OF CONSIDERATION REGARDING ESTABLISHMENT AND MANAGEMENT.

According to the economic report by Sielaff, Meyers, and Friest, St. Louis and Koochiching Counties together would lose about \$30,000 annually in tax income. The report also indicates that because logging would not be permitted in the park, an average annual loss of 8,100 cords of timber would result. This volume of timber has a stumpage value of \$17,900, and a value at the mill of \$179,000. The report indicates, however, that the increased business and construction of new tourist facilities would provide a broadened tax base that would offset tax and timber income if the park is established.

LAND ACQUISITION

From the table on page 15 showing land ownership in the proposed park, it will be noted that over 68,000 acres, or about 64 percent of the total land area, is in private ownership. Of this amount, over 49,000 acres, or 46 percent, are owned by the Boise Cascade Corporation. Over 28,000 acres, or 26 percent, are in State ownership. Only 8,553 acres, or not quite 8 percent, are owned by the Federal Government. If this area is to become a park, a large acquisition program must be undertaken by the National Park Service. This acquisition could be accomplished by outright purchase of land, donation, land exchange, or transfer of Federal lands.

Former governors Elmer L. Andersen and Karl Rolvaag have indicated that State land within the Peninsula could theoretically be exchanged for

publicly owned land outside the area. However, all State land exchanges must be approved by the Land Exchange Commission consisting of the Governor, Attorney General, and State Auditor. The 1967 Legislature authorized the appointment of a Land Exchange Review Board to advise the Land Exchange Commission concerning all proposed land exchanges.

The Boise Cascade Corporation has gone on record as opposed to a national park on the Kabetogama Peninsula. (See page 53, "Boise Cascade's Position on the Proposed Voyageurs National Park in Minnesota.") Since Boise Cascade owns 46 percent of the land in the proposed park, these lands would constitute the largest single-owner acquisition by the National Park Service and could be the chief obstacle in establishment of a national park on the Kabetogama Peninsula. One procedure for acquisition of these lands would be outright purchase by the National Park Service. The National Park Service, however, in a statement issued in September, 1964, said,

"The first National Parks were established in the west from land already owned by the Federal Government. Such public land could be designated as National Parks or National Monuments without land purchase. For new parks in the east, Congress usually specified in the authorizing legislation that there be no appropriation of Federal funds for land acquisition. The land needed was acquired by the States or by private donation and conveyed to the Federal Government for administration by the National Park Service. Some recent legislation authorizes Federal appropriation of funds for land purchase. Undoubtedly, however, the greater the State's participation in the acquisition of lands, the sooner an area could be established."

Another possibility which has been suggested for acquisition of these lands by the National Park Service would be, first of all, an exchange of Boise Cascade land in the proposed park for State lands outside the park.

This would no doubt result in the State exchanging more acres of land outside the proposed park than they would gain inside the park, since some of the presently owned Boise Cascade land in the park area is high-value lake-shore. All State trust fund land exchanges must be on a value-for-value, rather than an acreage basis. Secondly, the State could exchange their lands acquired in the proposed park from Boise Cascade for Federally owned land outside the park area. All such theoretical exchanges would be dependent upon the mutual agreement of all parties concerned and could be made a part of the legislation authorizing a national park.

In discussing acquisition problems with a representative (Mr. John Kawamoto) of the National Park Service, he appeared to be under the impression that if State lands outside the proposed park area were exchanged for Boise Cascade lands within the park, the State of Minnesota would then be asked to donate their land so acquired within the park to the National Park Service.

In one proposal, nearly all of the land which the State would acquire within the proposed park area by the above exchange procedure would be school and swamp fund land, which together are called trust fund land. All but about 5,000 acres of presently owned State land in the proposed park area is also trust fund land. It does not appear that this trust fund land could be legally donated to the National Park Service since Article VIII, Section 4, of the Minnesota Constitution states that, "No portion of said lands" (referring to school and swamp fund lands) "shall be sold otherwise than at public sale, and in the manner provided by law."

The National Park Service representative stated that in lieu of a

land exchange, they might agree in good faith to allow Boise Cascade to phase out their timber operations on the Peninsula over a specified length of time agreeable to both. This could be 25 to 50 years, or whatever amount of time seemed satisfactory. Through this method, the Park Service would gradually acquire various portions as they were harvested.

The thought of a land exchange between State and private agencies on the Kabetogama Peninsula is not new. In 1942, the Boise Cascade Corporation (at that time Minnesota and Ontario Paper Company) asked the State Land Exchange Commission to consider exchanging their 49,000 acres of cutover and burned lands on the Peninsula for about 5,600 acres of State owned black spruce lands in Koochiching County. This proposal met with considerable opposition at a public hearing held at Grand Rapids, Minnesota, in December of 1944. The opposition felt that this proposal was not in the best interests of the State as the State would be giving up valuable spruce lands for cutover and burned land on the Peninsula. Those favoring the proposal argued that the State would be gaining a much larger acreage on the Peninsula of potentially valuable forest land in addition to valuable lakeshore. Apparently as a result of this controversy, the Minnesota and Ontario Paper Company (now Boise Cascade Corporation) withdrew their proposal for land exchange. This withdrawal was accepted at a Land Exchange Commission meeting on December 11, 1945.

A restriction on the sale of State lands bordering meandered lakes and public waters may complicate the land acquisition aspect of a national park. M. S. A. 92.45 states:

"All state lands bordering on or adjacent to meandered lakes and other public waters and watercourses and the live timber grow-

ing or being thereon hereby are withdrawn from sale except as hereinafter provided. The commissioner of conservation may sell any such timber as otherwise provided by law for cutting and removal under such conditions as he shall prescribe in accordance with approved, sustained-yield forestry practices. He shall reserve such timber and impose such other conditions as he deems necessary for the protection of watersheds, wildlife habitat, shorelines, and scenic features. Within the area in Cook, Lake, and St. Louis counties described in the Act of Congress approved July 10, 1930, (46 Stat. 1020), the timber on state lands shall be subject to like restrictions as are now imposed by said act on federal lands.

"Of all such land bordering on or adjacent to meandered lakes and other public waters and watercourses and so withdrawn from sale, a strip two rods in width, the ordinary high-water mark being the water side boundary thereof, and the land-side boundary thereof being a line drawn parallel to the ordinary high-water mark and two rods distant landward therefrom, hereby is reserved for public travel thereon, and wherever the conformation of the shore line or conditions require, the commissioner shall reserve a wider strip for such purposes.

"Any such state lands bordering on or adjacent to the Mississippi River or any such lakes, waters, and watercourses in the bottom lands thereof, desired or needed by the United States government for, or in connection with, any project heretofore authorized by Congress for the improvement of navigation in the Mississippi River, may be sold by the commissioner at public sale according to law, as in other cases, upon application by a fully authorized United States official, setting forth a description of the land and transmitted with a map showing its location with reference to adjoining properties."

In addition, the sale of any State-owned lands to the National Park Service for the Voyageurs National Park would have to be approved by a majority of the members of the Land Exchange Commission as stipulated in M. S. A. 1.041.

All of that portion of the proposed park which falls in St. Louis County is within the Kabetogama State Forest. All State-owned land within State Forests is managed on the multiple-use concept to provide the greatest good to the greatest number of people. State Forests have been established under the provisions of M. S. A. 89.021 "for growing, managing

and harvesting timber and other forest crops and for the establishment and development of recreational areas and for the protection of watershed areas, and the preservation and development of rare and distinctive species of flora and fauna native to such areas, . . ." Before any State lands are disposed of in this area, they must, therefore, be released by the Commissioner of Conservation from State Forest status under the provisions of M. S. A. 89.01, Subdivision 5, which reads:

"When any tract or tracts of land that are included in areas set apart as state forests are found to be more valuable for agriculture than for forestry or other conservation purposes, the commissioner by written order may eliminate such lands from state forests whereupon such lands shall be subject to sale the same as other lands not reserved. When any tract or tracts of land that are included in areas set apart as state forests are found to be more valuable for the construction of industrial plants or for purposes including forestry essential to the establishment of or expansion of substantial commercial developments, the commissioner, by written order, with the unanimous approval of the Land Exchange Commission may eliminate such lands from state forests whereupon such lands shall be subject to sale the same as other lands not reserved."

FISH AND WILDLIFE MANAGEMENT

GAME

In accordance with National Park Service policy, there would be no hunting or trapping in the proposed Voyageurs National Park on the Kabetogama Peninsula. Game specialists in the Minnesota Division of Game and Fish are fearful that this restriction will bring about an overpopulation of white-tailed deer resulting in excessive damage to browse species. Deer starvation would, therefore, follow.

National Park personnel have stated that hazing and trapping of deer could be used to control an overpopulation of deer. It is estimated by game personnel that under normal conditions the annual kill of deer on the Kabetogama Peninsula should be about 500 animals. Game Management people, therefore, state that trapping would be impracticable. They further state that hazing would not be possible because the white-tail is not migratory and can be chased only a short distance.

National Park personnel have indicated that if game problems become apparent as a result of no hunting, Congress could act to establish hunting in the area. (Elk hunting has been authorized in Grand Teton National Park on a permit basis, so a precedent has been set.)

FISH

The Division of Game and Fish has taken muskie spawn from Shoe Pack Lakes (Shoe Pack and Little Shoe Pack) for many years. These lakes have proved to be consistently dependable for muskie spawn year after year, whereas other lakes are not. The Division, therefore, recommends that the control of Shoe Pack Lakes remain with the State.

In view of the above, the Division of Game and Fish recommends the establishment of the Voyageurs National Park as proposed, subject to the following conditions:

1. Hunting and trapping of all legal species be continued throughout the park except in those areas with capital development and, perhaps, areas of very intensive public use.

2. All fishing, trapping, and hunting be done according to State regulations, including season dates, bag limits, and license requirements.
3. No fish or wildlife habitat modifications be made without prior approval of the State Division of Game and Fish.
4. Licensed commercial fishing on Rainy Lake be allowed to continue under State regulations.
5. No modifications of the Ash River be made which would interfere with the walleye spawning runs.
6. Minnesota would retain total control of the Shoe Pack Lakes. It is necessary for the State to have free unlimited access to these lakes for the trapping of muskies during the spawning season, and at other times of the year. Minnesota has periodically closed these lakes to fishing and it is recommended that such authority continue to be vested in the State. (These lakes are of the utmost importance in our statewide muskie management program.)

LEASES ON STATE OWNED LAND

Within the boundaries of the proposed park, the State of Minnesota has leased 72 lakeshore sites for the purpose of building private summer cabins. Permits for two electrical transmission line rights-of-way have also been issued to the North Star Electric Company of Baudette, Minnesota, and a permit has been issued to the U. S. Coast Guard for a beacon to aid navigation in the area.

These leases and permits, which were issued under the provisions of M. S. A. 89.17, are subject to cancellation at any time at the discretion of the Commissioner of Conservation. Under the terms of the lease, the lessee, after receiving notice of cancellation of his lease, would be given a stipulated time in which to remove his buildings and personal property from the leased area. If not removed within this time, all such property would become the property of the State of Minnesota.

Obviously, it would be difficult for the State of Minnesota to cancel these leases on short notice. Many lakeshore sites have cabins of substantial value which would be costly or perhaps impossible to move. Except for those few sites which might be needed for public use, the National Park Service proposes to leave these leases under the jurisdiction of the State until arrangements which the State considers to be satisfactory with the lessee are made. The National Park Service states that life tenure, similar to that for privately owned land, and an arrangement for compensation for capital improvements would be desirable and would require special provisions in the authorizing legislation.

GEOLOGY AND MINERAL POTENTIAL

The following is taken from a report by the Division of Waters, Soils, and Minerals, Department of Conservation, dated August 23, 1967.

The proposed park area has not been adequately mapped, from a geological standpoint, to properly evaluate its mineral potential. Under present plans, geological mapping will not be completed on a regional basis before 1975.

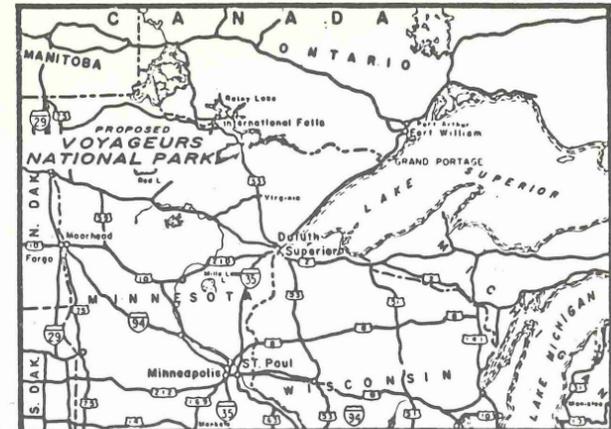
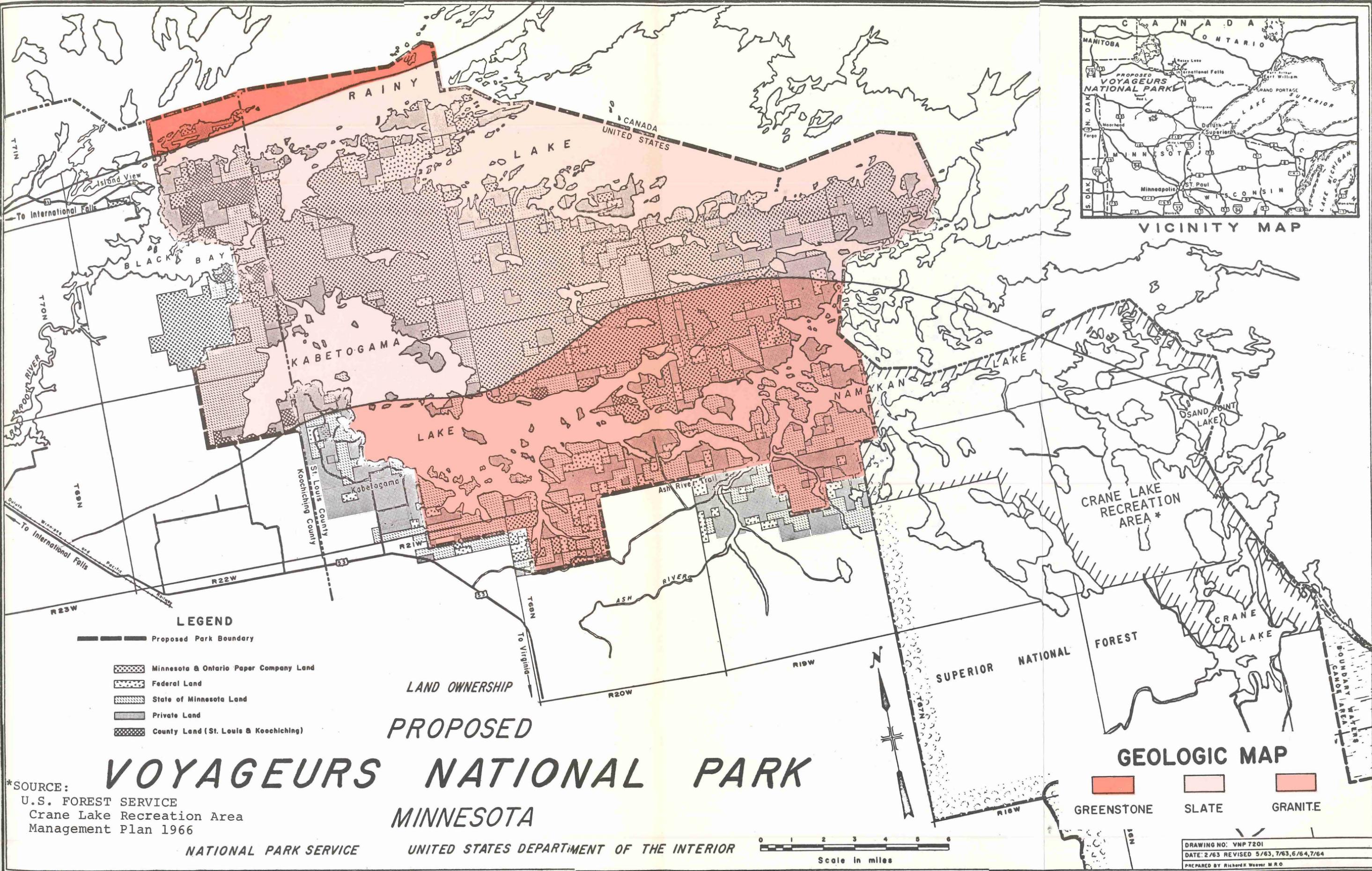
The northeastern part of Minnesota is underlain by pre-Cambrian rocks beneath the glacial deposits of several ice invasions. The sequence of pre-Cambrian rocks in this area, from the oldest Ely Greenstone, up to the later Keweenawan rocks, is one of the most complete found in the world.

Based on the information that is presently available, it appears that there are three geological formations trending in an east-west direction, within the boundaries of the proposed Voyageurs National Park.

To the north is a relatively narrow stringer of Ely Greenstone, the major portion is Knife Lake Slate, and to the South is Algoman Granite. The available information, which was the subject of a report prepared in 1926, indicates that within the Knife Lake Slate zone there are many intrusions of granite; and within the Algoman Granite zone there are a number of inclusions of Knife Lake Slate. (Map No. 4.)

The mineral potential of the three geological formations which appear to lie within the proposed boundaries of the Voyageurs National Park are as follows: Ely Greenstone - greatest potential; Knife Lake Slate - next greatest potential; and Algoman Granite - least potential.

Although the Ely Greenstone and the Knife Lake Slate have no economic significance of their own, induced mineralization caused by the later invading granites make these formations interesting from a mineral standpoint. Just north of the border of Canada, it is known that magmatic fluids carrying gold and other minerals or metals invaded these older rocks and formed mineral deposits of economic importance. Most of the Canadian discoveries made so far are in the Greenstone area. These discoveries include gold, silver, copper, nickel, lead, titanium, to name



VICINITY MAP

LEGEND

- Proposed Park Boundary
- Minnesota & Ontario Paper Company Land
- Federal Land
- State of Minnesota Land
- Private Land
- County Land (St. Louis & Koochiching)

LAND OWNERSHIP

VOYAGEURS NATIONAL PARK

MINNESOTA

GEOLOGIC MAP

- GREENSTONE
- SLATE
- GRANITE

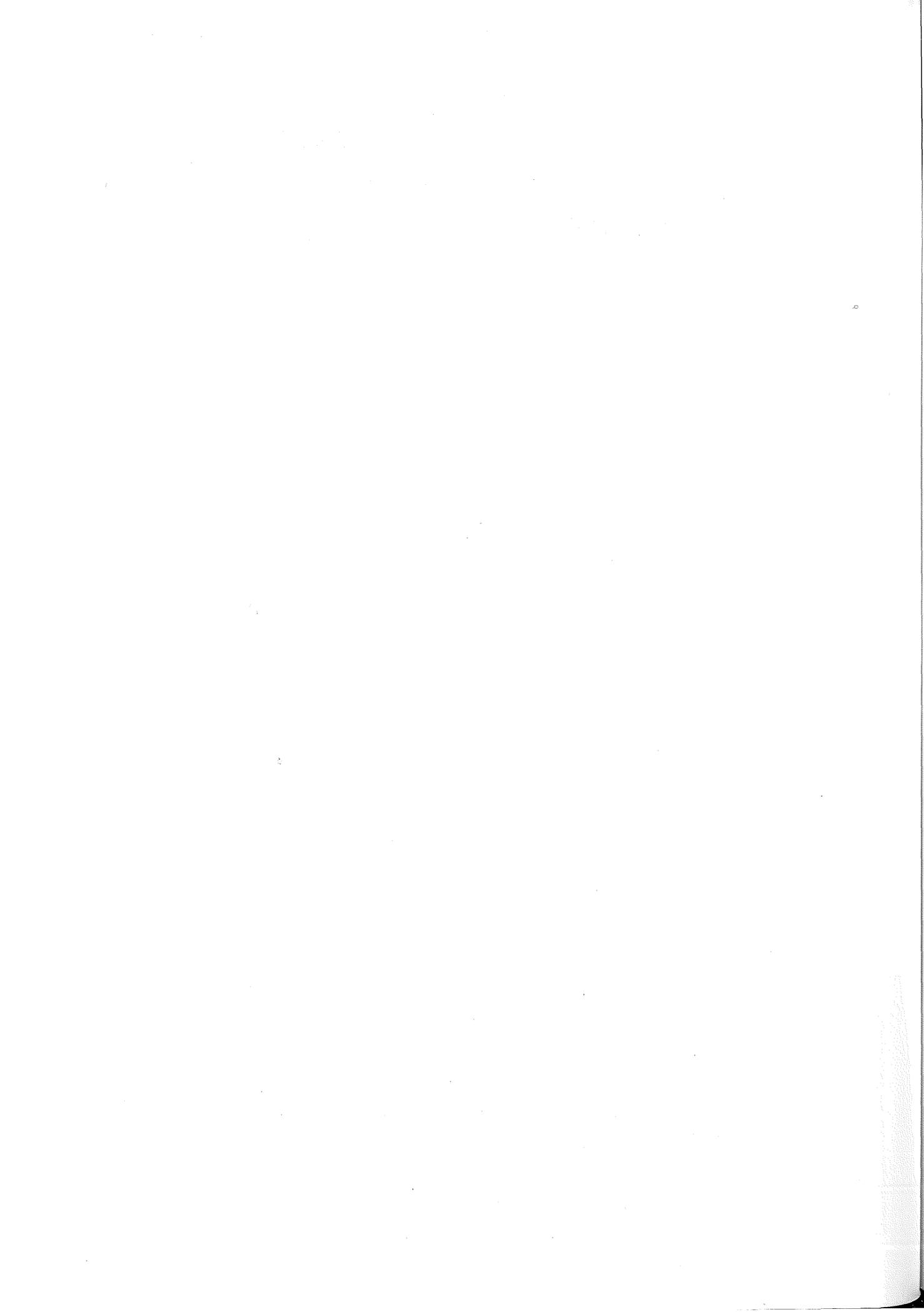
*SOURCE:
U.S. FOREST SERVICE
Crane Lake Recreation Area
Management Plan 1966

NATIONAL PARK SERVICE

UNITED STATES DEPARTMENT OF THE INTERIOR



DRAWING NO: VNP 7201
DATE: 2/63 REVISED 5/63, 7/63, 6/64, 7/64
PREPARED BY Richard K. Weaver M.R.O.



a few. The only gold produced in Minnesota to date came from the Little America Mine located on an island just to the northwest of the Kabetogama Peninsula, in the Greenstone formation.

The contact zone between the Algomian Granite and the Knife Lake Slates might also be favorable for such induced mineralization. The Knife Lake Slates have not been looked at to date from a mineral standpoint. At the time the area was originally mapped, these slates were not considered good host rocks, but recent theories of economic geology have created new interest in this formation.

The Algomian Granites, being pre-Cambrian, appear to be of the least interest. Pegmatites, which are the last unconsolidated portions of an intrusive magma, are known to exist in the Algomian Granites. Pegmatites usually consist of quartz and feldspar in very large grains, and sometimes contain minerals of value in varying amounts. Pre-Cambrian Granites, however, are generally referred to as "dry granites" and have little history of mineralization of economic value.

In summary, the economic potential of the proposed park area from a mineral standpoint, while admittedly not as great as a number of other areas, is of significant interest.

Alternate areas that have been proposed for a national park include the Lac La Croix area and the Grand Portage-Pigeon River Area. The first of these two areas, Lac La Croix, is considered to have much less mineral potential than within the presently proposed park boundaries, since it appears to include only two formations - Algomian Granite and Knife Lake Slate.

The Grand Portage Area in the Minnesota Arrowhead is another matter. A few miles north of the border in this area, a copper-nickel deposit containing some platinum has been discovered, localized in the base of a Logan Sill. In the Minnesota Arrowhead region, the Logan Sills seem to be even more extensive than in Canada. The Minnesota Geological Survey is presently mapping this area.

West of the proposed park area, in Koochiching County, areas of Greenstone are known to exist which may have significant mineral potential.

The report also points out "that merely providing that exploration and mining may be conducted in a time of national emergency is of little practical value. No company is willing to expend the large sums necessary to explore an area unless it has assurance that it will be allowed to mine, if a mineral discovery is made. Because of the scarcity of commercial deposits, large target areas are needed when exploring for minerals. Even when a mineral occurrence has been located, it normally takes at least five to ten years to explore and develop the property to the point of production."

ALTERNATE SITES AND MANAGEMENT PROPOSALS

Various other areas along the northern border country have been recommended as alternate sites for a national park. As the foregoing text indicates, the original Park Service study area extended to the western edge of Lac La Croix, which includes the area most actively recommended as an alternate. Had the National Forest Service not extended their boundary westward in 1962, it is entirely possible that the current park proposal would have included the Sand Point and Crane Lake areas, but, in all probability, in addition to the Kabetogama Peninsula. The fact that the Peninsula area alone qualified for national park status testifies to this point. For it is the Kabetogama area, the Park Service has stated, that presently contains the primary access roads, the active resorts to serve public needs, and the availability of diverse water areas on which all types of water craft can be accommodated. It is the Peninsula, which by virtue of its island-like characteristics, simplifies administration and is, to a large extent, unaffected by mainland influences. It is the Peninsula, according to the Park Service, with its varied landscapes and interior lakes, which could provide the maximum in recreational experiences.

While the adjacent Crane-Sand Point Lakes area of the Superior National Forest also possesses significant scenic, natural, and recreation resources and historical values, the Park Service has recommended that it be studied jointly by the Forest Service and the Park Service to develop coordinated management plans to provide for public use and enjoyment, and to further identify areas of historical significance and other features of interest.

ALTERNATE SITES

BOUNDARY WATERS CANOE AREA (LAC LA CROIX)

It has been suggested that the Boundary Waters Canoe Area be established as the national park site. The Park Service operates under two guiding principles:

1. Preservation of Resources
2. Insure and provide for the availability of these resources to the general public.

The Park Service representative pointed out that, because of this second guideline, if the BWCA was converted to a national park, it would almost guarantee an influx of access roads into an area now kept primitive. Secondly, he stated that Congress, through the Wilderness Act of 1964, had established how that area was to be managed. He said it was doubtful, in his mind, that Congress would consider transferring this land to the Park Service System.

In its report to Secretary of Agriculture Freeman in 1964, the Boundary Waters Canoe Area Review Committee recommended that "The Boundary Waters Canoe Area (BWCA) should be managed as a primitive type recreation area, with only those uses permitted which are compatible therewith and in compliance with the Shipstead-Newton-Nolan Law, the Wilderness Act, and other applicable Federal laws."

At the Land Symposium held in Duluth, September 8, 1967, Mr. John O. Wernham, Forest Supervisor, Superior National Forest, read the following statement explaining why the Lac La Croix area is best retained as an im-

portant segment of the BWCA:

"Some persons are occasionally heard who advocate removal of the Lac La Croix territory from the Boundary Waters Canoe Area to permit development for mass recreation use.

I believe that most people would be opposed to sacrificing this or any part of the BWCA to any change in present wilderness preservation management, or permit depreciation of wilderness conditions that could also produce undesirable effects upon the adjoining and remaining section of the BWCA.

Although there is practically no likelihood that such a threat to the BWCA will ever gain strong support, this statement is made to prove that it is important that the Lac La Croix area be retained in the BWCA because:

1. The Congress established the boundaries of the BWCA under the Wilderness Act of September 3, 1964, and with the intent of holding this superlative area in its entirety and in perpetuity as a special and unique area of great and significant worth.
2. Throughout the many years that this special area has been protected by the Forest Service, U.S.D.A., there has been no diminution of management objectives 'to prevent the unnecessary elimination or impairment of unique natural values and to conserve the opportunity to the public to observe the conditions which existed in the pioneer phases of the Nation's development, and to engage in the forms of outdoor recreation characteristic of that period; thus aiding to preserve national traditions, ideals, and character; and promoting a truer understanding of historical phases of national progress.' Public need for the BWCA, and in its entirety, increases as time marches on. It is difficult to foresee the full magnitude of such demands as far ahead as even two or three decades. Assuredly, they will be surprising and greater than we now anticipate.
3. The Lac La Croix area, if taken from the BWCA for mass recreation use, would likely encompass not only all of the BWCA east to Curtain Falls, but would likely attempt to extend eastward to Basswood Lake and westward, through the Crane Lake Recreation Area to Rainy Lake. The Lac La Croix portion of the BWCA is an especially high valued part of this special recreation area and akin to such other high value BWCA sections as Basswood, Knife, Rose, Kekekabic, Insula, Trout, etc. The Lac La Croix area is of higher recreation and wilderness significance than the Portal Zone of the BWCA, as well as some other parts of the No-Cut or Interior Zone. With loss of the BWCA area west of Basswood Lake, and who can say that Basswood Lake itself or the whole BWCA would be excluded, a very significant part of the whole BWCA would be subtracted from high quality management for wilderness preservation. The result would be a crippling blow to a less valuable and smaller BWCA.

4. Man's greed for the almighty dollar would be the fundamental reason dictating attempts for removal of the Lac La Croix section from the BWCA. Such removal would not be other than a distinct and unnecessary loss of benefits to the majority of citizens of the United States and Canada, and to the high valued recreational resource of the Lac La Croix area and adjacent Ontario and BWCA.
5. A change in management of the Lac La Croix portion of the BWCA would possibly result in loss of benefits to St. Louis County if Federal payments under Public Law 733 would no longer be applicable. Under this law, three-quarters of one percent of the appraised value of the National Forest land, re-appraised at ten year intervals, is returned to local government in the interest of cost sharing.
6. A change in management of the Lac La Croix portion of the BWCA would possibly preclude public hunting opportunities. Also, timber resources in the present Portal Zone would be wasted, although harvesting of timber growth there is good business and is important to the local and State economy.
7. There is only one Boundary Waters Canoe Area. It is not over-large in the face of accelerating public recreation use. The public need is important for keeping all of this special area under its present type of management that will preserve the primitive character of these lands and waters. Any change aimed to any degree for non-wilderness management will depreciate these values and reduce public benefits. Existing recreational values cannot justifiably be destroyed or reduced in worth.
8. A change in type of management might bring a deluge of people and services to the area that would equal or surpass what the resorts, now removed, used to provide. Since a considerable amount of Federal money and effort was expended to remove resorts and attendant services that were, and still are, considered detrimental to the area, it would be wasteful to allow comparative development to happen again. Also, any such re-occurrence would bring considerable ill will from land owners, resort operators, and attendant businesses forced to discontinue their interests in the BWCA when the United States acquired therein private interests and sometimes by condemnation.
9. Studies underway on the inventory and classification of the waters and soils of the BWCA definitely show the great need to protect these resources which are so easily vulnerable to overuse and abuse. Restoration of such damage is more easily said than done. Water pollution is a real threat as use continues to increase. Management must soon and more adequately disperse recreation use in the area to properly permit of satisfactorily maintaining near natural conditions. In time, increased use demands will require management considerations for greater refinements in controlling length and number of visits. Such restrictions may be necessary in certain high use parts of the summer season much sooner than is realized today.

10. Removal of the Lac La Croix area from the BWCA and transfer of its management from the Forest Service, U.S.D.A., would result in less efficient management opportunities to the Superior National Forest, as the northwest quadrant of this Forest's management area would be excluded from application of its Service Center operations, headquartered at Ely and for other reasons.
11. Development for mass recreation use would result in an undesirable and excessive visitation to the adjoining BWCA, which because of its fragile waters and sensitive campsites, cannot withstand undue pressures and is easily over-saturated with people, who come to enjoy the primitive conditions of this matchless canoe country.
12. Development for mass recreation use would be expected to open the area with a road system. Lac La Croix borders on the Quetico Provincial Park and road development would breach the faith in needed preservation of the Quetico-Superior wilderness. Present management policy for this unique wilderness canoe country, on both sides of the International Border, is the result of action, beginning prior to 1909, by numerous farsighted individuals and organizations and the governments of the Province of Ontario, the State of Minnesota, and the United States. Action culminated in the Wilderness Act of 1964 and the Regulation of the Secretary of Agriculture, as signed by him on December 15, 1965.
13. Road development to provide access to the Minnesota side of Lac La Croix would bring demand for similar access on the Ontario side. Roads in this unique area would drastically depreciate wilderness values.
14. Should a change in type of management bring no roads or a very minor road development, it would seem certain that the present form of management is equally good or better for the area and that the Forest Service, U.S.D.A., can provide such management both economically and efficiently.
15. Large boats on Lac La Croix could only gain entrance to adjacent waters via mechanical portages. Road access would soon result in over-concentration of water craft on this beautiful lake. Also, fishing pressures would be excessive."

Boise Cascade, one of the prime opponents to the current proposal, has supported the Lac La Croix area - BWCA - as an alternate national park site. In a news release of July 20, 1967, Mr. R. V. Hansberger, president of the Boise Cascade Corporation, reiterated Boise's position on the proposed Voyageurs National Park. Since Boise Cascade's land represents the largest

single ownership in the proposed park, Mr. Hansberger's statement is quoted here in its entirety:

BOISE CASCADE'S POSITION ON THE PROPOSED
VOYAGEURS NATIONAL PARK IN MINNESOTA

- 1) Boise Cascade is in favor of a National Park in Minnesota.
- 2) We strongly favor its location of federally owned lands already designated primarily for recreational use. We cannot subscribe to the theory that the only way Minnesota can have a park is by condemnation of 69,000 privately owned acres when the Federal Government now owns over 2 million acres of comparable land immediately adjacent.
- 3) The majority of the proposed Kabetogama site is in private ownership, and would include approximately 108,000 acres of land and 60,000 acres of water. Within this area are 69,019 acres of land in private ownership (63.9%). Of these lands 18,267 acres are under private ownership other than Boise Cascade (50,752 or 47% owned by Boise Cascade). There are seven resorts and 143 homes or summer cabins owned by individuals. There are 334 miles of privately owned lakeshore frontage. The State of Minnesota owns 27,317 acres (25.3%) (primarily trust fund lands); Koochiching County owns 2,323 acres (2.2%) (94,761 acres are located in St. Louis County, with 940 acres (0.8%) in their ownership). Federally owned lands total 8,400 acres or 7.8%.
- 4) Federal ownership and control already extend along the northern border of Minnesota from Lake Superior to the Kabetogama Peninsula. The area so owned and controlled adds up to over 2 million acres, extends for more than 200 miles, and includes over 600,000 acres in the Boundary Waters Canoe Area of the Superior National Forest set aside for single-purpose use (canoeing), with all timber harvesting prohibited.
- 5) As a member of the forest products industry - third largest industry in Minnesota and dependent upon managed forest lands, we are strongly opposed to increased federal land acquisition, especially where a disproportionate amount of such lands are already in government ownership.
- 6) The federal government now proposes to extend its ownership and control to an additional 25-odd miles west along the Minnesota border and to place an additional 108,000 acres (proposed Voyageurs Park) into single-purpose use which eliminates timber cutting and hunting.
- 7) The adjacent Superior National Forest abounds in small and large

lakes and streams, is considerably more scenic, identical in historic and geologic character and as well suited to travel and usage. The establishment of a park in this area can be accomplished by a simple transfer of land jurisdiction from one federal agency to another - from the Department of Agriculture to the Department of the Interior. This should be done. We can see no reason why it cannot. It is land owned by the same government representing the people of the United States.

- 8) A bill providing for an inter-departmental land transfer to provide 570,000 acres in Washington State, to be known as the North Cascades National Park has been introduced in Congress. A special study team appointed by the Secretaries of Agriculture and Interior had made a two and one-half year study of the area, and on the subject of federal land exchange, the bill as introduced simply reads; "Federal property within the boundaries of the park and recreational area is hereby transferred to the administrative jurisdiction of the Secretary (Interior) for administration by him as part of the park and recreation area. The national forest land within such boundaries is hereby eliminated from the national forests within which it was heretofore located."

The process is simple, merely requiring the cooperation of the two federal agencies involved. Therefore, if Minnesota is to have a National Park, it must come through the cooperation of the two federal agencies.

- 9) The Kabetogama Peninsula is now largely open to unrestricted public use. There are presently some 286 miles of shoreline in public and Boise Cascade ownership where no posted restriction exists. If converted to a National Park, historically, only specified sites would be available for boat docking as opposed to present free access.
- 10) The forestry profession in both private and governmental agencies is keenly aware of the fact that beautiful, healthy stands of timber are achieved by intensive management including timber harvesting and by control of the degenerative forces of nature, such as fire, insects and disease. Without active timber management, as would be the case under park ownership, the timber resource would be relegated to deterioration. In the long-term best interests of recreation and present practice of selective timber harvesting and professional forest management will improve timber growth and scenic values.
- 11) Wildlife abounds in areas where logging occurs. Intensively managed forests provide the habitat required by wildlife.

We do not oppose some land set aside for single-purpose use. However, multiple use of forest land is much too important to a growing population to over extend limited use of land, particularly [sic] in areas where so much acreage has already been set aside for

single-purpose use. The multiple-use concept is supported by a preponderance of professional foresters, natural resources experts, and economists.

Following is a partial list of other interested groups publicly on record favoring either another location for the park, or desiring intensive study of other areas, which to our knowledge has not been done:

- Minnesota Outdoor Recreational Resources Legislative Committee
- FIIC of Minnesota
- Timber Producers Association
- Kabetogama Resort Owners Association
- Northland Multiple Use Association
- Border Lakes Association
- Society of American Foresters
- AFL-CIO Local 4-33
- Koochiching County Board of Commissioners
- St. Louis County Board of Commissioners

In view of the above facts, we believe that a broader cooperative multiple-use plan of development for the Kabetogama area contributes more to the economy, is much less expensive to the taxpayer, and is in the best long-term interest of the people of the State. This permits cooperative action by all segments of land ownership--private, county, state and federal.

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7/19/67
(End of Statement)

It should be pointed out that, of those groups listed by Mr. Hansberger as not in favor of the present proposal, all apparently may not be opposed. For example, Mr. Malcom Watson, speaking for the Border Lakes Association at the second M.O.R.R.C. hearing at St. Paul on March 15, 1965, favored the proposed park and states, "The creation of a Voyageurs National Park, as

proposed, would be the safeguard of a great heritage which is ours today, but may be lost tomorrow."

At the September, 1967, Land Symposium held at Duluth, Minnesota, Mr. George Amidon released Boise Cascade's five year recreation development plan for the Kabetogama Peninsula. The company is hopeful that this plan will be strengthened and augmented by county and state plans. (See Map No. 5.)

During a personal conversation with Mr. Amidon, the authors asked what plans Boise Cascade had for its shoreline lands on the Peninsula, in addition to the development shown on the plan.

He stated the company planned to develop a small portion for summer homesites. Presently, 43 lots have been subdivided and officially registered on Dryweed Island (northeast of Black Bay in Rainy Lake), and a number have been subdivided but not as yet registered on Lost Bay in Kabetogama Lake. Mr. Amidon stated these developments were generally consistent with the multiple-use plan prepared for the counties by Charles Aguar, a plan which Boise Cascade favors. They do not, however, favor multiple-use through establishment of a national recreation area.

In direct regard to this subject, but not necessarily associated with development of the Peninsula, the following announcements appeared in the August, 1967, issue of the Boise Cascadian:

LEGISLATIVE REFERENCE LIBRARY
STATE OF MINNESOTA

BOISE CASCADE CORPORATION
BOX 200 BOISE, IDAHO 83701



RETURN REQUESTED

Merger with U.S. Land, Inc. announced

President R. V. Hansberger announced on July 17, negotiation of an agreement looking toward the merger of U. S. Land, Inc., of Indianapolis, Indiana, a leading land development company, with Boise Cascade.

R. W. Halliday, B.C.C. vice-president, explained that the proposed merger would be accomplished through an exchange of common stock. "The growing demand for leisure living with all the convenience of a city provides an attractive opportunity for Boise Cascade to diversify its capability in the shelter field. Teaming up with recognized young leaders in the creation of planned communities for leisure living adds an important leg to Boise Cascade's market-oriented approach to serving the living requirements of an expanding population."

U.S. Land, Inc. whose 1967 sales are expected to be over \$20 million, specializes in the development of

lake-front, resort-type living opportunities adjacent to large metropolitan areas. It has built five major lake-land developments in the last four years to satisfy the growing demand for private water-oriented recreational communities adjacent to big cities. Over 4,000 lots have been sold to date in these developments. They are: the 1,700-acre development called the Lakes of the Four Seasons near Gary, Indiana; the 1,500-acre development, Lake Holiday near Chicago; the 1,300-acre development, Holiday Lakes near Cleveland, Ohio; the 2,500-acre development, Lake of the Woods near Washington, D. C.; and another 3,200-acre development underway near San Francisco at the foothills of the Sierra Nevada Mountains. Each development includes a lake of from 200 to 500 acres in size.

Key executives of U. S. Land are: Thomas A. Perine, chairman of the Executive Committee, John S. Keating, Jr., president, and Robert S. Washburn, executive vice-president. All are in their early thirties.

Lake Arrowhead purchase

At press time an agreement was reached under which Boise Cascade would acquire all the assets of Lake Arrowhead Development Company (LADCO) in exchange for 299,950 shares of Boise Cascade's common stock. The agreement is subject to the approval of LADCO stockholders.

LADCO's primary project—Lake Arrowhead—is a premium resort area near Los Angeles. Since 1961, over 3,000 lots have been sold to people desiring year round or second homes. According to LADCO's presi-

dent, Jules Berman, its success led to the purchase in 1965 of additional ocean-front property at Batiquitos Lagoon in northern San Diego County for a similar planned community development.

R. W. Halliday, BCC executive vice-president said: "The purchase of LADCO further improves Boise Cascade's capacity to help fill the expanding need for more desirable living environment. Management will continue under the capable direction of Jules Berman."

Woods Roads

In the early days our rivers were used to float timber to mill sites. Millions of logs were cut in the winter, moved over roads made of ice on sleighs. Sleighs were pulled by straining horses whose lathered bodies generated clouds of steam in the sub-zero cold. Loads were piled in ranks on the river's ice and when that could hold no more, on high banks so they could be released into the water at the proper time. When spring arrived, winter's snow melted causing the rivers to rise high in their deep cut channels. It was on the spring flood that the "river drives" took place. Logs, men and equipment raced down stream on the raging torrent. Built on barges, cook houses, called wannigans closely followed the log drive, dispensing coffee, flapjacks and beans to wet and hungry men. Although some river drives are still conducted on our Canadian operations, and huge log booms are pulled into the mill, this colorful era of logging history is almost closed.

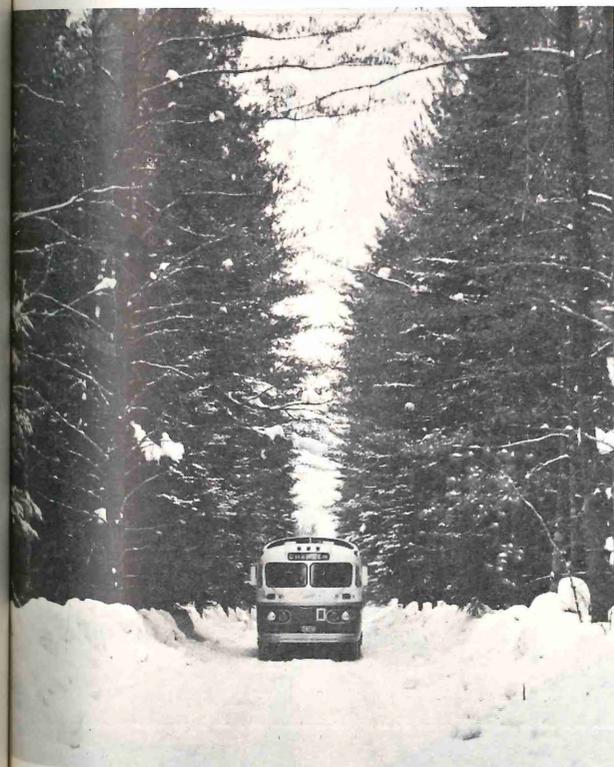
Later, woods railroads were built into areas not served by rivers. Many spur line tracks were layed on ties supported only by the frozen grounds. When spring ap-



proached the steel had to be lifted before the ties sank into deep swamps over which they passed. Many main line rail beds are still in use today, having been converted to woods roads for truck traffic. The last of the steel was lifted in 1947 and today all Minnesota operations are truck delivery — either from woods to mill, or from woods to commercial railroad loading points for rail shipment to mill yards.

The Company now maintains nearly 200 miles of "all weather" woods roads in addition to 100 miles of road suitable for travel only in the winter. Although these roads are built and maintained by the Company to make possible a high degree of forest management flexibility, it is only logical that where a road is built people will use it in their pursuit of forest recreation.

Company policy on use of its roads is non-restrictive except at times of extremely high fire danger, when weather conditions coupled with vehicular travel would seriously damage the road surface and when logging activities make the roads unsafe for public traffic.



POLICY

To administer each unit of forest land for optimum multiple use.

To manage those forest lands best suited for growing timber for maximum production of timber products.

To maintain all of our forest lands in a healthy, growing condition.

To perpetuate the aesthetic values of forest land along all significant highways, rivers and lakes.

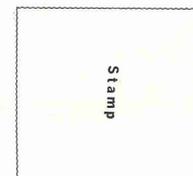
To regulate the lands for the enhancement of forest wildlife habitat.

To supervise activities on our lands so that their value as watersheds is not impaired.



BOISE CASCADE
Midwestern Woodlands Division
International Falls, Minnesota 56649

To:



BOISE CASCADE FORESTS

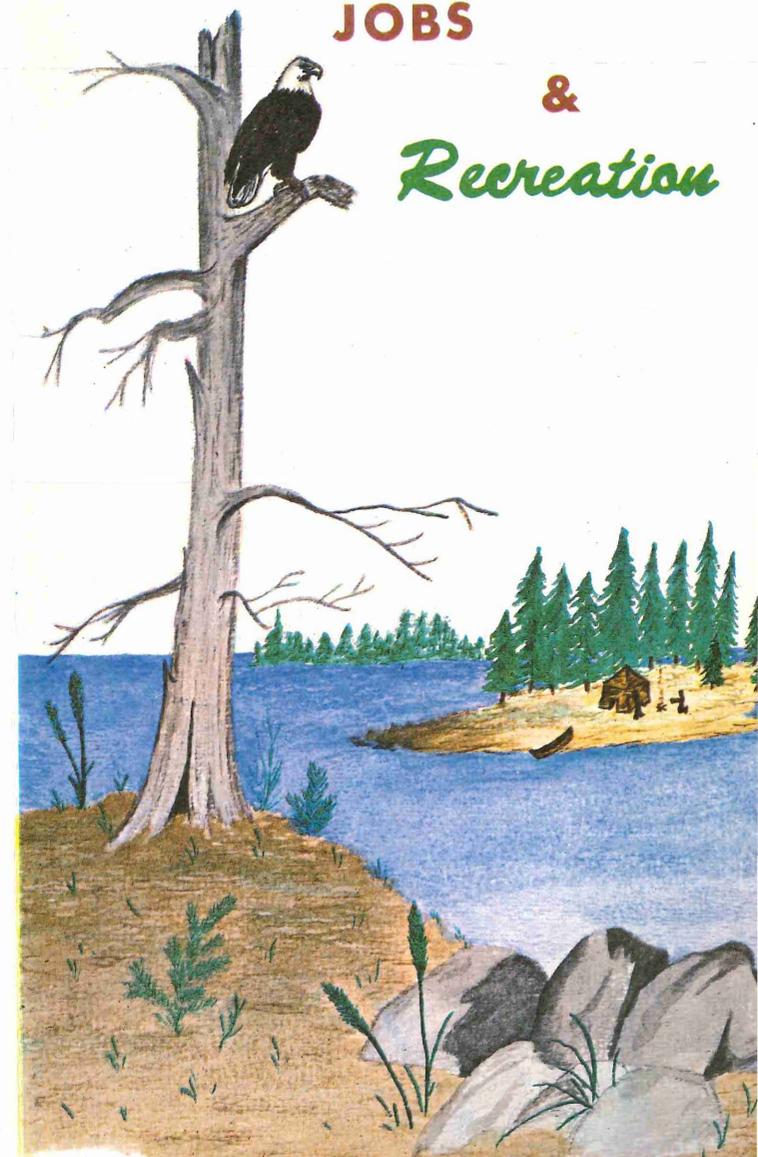
for

PRODUCTS

JOBS

&

Recreation



BOISE CASCADE
Midwestern Woodlands Division
International Falls, Minnesota 56649

Multiple Use Program

Lands owned by Boise Cascade Corporation are open to year around public use, with minor exceptions wherein public safety, the safety of woods workers, extreme fire danger or hazardous road conditions are involved.

At the present time such forest lands and waters are being used for a multitude of recreational pursuits. A partial list of uses would include hiking, picnicking, camping, hunting, fishing, berry picking, snowmobiling and many others. From time to time, and in accordance with public needs, the Company has constructed specific facilities for public recreation. The Bass Lake campground and several boat launching and camp sites on the Big Fork River serve as examples in this area.

By 1964 the trend toward greater use of forested land for recreation was sufficiently established to warrant a comprehensive study of our holdings to see what we had available for that purpose. Based on that study a five year plan for development of campgrounds, picnic areas, access points, portage trails, snowmobile routes, roadside rests and other facilities was evolved.

In 1967 work began to transform the written plan into something people could use. Facilities called for in the original plan are shown in red on the map on the back side of this brochure along with the planned date of completion.



Boise Cascade Corporation's Forest Ownership

Over 300,000 acres of timberland in Minnesota is owned and managed by the Company to supply pulpwood for our mills at International Falls. Timber harvesting, a part of the Forest Management cycle, is carried out on a sustained yield basis. The amount harvested annually is about equal to the growth for that year in order to sustain a permanent and perpetual supply for the future.

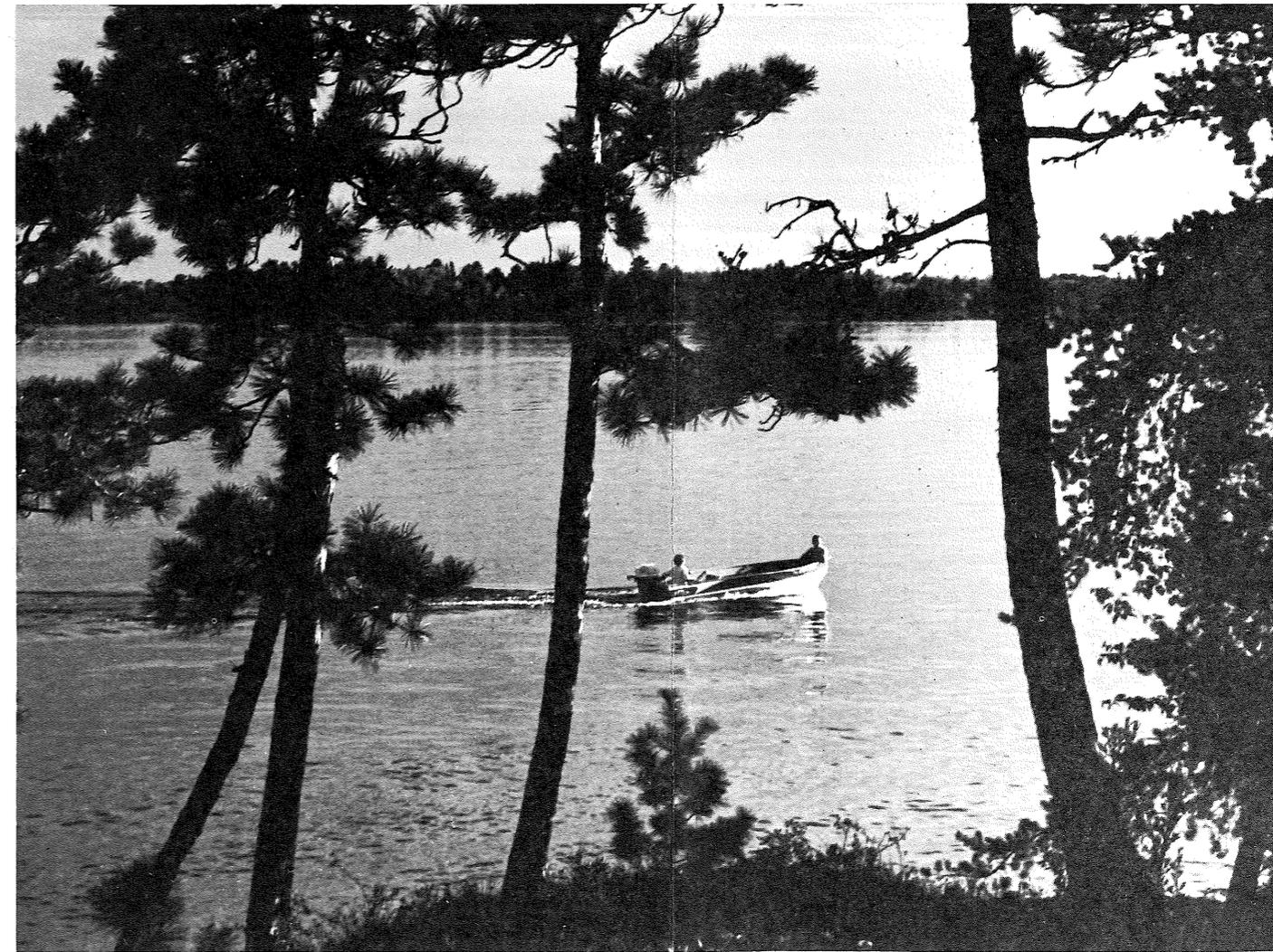
A desirable feature of any Forest Management program, however, is the Multiple Use aspect. The term recognizes that forested areas will supply not only fiber requirements but concurrently supply game crops, wildlife habitat, water shed protection, scenic beauty and recreational opportunities in their many forms.

In line with this reasoning, our timberlands in Minnesota have been open for public recreational uses for many years and the Company has developed facilities to encourage such use.

During the winter of 1963-64 conferences were held to discuss growing indications of increased leisure time, expanding population and the unprecedented use of forest lands for recreation. As a result of these meetings a 3 year study of Company owned lands and waters in Minnesota was begun to find out what our assets were, how they could be made to serve public needs and to prepare a plan for systematic development which would keep abreast of social demands. This study is now complete, a five year development plan approved and a staff appointed to begin construction in 1967.

Roadside and Lakeshore Beautification

It is Company policy to preserve the scenic beauty of timberlands along lake and river shores as well as major highways by applying special management techniques where they are needed. Timberstands and trees grow or deteriorate. Therefore some judicious cutting in such areas is necessary. This includes removal of dead, diseased and dying timber so that the natural beauty of such areas is maintained or improved. A strict "no cutting" policy on such reservations is not deemed to be the best public interest for the timber types common in Minnesota.



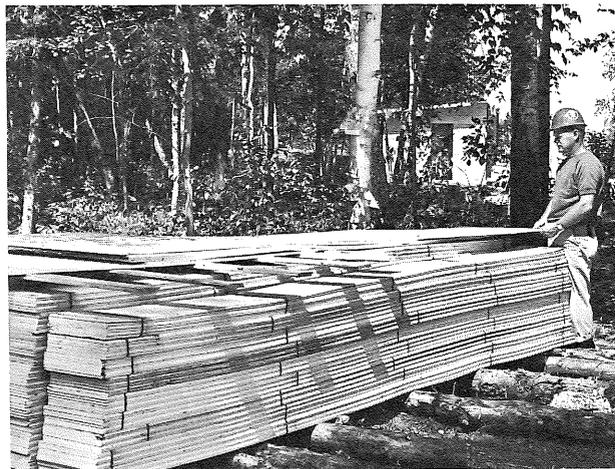
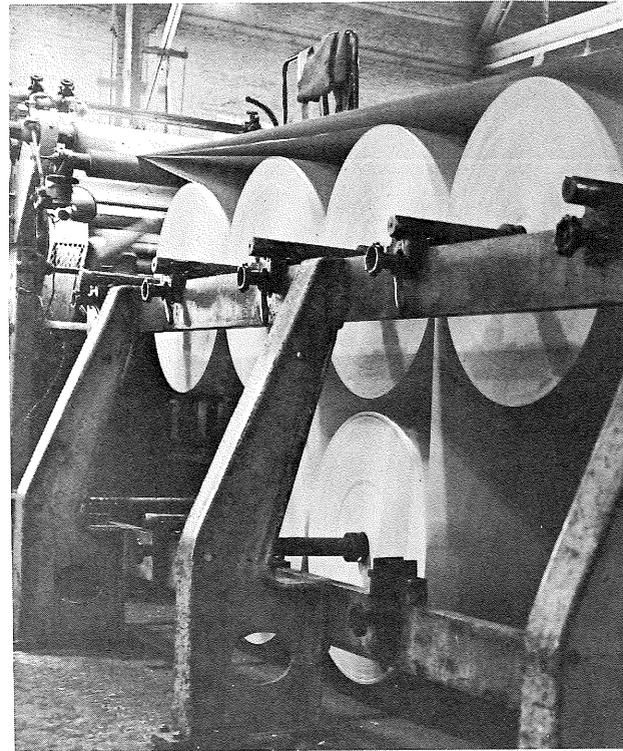
Useful Products from Managed Forests

Boise Cascade, an international company with headquarters in Boise, Idaho, specializes in the manufacture and distribution of a variety of products. Its Minnesota mills produce various types of high grade specialty papers and a complete line of wood fiber building materials carrying the Insulite® brand name.

Pulpwood harvested on the Company's managed woodlands in Koochiching, Itasca and St. Louis counties is trucked to International Falls for processing at the large, complex plants of the Paper and Insulite divisions.

Paper Products — The Falls paper mill manufactures a variety of groundwood and kraft papers for the printing, publishing and converting industries. The end uses are many and varied. They include magazines, textbooks, law books, catalogs, advertising brochures, envelopes and business papers of many kinds. Boise Cascade coated-one-side paper becomes overwraps and labels for the packaging of foods, tobacco products and beverages. Still other products of the Falls mill are converted into mesh bags, vapor-barrier packaging, giftwrap, foil-laminated packaging and pressure-sensitive labels.

Insulite Products — A versatile wood fiber building material, Insulite® serves many purposes in home construction and remodeling. Among some 30 products made at International Falls are Insulite® Sheathing, Primed Siding, Vinyl-Bond Siding, Roof Deck, Shinglebacker and roof insulation. For interior application, Insulite® has a complete line of decorative and acoustical ceiling tile boards, also wall paneling. Additional Insulite® products include coreboard, backerboard and general industrial boards.



Forest Protection

Fire, insect infestations, forest diseases and, in some cases, animals are constant threats to growing timberstands, hence to the nation's economy.

Company policy is to cooperate with all other forestry agencies in forest fire prevention and suppression. We work closely with both public and private agencies in research and control of injurious forest insects and disease. At times, harmful overpopulations of certain animals endanger establishment or survival of forest stands. We cooperate with state and federal agencies in an effort to maintain a balanced natural environment.



Hunting Campsite Leases

It is our Company policy to lease hunting camp sites of approximately one acre in size, at a nominal annual fee, for the purpose of erecting hunting camp buildings. Lease of such sites carries no exclusive hunting privileges in the areas.



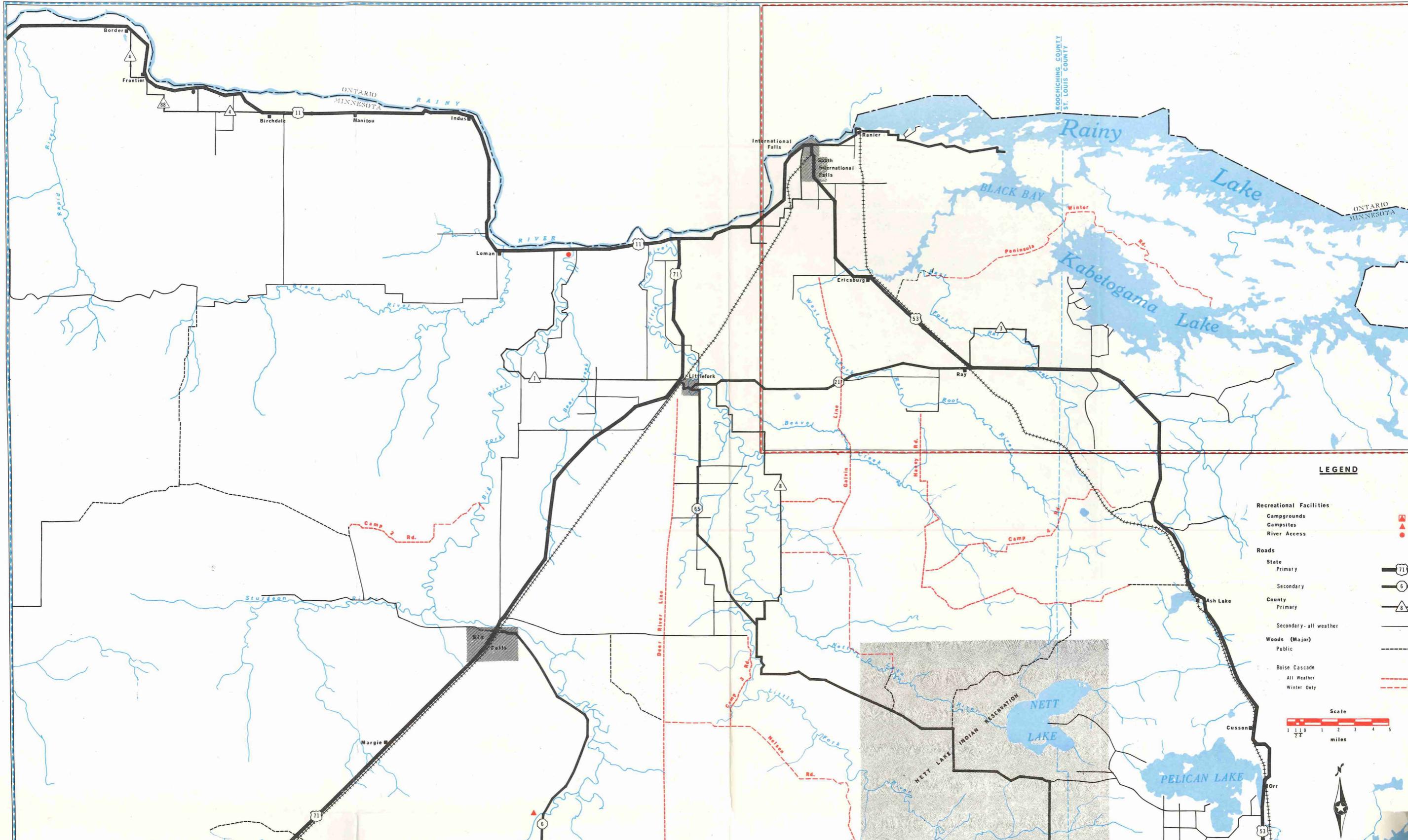
Summer Homesites

The policy of the Company is to make summer homesites available for sale in selected locations zoned for this purpose. Summer homesites have already been platted on Dryweed Island on Rainy Lake and additional homesites are planned on smaller lakes and rivers throughout the Company operating area.

For Further Information

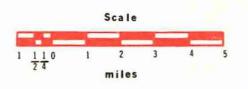
Inquire at the Company office in International Falls, Big Falls or Effie, Minnesota, or write:

**Multiple Use Forester
Midwestern Woodlands Division
Boise Cascade Corporation
Big Falls, Minnesota 56627**

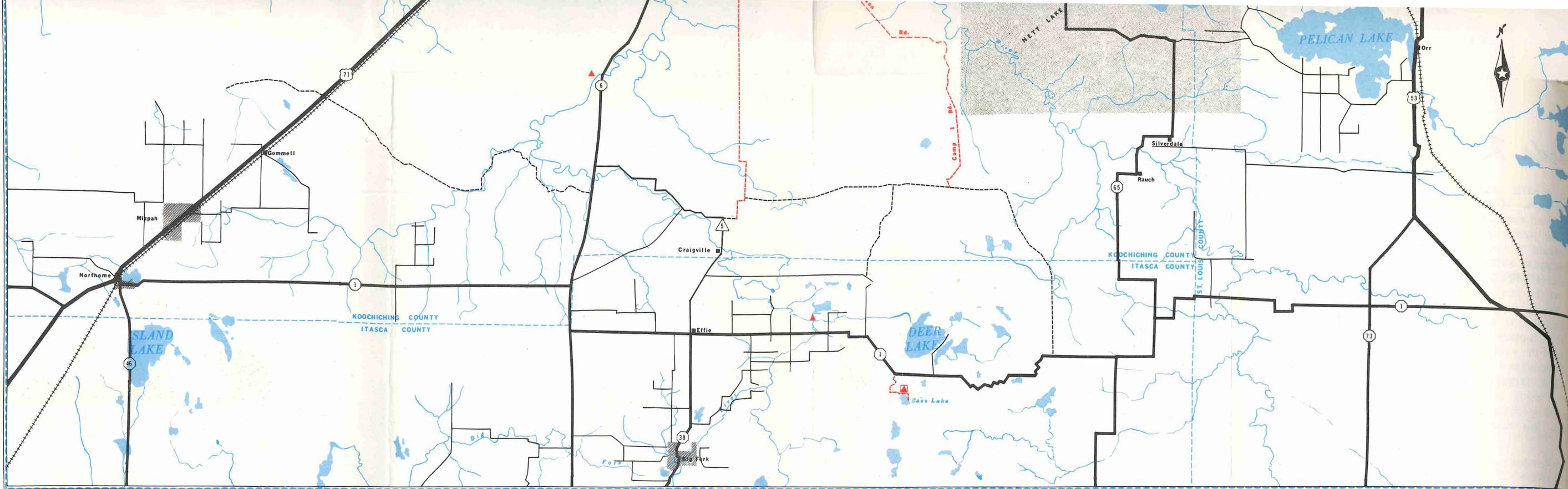


LEGEND

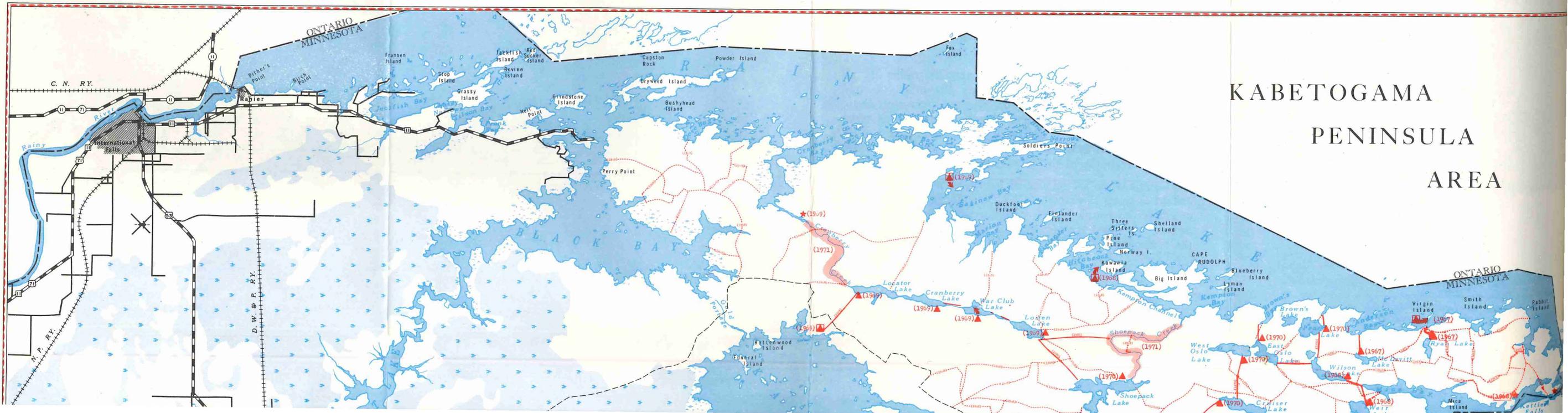
- Recreational Facilities
 - Campgrounds ▲
 - Campsites ▲
 - River Access ●
- Roads
 - State Primary 71
 - State Secondary 6
 - County Primary 8
 - County Secondary - all weather
- Woods (Major)
 - Public
 - Boise Cascade
 - All Weather
 - Winter Only



Map labels include: Border, Frontier, Birchdale, Manitou, Indus, Loman, Littlefork, International Falls, South International Falls, Ranier, Ericsburg, Ray, Ash Lake, Cusson, Orr, Nett Lake Indian Reservation, Nett Lake, Pelican Lake, Rainy Lake, Kabetogama Lake, Black Bay, Beaver Line, Deer River Line, Camp 2 Rd., Camp Rd., Nelson Rd., Sturgeon River, Rainy River, Koochiching County, St. Louis County, and Ontario Minnesota.

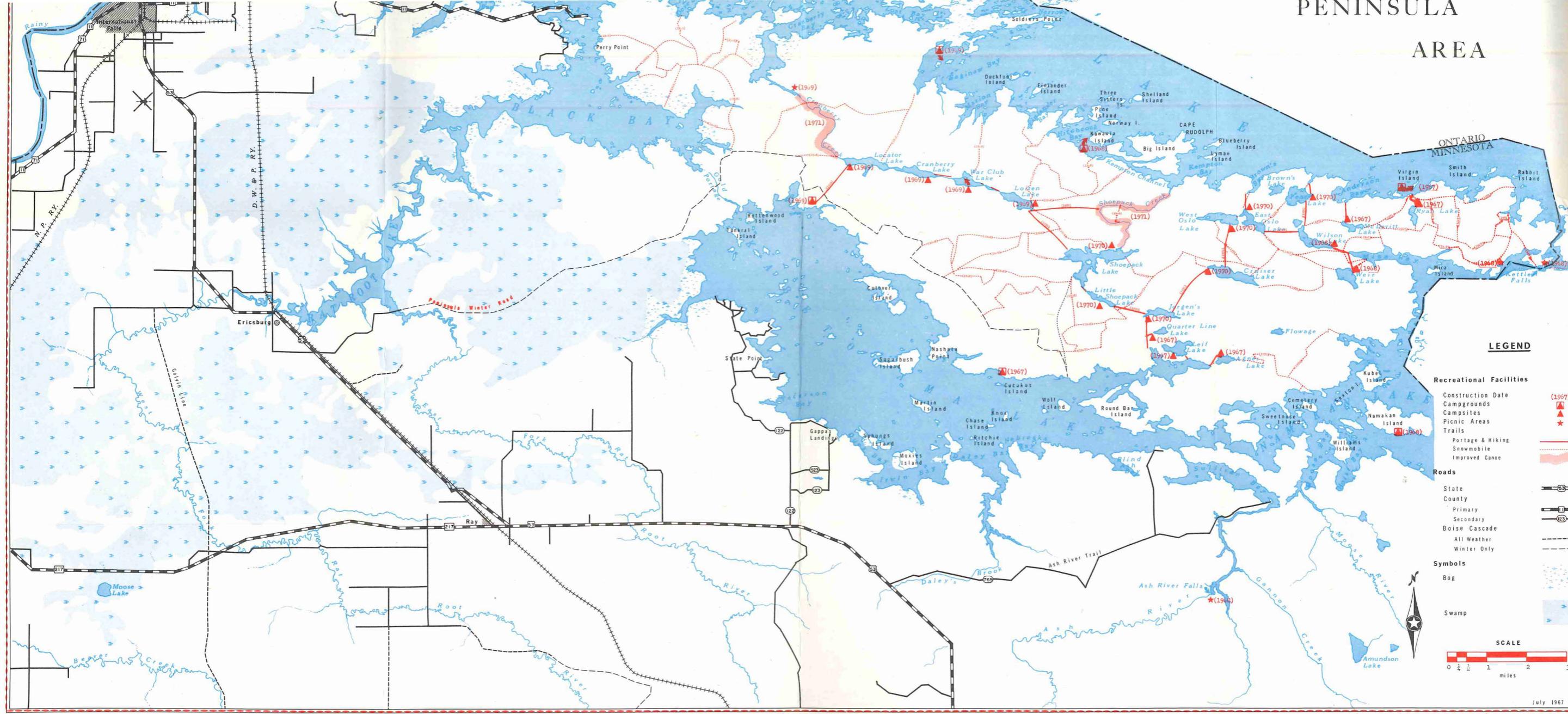


BOISE CASCADE CORPORATION'S Minnesota Woodlands Operating Area



**KABETOGAMA
PENINSULA
AREA**

PENINSULA AREA



WHENEVER YOU'RE OUTDOORS—PRACTICE SMOKEY'S ABC'S

A



ALWAYS BREAK MATCHES IN TWO!

B



BE SURE TO DROWN ALL FIRES OUT!

C



CRUSH ALL SMOKES DEAD—IN AN ASH TRAY!

PLEASE!



ONLY YOU CAN PREVENT FOREST FIRES

CAMPSITE COURTESY

Cleanliness is courtesy. Treat your campsite with respect. The Golden Rules below are designed to keep the Area unspoiled for you and for those who follow.

Burn all garbage, scorch all cans in the fire. Flatten them and place with other unburnable refuse in your litter bag, and carry out to the nearest receptacle.

Use an air mattress instead of cutting boughs for a bed — it is more comfortable and quicker to use. Use your axe on dead wood, not on live trees.

Leave your campsite neat for those coming after — as you would like to find it. It is a pleasant custom to leave dry firewood for the next camper.

GRAND PORTAGE

The Grand Portage area has been suggested by some as a "natural" for the location of a national park. Several factors should be considered in analyzing this proposal.

The National Park Service designated this area as a national historic site in 1951 and changed this designation to that of national monument in 1960. Because national monuments and national parks both fall under the broad category, "Natural Areas," it would seem logical that if national park status were possible for that area, it would have been attained in 1960 or earlier. Perhaps one reason that Grand Portage was not classified as a national park is because of the extensive holdings of the Grand Portage Chippewa Indian Band and the Bureau of Indian Affairs. These holdings limit expansion to the west, while Lake Superior and Canada limit expansion to the east and north. One of the prime requirements for a national park is significant acreage.

Another factor to be considered is the natural resources of the two areas. While the Kabetogama site possesses water areas adaptable to varied types of watercraft, the Grand Portage area features the Pigeon River and a few small inland lakes, predominantly adapted to canoes because of the size and frequency of falls and rapids; Lake Superior, could provide some boating during its better moods. While the small lakes at Grand Portage would provide some fishing, it should be asked if they could sustain the fishing pressure exerted by the number of people attracted to a national park.

Both areas possess historical significance and scenic beauty.

In April, 1963, the planning firm of Aguar, Jyring, Whiteman, and Moser completed a study for the Bureau of Indian Affairs entitled "Tourist and Recreational Resources--Grand Portage Indian Reservation." This study proposed fairly extensive recreational development to add to the economy of the Grand Portage Chippewa Band. The proposal has been gaining momentum as evidenced by the following article in the Minneapolis Sunday Tribune, September 24, 1967.

Grand Portage Indian Park Proposed by Task Force

By JOHN HERITAGE

Minneapolis Tribune Staff Writer

MADISON, Wis. — A proposal for a 10,000-to 12,000-acre Grand Portage Indian Park in north-eastern Minnesota has been forwarded by area federal officials to U.S. Secretary of the Interior Stewart Udall in Washington, D.C.

The park proposal is the result of a two-year task force study headed by Harold C. Jordahl Jr., formerly regional co-ordinator for the Interior Department. It was sent to Washington in August.

The park would be part of a recreation complex at Grand Portage, Minn., on the north shore of Lake Superior near the U.S.-Canadian border, Jordahl said Saturday in an interview.

Also included in the recreation area would be the 700-acre Grand Portage National Monument, and a pleasure boat harbor, possibly to be developed by the U.S. Army Corps of Engineers, he said.

Jordahl, recently appointed alternate federal cochairman of the Upper Great Lakes Regional Commission, was at-

tending a meeting here of the Wisconsin Resource Conservation Council, a state-wide conservation group.

"Grand Portage is not a proposal for a national park," and is not related to the question of the Voyageurs National Park proposed for the Kabetogama Peninsula east of International Falls, Minn., by the National Park Service, Jordahl said.

"AND THIS is not a National Park Service proposal," he added, although the Park Service, which administers the national monument, participated in the study.

Opponents of the national park on Kabetogama have included the Grand Portage area in the alternate sites they have suggested.

The Grand Portage Indian Park would be on land mostly owned by Indians and would be owned and operated by Indians, Jordahl said. Representatives of area Indian groups participated in the park study, but have not committed themselves to the proposal.

In addition to Park Service and Indian representatives, officials from Minnesota in the Interior Department's Bureau of Indian Affairs also participated.

THE PARK would be de-

veloped with federal assistance and would include hiking trails, campgrounds, and other recreation facilities.

"Hopefully, it would stimulate enough tourist trade for development of motels and gas stations on Indian land outside the park. It would have a real economic impact there," Jordahl said.

After appraisal in Washington, the proposal will be returned for further comment and study by the Indians, he said. It then might be put in the form of a bill to be introduced in Congress.

Grand Portage is in the district of Democratic Rep. John A. Blatnik who is in the center of a controversy over whether a bill to establish the Voyageurs National Park at Kabetogama might be introduced.

JORDAHL SAID the national park on Kabetogama would "have a broader focus" than the Grand Portage park. The Voyageurs park would include more than 160,000 acres.

The Grand Portage area is historically significant as a key part of the route of fur traders and explorers into the Northwest.



ITASCA STATE PARK

As mentioned in the section on history, the State of Minnesota has requested the National Park Service to study Itasca State Park several times during past years. It has failed to qualify for national park status, primarily because of the limited, proximate acreage remaining in an unspoiled condition. Itasca itself is very beautiful and represents an ideal park unit. By contrast, the surrounding landscape does not possess the qualities generally desired for park areas.

While Itasca represents our largest State park, encompassing 31,000 gross acres, this area is small by national park standards where most units are measured in hundreds of thousands of acres. Expansion of Itasca would be necessary, but is restricted primarily to the west because present development on the north, south, and eastern sides of the park preclude park enlargement in these directions.

We do not know the entire Park Service reasoning in regard to Itasca. It does seem logical to assume that if the site had fulfilled Park Service criteria, it would have been established as a national park as a result of earlier studies, especially since Minnesota has initiated several overtures for a national park site since the 1891 resolution by the Legislature.

ALTERNATE MANAGEMENT PROPOSALS

MULTIPLE-USE PLAN FOR KABETOGAMA--RAINY LAKE AREA

At a joint meeting of the St. Louis and Koochiching County Planning Advisory Commissions on December 1, 1964, the planning consultant firm of

Aguar, Jyring, Whiteman and Moser was assigned the task of preparing a preliminary multiple land use plan for the area in the vicinity of the Kabetogama Peninsula. This study was not limited to the site of the Proposed Voyageurs National Park. The "Report of Preliminary Multiple-Use Plan for Kabetogama-Rainy Lake Area" was published in February, 1965, and retyped with limited updating December 9, 1966.

Mr. Aguar has stated, "The main purpose of a multiple-use plan, by the two counties, was to show that here was an unique opportunity to prove what is often talked of but seldom achieved - that government and private enterprise can work together, providing for tourism and public recreation while recognizing the realistic needs of industry."

In addition, "the two Planning Commissions did not feel that the National Park Service report, Proposed Voyageurs National Park, July, 1964, or the University of Minnesota, Duluth report, The Economics of the Proposed Voyageurs National Park, December, 1964, had given ample recognition to the total long-range needs of the region, particularly in regard to the following points:

1. Future needs and economic impact of the forest products industry, which depends on the Kabetogama Peninsula, particularly the Mando (Boise Cascade Corporation) complex at International Falls.
2. The future impact of carefully controlled (zoned) private summer home developments, resorts and other private recreational establishments.
3. A need to maintain land in private, tax-paying ownership in a region

which is predominately under public control (76% of the peninsula and about 66% of the total lakeshore within the proposed park boundaries is not in private ownership).

4. The relationship to the total border region - the BWCA, Grand Portage Indian Park proposal, the future of the Northwest Angle, as well as other proposed state and federal park or recreation proposals in adjoining areas.
5. Effectiveness of multiple-use land management that has included cooperative action by county, state and private organizations for many years. Without this successful cooperation, the area would still not meet national park standards after 75 years of forest harvesting, hunting, trapping and cabin and resort development of more recent years."

The plans Mr. Aguar prepared to supplement the text of his report have not been printed in a form which could be included in this report. In their absence, the "Highlights" section of his report has been included to provide additional insight into the proposal.

Highlights of the Preliminary Sketch Plan

"The classification of areas in the preliminary plan is as follows:

General Outdoor Recreation Areas - (Areas subject to substantial development for a wide variety of specific recreational uses.) Approximately 11,000 acres are shown in this category. More detailed study will be needed before determinations can be made as to specific locations for rustic and developed campgrounds, summer home groups, museums, interpretive centers, and other uses. The preliminary plan does suggest 29 general locations for overnight developments of various types. These include three presently developed state campgrounds and six designated but currently undeveloped state campground locations.

Natural Environment Areas - (Areas suitable for passive recreation

and natural environment.) This includes strips of land approximately 1/8 of a mile in depth (never less than the maximum sight distance) bordering on all lakes and streams plus the entire area of the majority of islands. Nature trails, hiking, wild-life sighting and photography areas, as well as rustic campsites would be among the uses within this classification.

Outstanding Natural Areas - (Areas of unique scenic splendor or scientific importance.) Areas encompassing the gorge of the Ash River, including the waterfall and a portion of the environment of the Rat Root River are recommended for this classification. These particular areas extend beyond the boundaries of the proposed national park. A great deal of study will be needed to locate other natural areas that might be preserved within this area as nature preserves, natural history areas and other scientific study locations. Botanists, geologists, foresters, ecologists, and other specialists would need to be consulted for this purpose. Minnesota organizations such as the Outdoor Recreation Resources Commission, Department of Conservation, Academy of Science, and the Museum of Natural History could provide guidance in selecting additional areas before a final plan is adopted. (Few, if any, stands of virgin pine remain within the study area and most of the particularly large Norway pine are within the classifications recommended as natural environment or general outdoor recreation areas.)

Historic and Cultural Sites - (Sites of historic or cultural significance of a local, regional, and national importance.) Rainy and Namakan Lakes were on the main voyageurs route. Kabetogama Lake and Gold Portage were undoubtedly used as a short cut by early voyageurs, as well as early-day Indians, and explorers. No known fur post site locations are within the immediate area, the nearest being on the Vermilion River to the east and the Rainy River to the west. Early-day Indian settlements and burial grounds are located on some of the islands within Kabetogama Lake such as Chief Wood Frog's Islands and Cemetary Island. Early-day artifacts and prehistoric fragments of pottery, tools, arrowheads, and stone and copper implements have been found at a number of locations at Kabetogama, Rainy and Namakan Lakes. More intensive research will be needed to complete the historic and cultural site inventory.

The principle sites identified on the preliminary plan are 29 logging camps of the early 1900's. Some of which still have visible remains of log buildings. Sites connected with the early homesteaders and gold mining period should be identified. It is recommended that an historical museum and outdoor exhibits be constructed in the vicinity of Island View. (Contained within the Koochiching County Outdoor Recreation Plan, September 1966.)"

In addition to the above considerations, the proposal exempts some

38,700 acres on the Peninsula for timber harvesting, hunting, and other multiple-use purposes.

Based on his research, Mr. Aguar reached several conclusions and made specific recommendations to the joint County Planning Commissions.

Conclusions

"Recreational planning is not an exact science and deals with many intangibles. Ideas as to the selection and protection of areas where the natural features have certain qualities may vary widely depending upon the approach taken by recreational planners. We have been assigned the specific task of recommending a multiple-use program. Multiple-use is both a concept and a management system. It means management of all renewable resources so that they are utilized in the combination that will best meet the needs of the people with consideration given to the relative values of the various resources. Using this approach, we have come up with this particular preliminary plan.

The assignment, however, cannot be carried out in a vacuum. Even an area of a couple hundred thousand square miles is too small to properly balance future land use decisions when consideration should be given to the entire Border Lake Area of northeastern Minnesota. We conclude that a much broader investigation should be made to include a study of the proposals and plans of the National Park Service, U. S. Forest Service, Minnesota agencies and the Ontario government in respect to the Canadian side of the border.

We recommend that Koochiching, St. Louis, Lake of the Woods, Roseau, Lake and Cook Counties, together with the appropriate state agencies such as the Minnesota Outdoor Recreation Resources Commission (MORRC), Department of Conservation, Historical Society and others request the Bureau of Outdoor Recreation (BOR), the National Park Service (NPS), and the U. S. Forest Service (USFS) to make public the results of several years of recreational studies that have been conducted of the border area as well as the north shore of Lake Superior. As an example, all sites considered as meeting the requirements for state parks, national parks, national recreational areas, or other potential areas of state, regional or national significance should be identified. A 1964 NPS report, "Parks for America" recommends Kabetogama and Pigeon Point in the "National" category, 34 new state park and recreation areas, 25 "local" parks and a number of canoe trails, scenic roads and "Free-flowing" streams for the State of Minnesota. (The report is based upon information collected between 1956 and 1962 so many recommendations are out of date.)

Based upon our limited study, it is our opinion that not all of the area is suited for recreational use alone. A large portion of the

interior of the peninsula, for example, does not lend itself to spring and summer recreational activities due to the large number of beaver flowages, natural wetlands, swamp areas and a profusion of deer flies, mosquitoes, and other insects. The larger number of white-tailed deer, partridge, spruce hen, bear, beaver, and other wildlife would indicate that future management of the peninsula should include free access by hunters and trappers. Forestry operations following sustained yield cutting practices are believed to have helped stabilize a very healthy deer herd. Provided that adequate protection along the shorelines of lakes and streams is continued and in some cases expanded, we see no reason why well-managed forestry programs cannot continue on the interior of the peninsula in harmony with the water-oriented recreational uses.

We strongly endorse the long-range objectives of the National Park Service and believe that northern Minnesota deserves the recognition, publicity, economic value and interpretive resources that a national park or a natural recreational area can make possible. The information made public to date, however, does not appear to fully justify the proposed expenditure of \$8.9 million over a five year period for the preservation of the Kabetogama Peninsula which is far less unique, less scenic, and less historic than other portions of the adjoining Border Area.

Our study leads us to the conclusion that the present practice of multiple-use is the best future development for the Kabetogama Peninsula. The area meets the criteria and high standards of a potential national park because it has been generally well preserved and protected by its present owners. However, county zoning and other techniques are needed to preserve and protect the shorelines and islands within this area. Some private developments leave much to be desired and it would be most unfortunate if the entire lakeshore were to become overdeveloped or commercialized. On the other hand, it is the responsibility of government to supplement rather than compete with outdoor recreation facilities that may be provided by private enterprise. We have an opportunity here to demonstrate that the total supply of outdoor recreation resources can be increased and at the same time strengthen the role of private enterprise thus proving that management techniques for recreation and multiple-use of lands can be put into action.

While public ownership and administration are desirable and necessary in many areas, it should be emphasized that it is not practical to place all land of high scenic or recreational value in public ownership.

If the decision is made to develop a national park or recreational area in this general area, it is hoped that serious consideration will be given to exempting the peninsula interior and extending the boundaries to include the Rat Root and Ash Rivers.

Should another location be selected for the national park, it is

important that the interest generated in the Kabetogama area be put to productive use. An advisory body should be created with representation from the two counties, the State of Minnesota, private land owners and the resort industry. This group should have the responsibility of helping steer the multiple-use concept and advise the administrative authorities much in the way that the Quetico-Superior Committee advises in the Boundary Waters Canoe Area. There are a number of successful case histories in other states of multi-county cooperative programs of this type. In many cases it has been county and regional planning commissions which have provided the vehicle for multi-county or regional cooperation.

Examples of multi-county action programs exist in Illinois, Indiana, Michigan, California, Maine, and many other states. Combinations of state and federal aid could be used to supplement county funds if such a program were established. The Land and Water Conservation Fund Act approved by Congress in 1964, provides federal matching grants (up to 50%) for county projects in outdoor recreational planning, land acquisition, and development. In Minnesota this Act is being administered by the Department of Conservation which may provide up to an additional 25% of funds from the Minnesota Natural Resources funds.

The National Park System now includes three categories - Natural, Historical and Recreational. We specifically recommend what has been suggested to the National Park Service's Midwest Regional Director and staff - that full consideration be given to the designation of a National Recreational Area, rather than a Natural Area as proposed in the 1964 National Park Service Report. This would permit the multiple-use concept recommended by the Planning Advisory Commissions of St. Louis and Koochiching Counties and established by precedent by the proposed Apostle Islands National Lakeshore Recreation Area."

In a memorandum to the St. Louis and Koochiching County Planning Advisory Commissions and County Boards, dated January 12, 1967, Mr. Aguar includes the following quote from a National Park Service policy booklet stressing the future importance of national recreation areas. The booklet is titled, Road to the Future - Long Range Objectives and Goals for the National Park Service, 1964. The quote states, "While the tradition of historical and natural parks goes back to the 19th century, the concept of National Recreation Areas is comparatively new. Within the System these areas are of equal importance to the historical and natural areas. The formalizing of a National Recreation Area System by the President's Recreation

Advisory Council underscores the future importance of such areas. It is the major field for development of future parks for the Nation."

It should be noted that the National Park Service studied the Kabotogama area for its potential as a national park, not as a national recreation area. The two types of areas are selected under separate criteria and managed under different principles as illustrated in the first section of this report.

In his continuing effort to see the stalemate broken, Mr. Aguar called a meeting March 22, 1967, to discuss his proposal for a national recreation area. Members of the St. Louis County and Koochiching Planning Advisory Commissions, County Boards, interested citizens, and representatives of the National Park Service were present.

The following excerpts from a memorandum dated April 13, 1967, state the results of this meeting:

"Our 'trial balloon' [sic] in respect to seeking a compromise solution in the form of a proposed National Recreation Area for Kabotogama was not found acceptable to the National Park supporters, the Boise Cascade Corporation, and the organization known as the Northland Multiple-Use Association.

We have tried our best in as unbiased a point of view as possible to point out the advantages of being under the umbrella of the National Park Service, while still recognizing the need for a land management policy that recognized more than park preservation. We still feel that there should be some means of achieving a closer agreement [sic] in broad land use objectives between top administrative levels of all public agencies and private organizations concerned.

Our main concern is in the subdivision of lake frontage for private use in such a way as to prevent a few people from forever tying up high premium potential recreational lands. With the proper planning, the technique of cluster developments could provide for recreational housing while still maintaining the lakeshore for general public use.

We hope that no hasty action of private land subdivision will take place without due consideration for the long range future, for ill advised action now can cause irreplaceable errors.

We believe that even within a multiple-use plan, it will be advisable to specify certain areas that have significant values because of unique geology, biology or history that should be set aside for protection as "outdoor museums." However, only a relatively small percentage of the entire land area within the study area is of such importance that a policy of single use management is paramount. In other words, recreation and preservation should assume varying degrees of importance whether under public or private control, while keeping in mind the needs for raw material and resources required by our economy balanced with the leisure time needs of the people who now or will someday visit this area."

Of his proposal, Mr. Aguar states, "Perhaps there are other alternates - but something must be done soon. We do not believe that the Lac La Croix Site or other locations now within the Superior National Forest will be favored by the Secretary of the Interior or the Secretary of Agriculture. Regardless of the decisions made, the National Park Service, State officials and our Congressmen and Senators should be kept informed.

"If it is true that this is our 'last and only chance' for a National Park in Minnesota, then we had better prepare for a long and unprecedented condemnation suit - unless the policy and principal land owner changes drastically."

Note: Regardless of whether a national park is or is not established, the counties could protect areas of scenic beauty throughout the county through effective zoning regulations.

The "Suggested Form of Zoning Ordinance for St. Louis County, Minnesota," revised April 1967, lists Waterfront Preserve as one of the general categories. This category is defined as: "Primitive or outstanding natural areas adjoining

certain lakes and streams." (The Kabetogama area would be included.)

"Seasonal cabins or other private or public recreational structures to be allowed only as a conditional use when located outside the line of vision from the water level. Timber harvesting shall be permitted no closer than 400' of the natural water line except to remove diseased or insect infested timber."

Uses permitted in the Wilderness Preserve Category subject to the general provisions of the zoning ordinance include:

- A. Public beach
- B. Forest land - private, commercial, public
- C. Game preserve
- D. Lumbering operation
- E. Park and playground, public
- F. Timber harvesting or logging operations

Uses permitted in the Wilderness Preserve Category only if a Conditional Use Permit is granted by the Board of Adjustment include:

- A. Beach, private commercial
- B. Boat or yacht club, marine
- C. Cabin, seasonal or recreational
- D. Camp, private
- E. Campground, private, public

This zoning ordinance proposal has not as yet been formally adopted by St. Louis County.

JOINT COMMITTEE FOR BI-COUNTY MANAGEMENT

The most recent "twist" in alternate solutions to the National Park Service proposal is the creation of a bi-county commission.

Fred Barrett, St. Louis County Commissioner from Hibbing, introduced this proposal in a resolution at the September 8, 1967, Land Symposium in Duluth.

This resolution states:

"WHEREAS, The dispute over the establishment of a National Park in the Kabetogama Penninsula [sic] is no closer to a resolution now than it was a year ago, and

WHEREAS, The dispute if it is permitted to continue may create problems, attitudes and emotional feeling that may be detrimental to the best interests of this area, and

WHEREAS, It is the feeling of the County Board of Commissioners of St. Louis County that the aesthetic and recreational values of the Kabetogama Penninsula [sic] should be protected.

NOW, THEREFORE, BE IT RESOLVED, That we request statutory authority for the establishment of a Joint Commission for the Management of the Kabetogama Penninsula [sic] to be composed of representatives of St. Louis and Koochiching Counties empowered to do the following:

1. Zone the penninsula [sic] for various uses, including managed timber harvesting and reforestation.
2. Restrict the development of commercial establishments or businesses inconsistent with the protection of the aesthetic and recreational values of the area, and encourage uses consistent with the overall plan.
3. Establish tent and trailer camp sites and wilderness camp sites not accessible by road.
4. Establish standards and regulations designed to prevent the pollution of land, air or waters of the area.
5. Work with appropriate state and federal agencies in the promotion of a sound game and fish management program.
6. Protect the land, forests, waters and shoreline of the

area so that future generations of Americans can take advantage of the recreational and aesthetic values of the area.

All comprehensive plans and proposed standards and regulations will be submitted to the County Boards of St. Louis and Koochiching Counties for approval.

BE IT FURTHER RESOLVED, That copies of this resolution be sent to our area Congressman and State Legislators."

There is little question but what this proposal was inspired by the Allagash Wilderness Waterway in Maine. Mr. Lawrence Stewart, Chairman of the Maine Park and Recreation Commission, Administrators of the Waterway, was one of the Land Symposium's major speakers. Notes of Mr. Stewart's speech are recorded below:

1. The Allagash Waterway was precipitated by a National Park Service proposal which would have established a 700,000 acre national park. (Federal ownership in Maine totals less than 1%.)
2. Maine officials were concerned about the potential restrictions this proposal would impose on the timber companies in the area. This proposal would have removed many acres of valuable timber land from production, and could have restricted movement of timber from the production areas east of the Allagash to the Canadian markets on the West. Logging is extremely vital to Maine's industrial economy.
3. The State, through a series of plans, evolved one which was agreeable to all parties concerned including the Federal government. Maine raised one-half of the total \$3,000,000

project cost through a levy. The Bureau of Outdoor Recreation provided a matching sum through the Land and Water Conservation Fund.

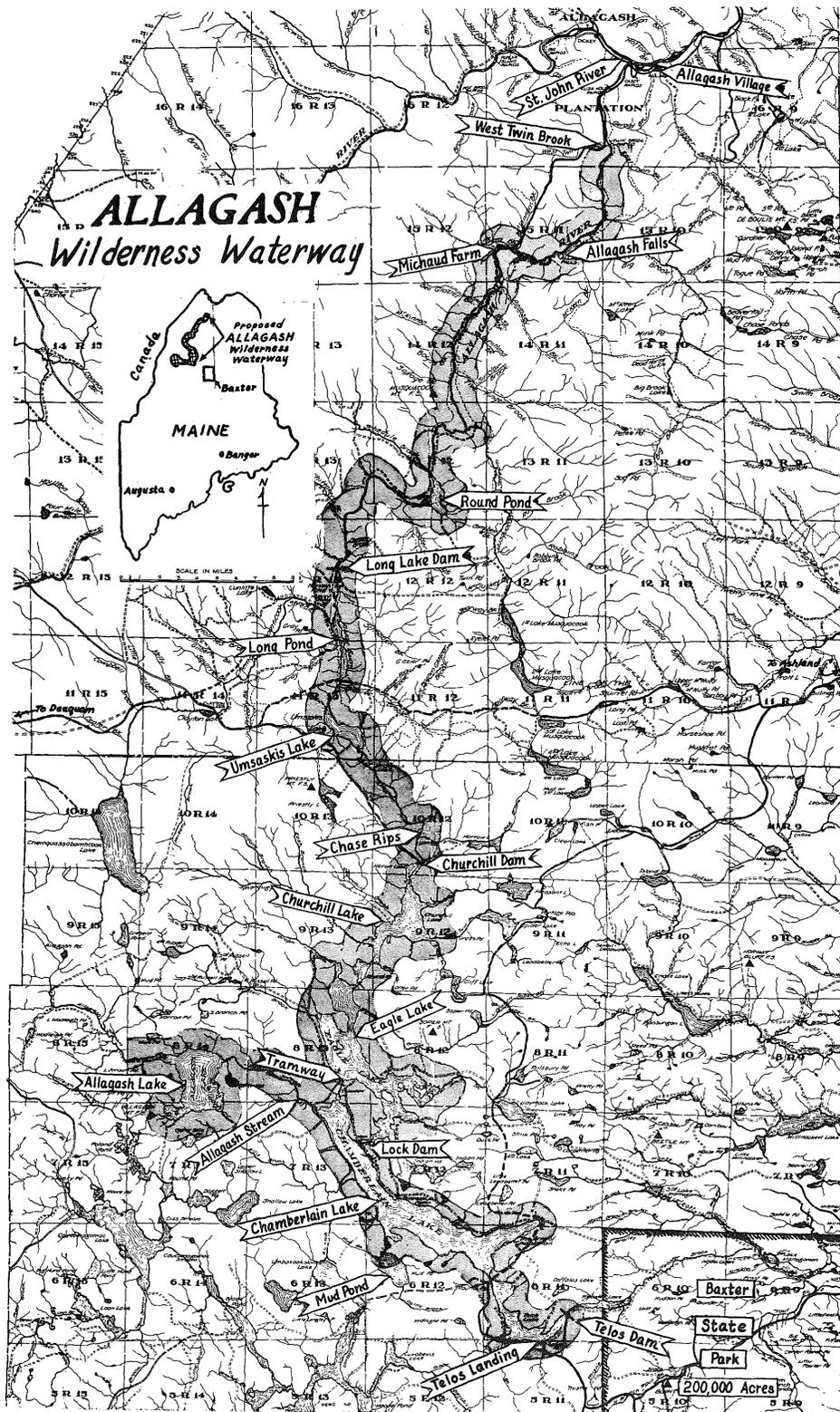
4. The Allagash is administered by a five-member commission headed by Mr. Stewart. The remaining members include the Commissioners of Game and Fish and Forestry and three citizens.
5. Maine does not have a large amount of recreational water resources. While the State contains some 3,500 lakes, the majority are inaccessible except by foot travel. This factor discourages their use, especially by boating enthusiasts.
6. The Allagash Wilderness Waterway is 95 air miles long. It contains 30,000 acres of water, all of which are public. Its boundaries contain 300,000 acres of private lands under the management of paper companies or landholding companies.
7. The Waterway is composed of two major units. A "restricted zone" includes a 400 to 800 foot strip of land measured from the high water mark along the shores of all water areas, and a secondary zone extending one mile back from the shores of all water areas.
8. Immediately after establishing the Allagash, the State of Maine acquired fee title to all lands within the restricted zone by purchase, gift, or outright condemnation. Within this zone, the wilderness character is preserved. Absolutely no

public cutting of any timber is permitted, but the area is maintained by rangers. Forty to fifty primitive campsites have been developed in this zone.

9. The one mile deep secondary zone is controlled under the State's police powers. Title remains in private hands. Within this zone, timber companies may harvest timber and construct necessary roads and camps but in strict accordance with plans submitted to the State Commission for approval. The harvested timber may be transported across the Allagash ONLY at approved locations. This movement is restricted to months when recreationists are not using the area.
10. Diverse wilderness experiences are attained by regulating types of boats and means of propulsion to certain bodies of water.
11. Snowmobiles are allowed on all lakes or established roads. Planes are allowed to land on the ice to promote ice fishing as a means of fisheries management.
12. During the past two to three years, the Allagash has supported about 2,000 users. This summer, however, the number has soared to over 4,000 which has been considered the optimum. As a control measure, Maine is initiating a reservation system which will restrict users to a controlled number. A fee system will also be established.

13. The Allagash Commission is studying a plan which would allow a very limited number of summer cottages on two lakes where boats and motors are allowed. Large setbacks, prohibited cutting, docks, and beaching of boats on the lakeshore would be the rule.

The following map of the Allagash as well as the official rules and regulations governing its use are included for information.



Reprinted from *OUTDOOR RECREATION IN MAINE*, 1966, published in April 1967 by the Maine State Parks and Recreation Commission.

THE ALLAGASH WILDERNESS WATERWAY

The 102nd Maine Legislature established in Special Session the Allagash Wilderness Waterway and a referendum provided funds to preserve, protect and develop the maximum wilderness character of the Allagash Waterway. The provisions of this legislation became effective December 28, 1966 and may be found in Title 12, Chapter 206, Revised Statutes 1964. They place certain restrictions upon the owners of the land, and the users of the included waters. The Park and Recreation Commission is further authorized to establish such rules and regulations as it deems necessary to carry out the purposes of the Act by providing for proper observance of rules of human behavior to preserve the natural beauty and wilderness character of the Waterway.

The Allagash Wilderness Waterway, hereafter referred to as the Waterway, is briefly described as all the land and water area from Telos Dam north to West Twin Brook, one mile back from the shores of all the lakes and the banks on both sides of the River, including Allagash Lake and Stream.

The Act further establishes a "restricted zone" of land area from 400 to 800 feet back from the high water mark along the shores of all the lakes, ponds, streams and rivers to which the State has title.

Users of the Allagash Waterway should be familiar with the following:

RULES AND REGULATIONS OF THE ALLAGASH WILDERNESS WATERWAY

1. No standing trees, living or dead, shall be cut in the restricted zone and no materials or artifacts are to be disturbed or removed from it without specific authorization from the Commission.
2. Only canoes (square stern allowed) shall be permitted in the watercourse from Lock Dam north to West Twin Brook (Allagash Plantation) and use may be made of one outboard motor per canoe not in excess of 10 horsepower.
3. On Telos, Round Pond (T6, R11), and Chamberlain Lakes boats and motors in addition to canoes and other watercraft may be used without restriction to size and horsepower.
4. Waterskiing or similar activity is prohibited on all waters.
5. The landing of aircraft is prohibited within the Waterway except for:
 - a. Emergency
 - b. Necessary use by State agencies
 - c. The landing and take-off of passengers and equipment on:
 - (1) Telos Lake at Telos Landing.
 - (2) Chamberlain Lake at Nugent's Camps, Lock Dam and Crow's Nest near Trestle.
 - (3) Churchill Lake at its northerly end near Heron Lake.
 - (4) Umsaskis Lake at the Forest Warden's headquarters.
 - (5) Long Lake at Jalbert's Camp.
 - (6) Round Pond (T13, R12) at Jalbert's Camps.
 - d. When water areas are frozen (does not include Allagash Lake).
6. On Allagash Lake and Allagash Stream from Allagash Lake to Chamberlain Lake these additional regulations shall also apply:
 - a. Only canoes with no outboard may be used.
 - b. Any chain saws used by wood operators from June 1st to September 1st shall have muffler and spark arrestor approval.
 - c. Use of motor driven snow sleds, except by State agencies, is prohibited.
 - d. No plane landings at anytime, except as provided in 5. a., b.

7. Motor driven snow sleds may be used elsewhere in the Waterway only on frozen water areas, established roads, trails and paths.

8. Outdoor fires, including sterno, gasoline, charcoal or other fuel fires in or out of tents and collapsible shelters, are prohibited except at officially established and identified campsites or when the ground is covered with snow.

9. Fishing and hunting is allowed under regular rules and regulations of the Department of Inland Fisheries and Game.

10. Any person possessing a firearm shall be properly licensed under Maine Fish and Game Laws. Shooting onto or across the water is prohibited from May 1 - September 30. The possession of firearms in the Waterway, except during the regular hunting season is discouraged.

11. Camping is prohibited except at officially designated campsites.

12. Garbage, papers, waste materials and rubbish may be burned at officially designated campsites. All noncombustible waste materials shall be packed out from the Waterway.

13. The use of power saws or other equipment powered by internal combustion engines is prohibited, except as specified in these rules and regulations and the following:

- a. Motor vehicles may be driven to and from access points in the Waterway.
- b. As required for approved timber harvesting operations.
- c. By State agencies.

14. All incidents resulting in injury or damage to persons or property must be reported by the persons involved to Waterway personnel.

15. No person shall engage in conduct detrimental to his own safety or the safety of others.

16. No person shall engage in conduct which will change or destroy or tend to change or destroy the natural beauty and wilderness character of the Waterway.

17. All persons using the Waterway shall register at the first available opportunity.

PRIVATE DEVELOPMENTS

Some opponents of the park proposal have supported private management and development of the Kabetogama area either as an entity, or in cooperation with various governmental agencies. In "The Economics of the Proposed Voyageurs National Park," Dr. Sielaff comments as follows:

"Private enterprise might skillfully accomplish the same objective. However, there is need for much larger private organizations than now exist in the area to attract and retain tourists if the basic objective is to build and diversify the economy. It is important to have a large economic organization to make and carry out recreational development plans over the long run in order to preserve scenery, fishing and other attractions of the area.

"Northern Minnesota resorts have for over a half-century developed a clientele interested in family vacations or fishing vacations, both of which require the preservation of the natural beauty and wildlife of the area. In some areas it has been found advantageous to improve upon the attractions of nature by adding golf courses, swimming pools, and the like, but the appeal is still to the same kinds of tourists. Thus, if there were to be large-scale development of resorts, motels and hotels in the area adjacent to the Voyageurs National Park, there must be some guarantee that the beauty of the region would be preserved. There must be assurance that a miscellaneous assortment of shoddy private and commercial structures will not take the place of the present beauty of the area. This is the problem which is difficult to handle simply because the area is large and the time period for development likely to be long. Some form of large-scale coordination may be necessary to make it possible to secure the maximum private economic benefits from the region. That coordination might range from a strictly-enforced governmental zoning code to outright state or federal ownership of the park area to overall ownership by a private organization of the park area."

Some maintain that the economy of the area will prosper more with the building of additional homesites than through the establishment of a park. Dr. Sielaff states:

"...Summer homes produce practically no expenditures during the eight off-season months.

"Once a summer home has actually been built, the continuing expenditures of the owner and his family are much less per day than the expenditures of transient tourists. Even without a survey, common knowledge and logic ought to lead to the same conclusion.

"It might seem important to encourage the construction of summer homes within the park area now, but once the desirable sites have been occupied, there is likely to be a sharp decline in building activity. There is, therefore, a balancing of economic interests which must occur in connection with the proposed park. If the park should encourage a long-run expansion of tourist travel in the area, both present and future resorts immediately outside the park area and in International Falls would benefit permanently, but if the proposed park area were primarily to include summer homes, the building and related business might benefit for the years prior to private acquisition of all desirable summer home sites. After that, economic growth in the building of summer homes would probably cease.

"Of course, if summer home owners were to remain in their homes on a year-round basis, there would have to be a change in this appraisal. That seems very unlikely, however, because the area is too far from large centers of population and employment. This fact suggests that it is important to the economy of the area to encourage large numbers of transient tourists to come to the area during the relatively short summer season and possibly for winter sports as well. Tourists in resorts, motels, and hotels in the area spend much more per day than would the same number of summer home owners.

"To be more specific, two tourist families, each staying about nine days at a resort, will spend on the average more than one typical summer home family will spend for the entire season. (About \$524 for the two tourist families as compared with about \$466 for one summer home family.) An attractive resort cabin might, during a season of three to four months, house six to ten tourist families for a week and a half each with total expenditures from about \$1500 to \$2500 per cabin. Taking a modest average of \$2000 per cabin per season, it would require 32 tourist cabins to yield about the same total expenditures on the average as the 138 summer homes (if the owners of those homes were similar to the typical summer home owners in northern Minnesota). Or to put it another way, it is roughly four times more productive economically, as far as current visitor expenditures are concerned, to add one cabin for transient tourists than to add one summer home in a typical northern Minnesota area.

"For those areas in Minnesota, where it is thought to be impossible to attract many transient tourists, the encouragement of summer home building may be accepted as a less productive but still very worthwhile economic development. There is no

evidence that the proposed Voyageurs National Park area would be unable to attract more tourists, however.

"Another possibility is the development of resorts in the proposed park area instead of summer homes and, of course, if these resorts were able to draw large numbers of tourists, there would be a very important economic expansionary effect.

"Thus, it would appear that from an economic viewpoint the expansion of the resort industry outside or within the proposed park area is much more desirable than the addition of summer homes. It must be said, too, that many summer homes are built by the owners over several years with little help from local workmen, and this would further reduce the economic contribution of summer homes to the region. This is less likely in the case of the modern resort which requires the skills of all the building trades to produce an establishment which is attractive to the tourist.

"In summary, the economic impact on the region would be much greater if encouragement were given to the building of resorts, motels, and hotels.

"There are other non-economic values in summer homes which are worthy of consideration, and may be more important than the economic values to some people. The question that remains is the determination of what will encourage tourists to visit the region and to use resorts."

Dr. Sielaff continues, stating, the establishment of a national park

"...would require expansion and improvement in present facilities such as resorts, campgrounds, outfitters, restaurants and other facilities and services which would be required by the tourist.

"The development of the Voyageurs National Park will require a number of park employees to be assigned to this area and, with their families, they will increase the demand for houses, services, etc. The expected increase in tourist and vacation travel will provide additional opportunities in jobs in the various recreational and service businesses in the area of the park and in nearby communities. New jobs add new families and homes and business opportunities, and to the degree that this occurs, will add to the tax base of the County."

SUMMARY

The alternate site and management proposals all seem to have been generated by two major issues:

1. Increased Federal Ownership
2. Multiple vs. Single Use - under which there is dispute over future hunting and commercial timber harvesting restrictions.

FEDERAL OWNERSHIP

Rather than automatically condemning the Park Service proposal on the basis of the amount of Federal ownership presently existing in Minnesota, it appears that serious, objective consideration, including long-range implications, should be given to the question of ownership and management of this specific area. In other words, can Federal ownership offer more positive advantages than some other type? More specifically, can the National Park Service offer more than other agencies toward the best use, management, development, and preservation of the Kabetogama Peninsula irrespective of surrounding ownership patterns?

Some opponents appear to relate Federal ownership to the "single-use concept." They contend that thousands of acres of land in northeastern Minnesota are now managed for single use; therefore, the proposed park is undesirable. There are many millions of acres, however, within the Superior and Chippewa National Forests which are managed for multiple-use, so Federal ownership and single-use are not necessarily synonymous.

Opponents also state that Federal ownership removes revenues from the

tax roles. This is true of any public ownership. If, however, the nature of the development increases the adjacent land values and raises the area's economic index through increased building and trade, can this development be deemed undesirable from an economic viewpoint?

Finally, Public Domain Lands are lands in reserve, to be utilized now for undamaging needs, but preserved in a natural state, available to relieve future demands of the nation. (Note: Congress recently created the Public Land Law Review Commission, charged with guiding the disposition of some 770,000,000 acres of land presently owned and reserved by the Federal government. The decisions of this commission could greatly influence the future growth patterns and welfare of the entire country.)

MULTIPLE USE

Regarding multiple-use, the controversy appears to be directed at the Peninsula proper, where hunting and logging are now permitted, along with additional recreational activities. These additional activities - hiking, picnicking, camping and fishing - would continue if a park were established. As mentioned earlier, it is entirely possible that hunting would also be permitted within the proposed park IF Congress determines hunting to be the logical and most satisfactory method of controlling the white-tailed deer population, as was the case in Grand Teton National Park in regard to elk. It would appear that the Minnesota Department of Conservation would play a major role in this determination.

Boise Cascade has opposed the proposed park on the basis of its timber

operations on the Peninsula. Yet, as discussed earlier, the old Minnesota and Ontario Paper Company initiated a proposal for land exchange in the 1940's to trade their ownership on the Peninsula for State lands elsewhere. If an exchange were pursued now, as a means of establishing a park, Boise Cascade would stand to benefit a great deal from a timber standpoint. They would be trading dollar for dollar high value lakeshore property for lower value timber lands. On September 8, 1967 at Duluth, Minnesota, Mr. George Amidon stated, in effect, that the timber resources offered by the Kabetogama Peninsula were not critical to the Corporation's operation at International Falls, provided the government does not restrict additional land in this area from timber production.

If, however, Boise Cascade has other plans for this land, the exchange could hurt them financially. For instance, Boise owns some 338 miles of lakeshore and recently announced purchase, or merger, with two development companies. No plans have been announced by the Corporation, but one does not have to be an economist to ascertain that Boise will realize a much greater economic gain from the development of the Peninsula's lakeshore than from the harvesting of its timber resources.

COUNTY ZONING ALTERNATIVE

In the event a national park is not established at its proposed location, the suggested county zoning ordinance, if adopted, will assure some protection of the area's scenic features by controlling the location and setback of private developments. Perhaps the county should also consider restrictions similar to those of the Allagash governing docks, boat-

houses and related waterfront activities. How effectively the proposed zoning law will permit control over design or aesthetics of private development is questionable, and there is virtually no possible means of control over maintenance.

There is another point of consideration in regard to zoning. Even though a strong zoning ordinance could provide the vehicle by which this area's scenic treasures are preserved, several factors could impair its full intent.

1. If this area is treated as a unit, i.e., the area proposed by the National Park Service, it is possible that some conflict or difference in opinion as to its development could result between the two county planning commissions. Eighty-eight percent of this unit lies within the jurisdiction of St. Louis County, while 12 percent is in Koochiching County. This factor may be minimized by the fact that the two counties presently employ the same planning consultant.
2. Future members of the various Boards administering the zoning ordinance could have different philosophies than those of the founders. They could also be pressured by local individuals or industries to make certain decisions which could adversely affect the preservation concept.

It should be pointed out that these "hazards" are organic to zoning administrations at any level of government and are not by any means unique to St. Louis and Koochiching Counties. This element should not be inter-

preted as a reflection on the integrity of the county officials, nor is it an implication that zoning is, in any way, weak or undesirable. This factor, however, is inserted as a consideration which must be taken into account.

SITE RECONNAISSANCE

On August 14, 1967, the authors of this report, accompanied by Walter Wettschreck, Bureau of Information Photographer, embarked on a personal reconnaissance of the Border Lakes Country.

We flew from Holman Field, St. Paul, to Ely, in a wheeled plane and transferred to one equipped with pontoons at Winton. From here, we flew the entire border to the Kabetogama District Forestry Headquarters, located near Gappa's Landing on Lake Kabetogama. This flight enabled us to inspect the various alternate sites which have been proposed for the national park.

The entire route was a constant scene of coniferous forest, water and rocky islands of every imaginable size and shape. To determine which section is the most scenic would be an extremely difficult task. The eastern area, largely B. W. C. A., contains beautiful Curtain and Rebecca Falls and an interconnected system of varying sized lakes and rivers. To the west lies Crane Lake, the larger Namakan, Kabetogama and Rainy Lakes, and the sheer cliffs of the Ash River. Spectacular scenery is everywhere and a determination of priority lies largely in individual taste.

From our base on Kabetogama, the inspection team made several flights over the Peninsula and its surrounding lakes, accompanied by local Forestry personnel well acquainted with the area. From the plane, it was obvious that the Peninsula contained a variety of landscape forms, ranging from spruce swamps and beaver flowages to open grassland and high rock outcrops splattered with lichen. Forest cover features jack, Norway, and white pine, spruce, balsam fir, popple, and birch. We flew the north and

south shore, as well as the interior, from Locator or Cranberry Lake to Kettle Falls.

Our penetration into the interior on foot the following day confirmed our aerial observations. Our route followed the trail from Lost Bay on Lake Kabetogama to the Forestry lookout tower south of Shoepack Lake. From our vantage point in the tower, we could view the entire breadth of the Peninsula from Rainy to Kabetogama Lake, as well as a significant portion of its length. These views, as well as on-the-ground scenes, are presented in the pictorial section of this report.

Our hike was a most interesting one. The scene changed constantly as we walked from high to low areas and from open grasslands through wooded portions. Our route led us through two beaver flowages. Although they were inactive, it was interesting to see the "engineering" and its effect on the landscape. These flowages were not difficult to traverse in their natural state and a little trail-building would eliminate wet feet altogether. The story of the beaver should be well interpreted if a national park becomes a reality. These flowages, as well as natural swamps, are all a part of the total landscape in this lake country and should not be considered undesirable. They are havens for wildlife and have a unique beauty of their own which should be properly viewed and understood.

Insect pests were far less numerous than we had expected. We encountered both mosquitoes and deer flies, but in limited numbers. The month (August) of our visit may have had a significant bearing on this factor.

We were watchful for signs of wildlife and encountered a pair of ruffed grouse, one deer, and many types of song birds, identified by both

sight and sound.

Following our reconnaissance by foot, we travelled through Kabetogama and Namakan Lakes by boat to view the shoreline more closely, and to inspect the facilities at Kettle Falls.

We noted the types of recreation occurring in the area and recorded some of them on film. These activities included swimming, boating for pleasure, water skiing, fishing, and camping.

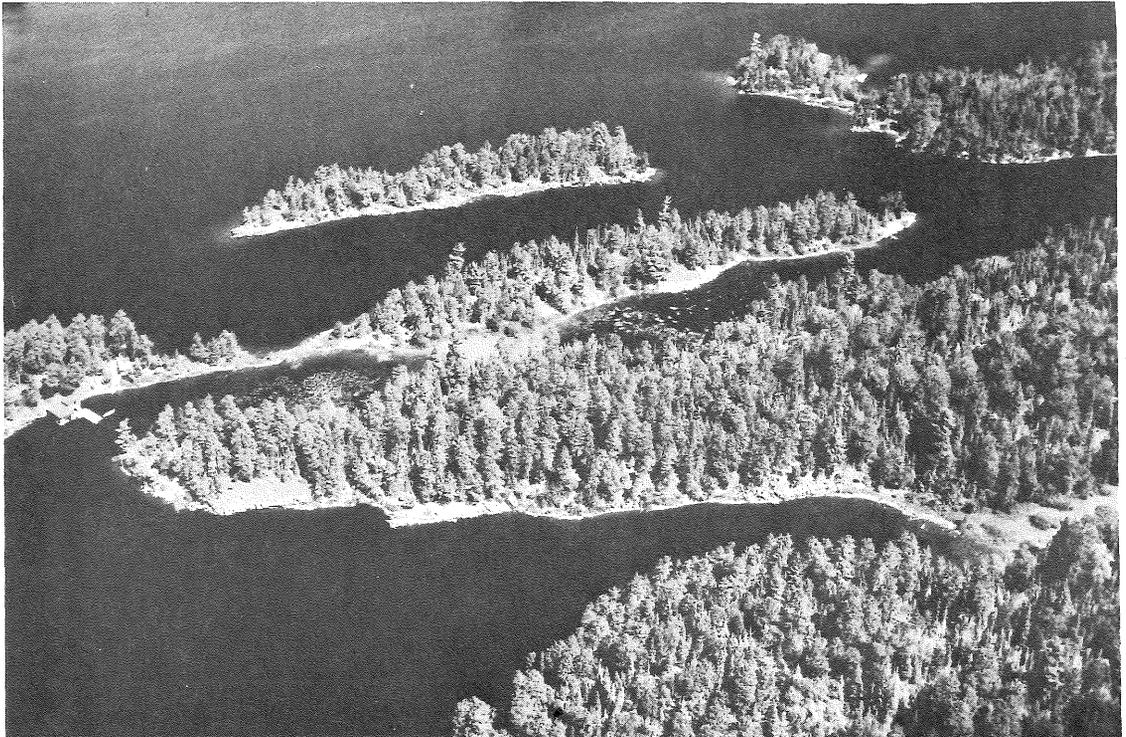
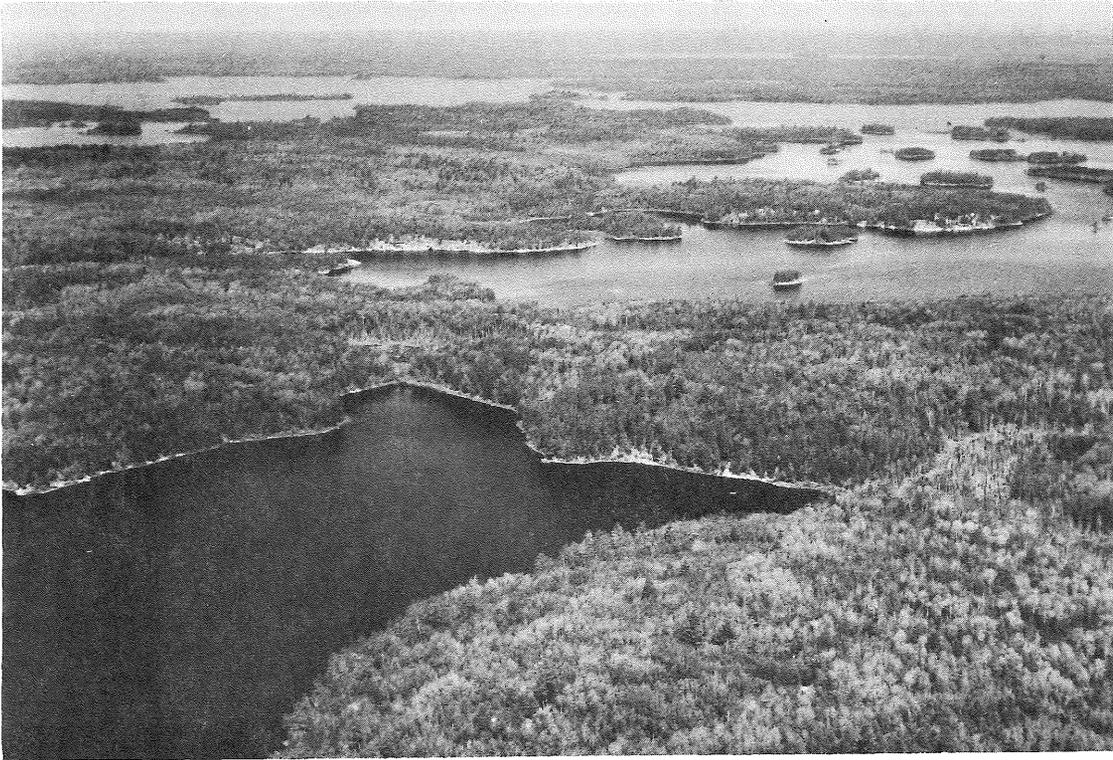
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SUMMARY

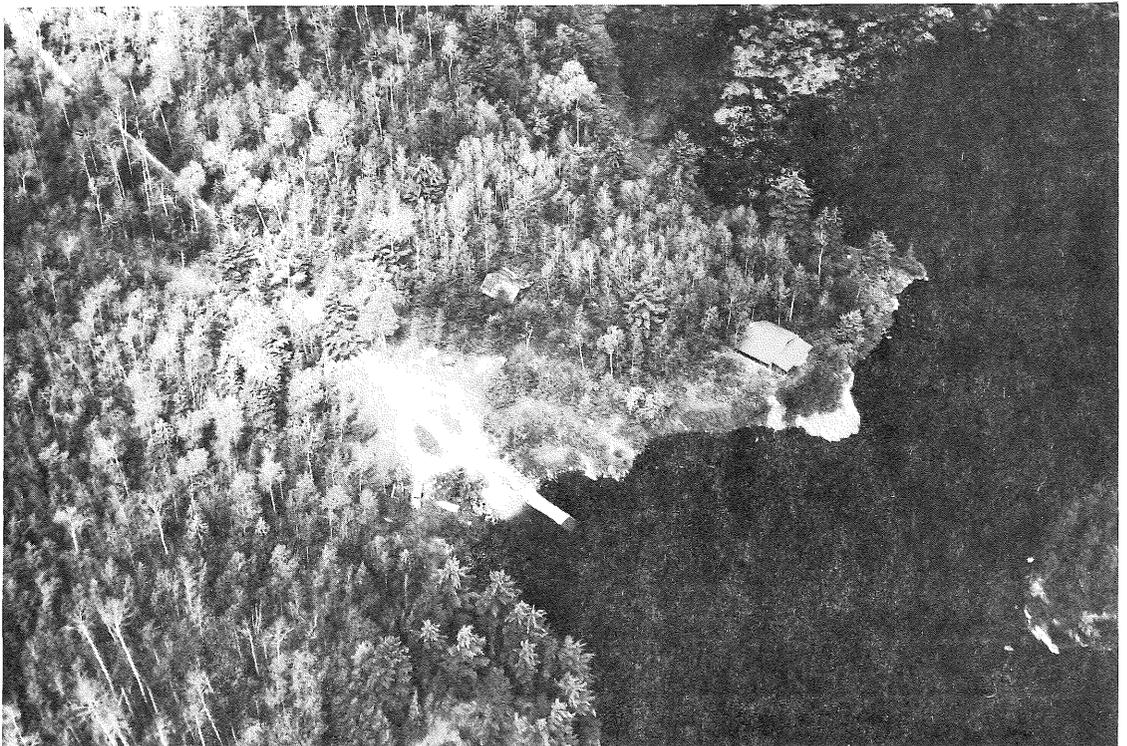
Is this really Minnesota's last chance for a national park? This question has been asked and disputed from the birth of the proposal. But, in view of the number of studies previously conducted by the Park Service on what might be considered "the best in Minnesota"--Itasca, Fort Snelling, the North Shore of Lake Superior, etc.--and the fact that the National Park Service says these areas do not qualify for various reasons, the State of Minnesota must give serious consideration to the possibility that the Federal answer to this question could be "yes." It is also important to remember that, since 1891, it was the State of Minnesota which initiated the action requesting the National Park Service to conduct these studies. In addition, the National Park Service has determined that the Kabetogama Peninsula area is best suited to represent an example of unspoiled Northern Lake and Forest Country in the Park System.

In summary, the States do not determine the location of national parks. They may recommend areas to the Park Service for consideration and study, but it is the National Park Service that makes the final determination of suitability in accordance with a comprehensive list of criteria. Therefore, the primary question of this issue is not specifically, "Is the Kabetogama Peninsula the proper location for the Voyageurs National Park?" The significant questions the State must consider would seem to be (1) "Do we want a national park in Minnesota," and if so, (2) "How might the problems regarding establishment and management of a park on the Kabetogama Peninsula best be solved?"

**AERIAL VIEWS
LAC LA CROIX AREA**



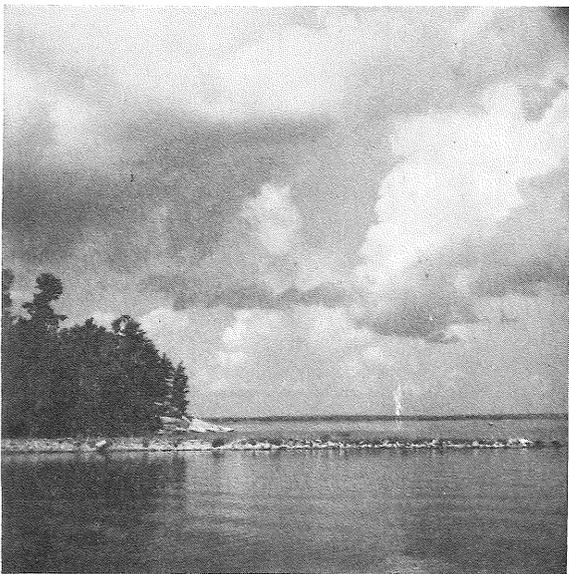
**AERIAL VIEWS
LAC LA CROIX AREA**



AERIAL VIEWS
KABETOGAMA AREA



KABETOGAMA and NAMAKAN LAKES

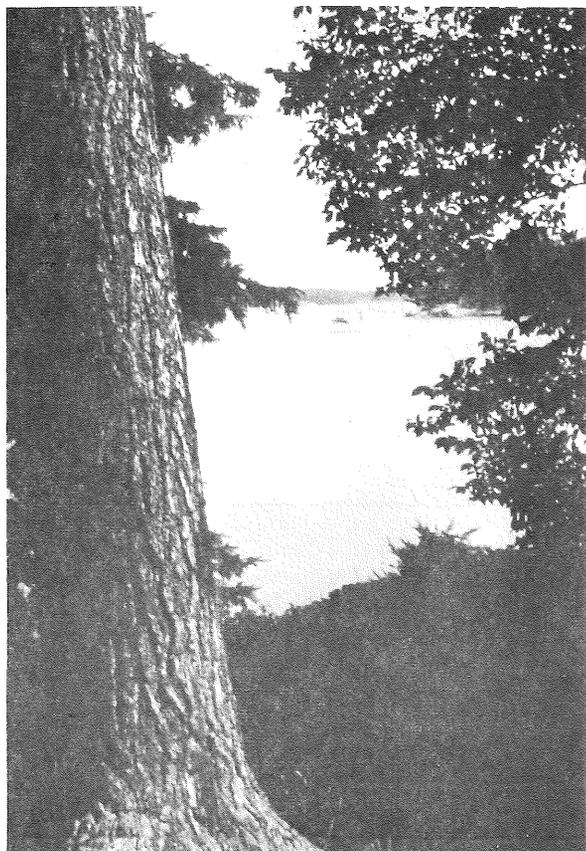


KABETOGAMA and NAMAKAN LAKES

KABETOGAMA LAKE



STATE FORESTRY HEADQUARTERS
KABETOGAMA LAKE

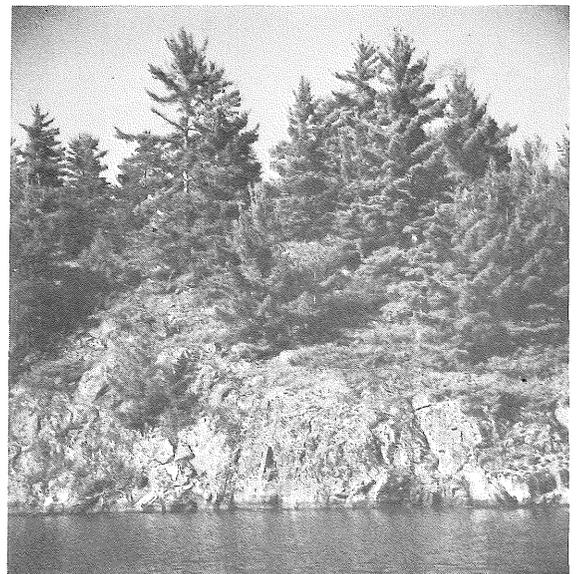
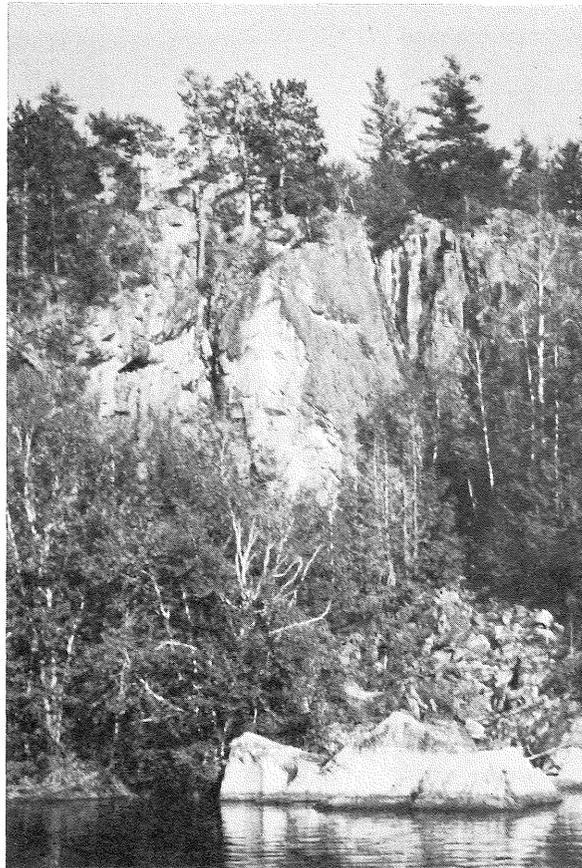


KABETOGAMA LAKE

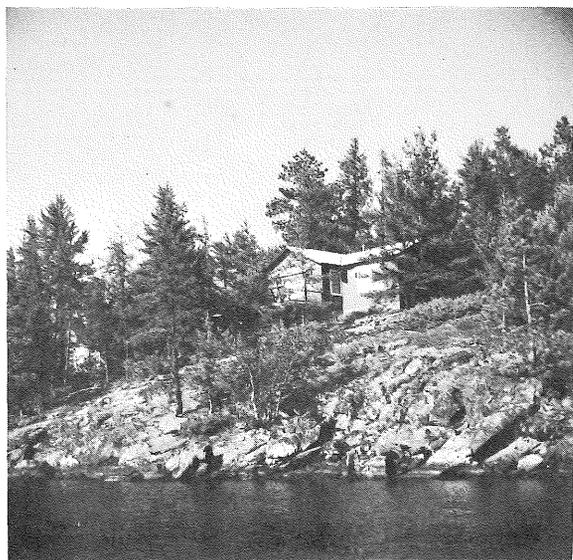


NAMAKAN LAKE

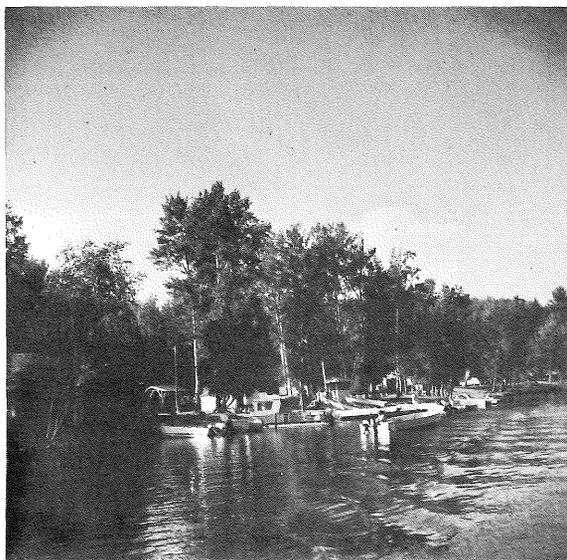
**VIEWS of the ASH RIVER
(ADJACENT to PROPOSED PARK AREA)**



PRIVATE DEVELOPMENT
ASH RIVER, KABETOGAMA and NAMAKAN LAKES

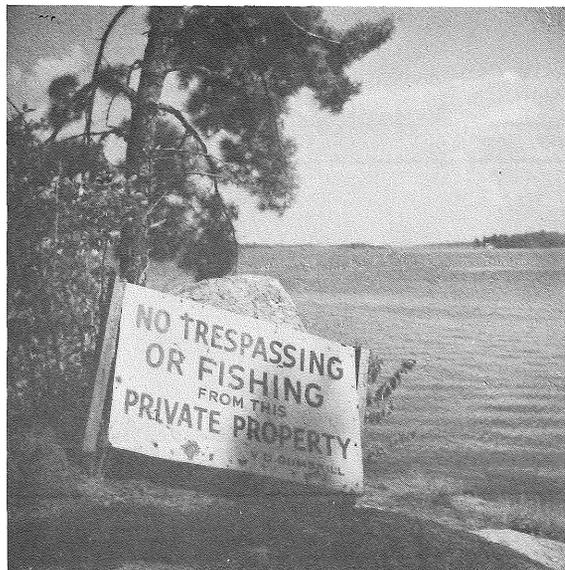


KABETOGAMA LAKE

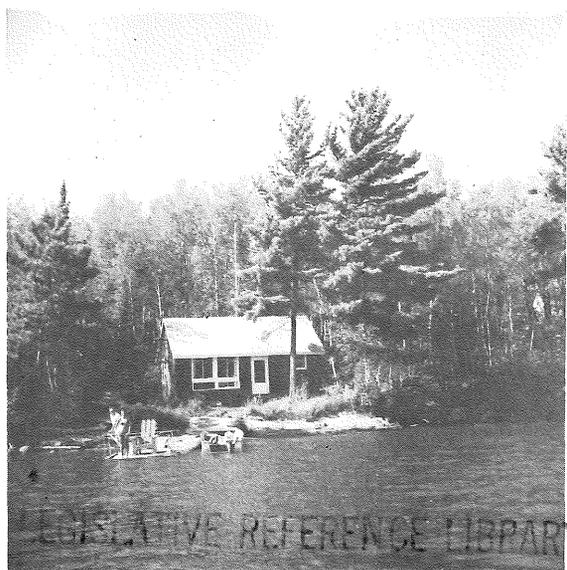


ASH RIVER

KABETOGAMA LAKE



NAMAKAN LAKE



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STATE OF MINNESOTA

PRESENT
RECREATIONAL ACTIVITIES

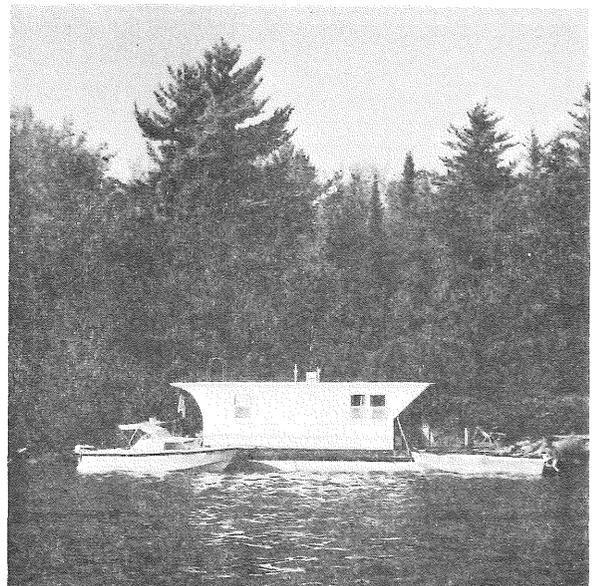


WOODENFROG STATE FOREST CAMPGROUND

KABETOGAMA LAKE



KABETOGAMA LAKE



PRESENT
RECREATIONAL ACTIVITIES



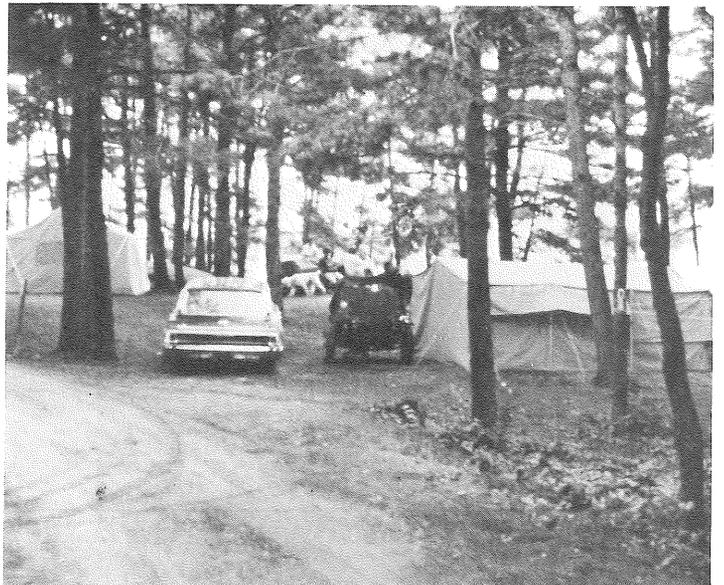
NAMAKAN LAKE



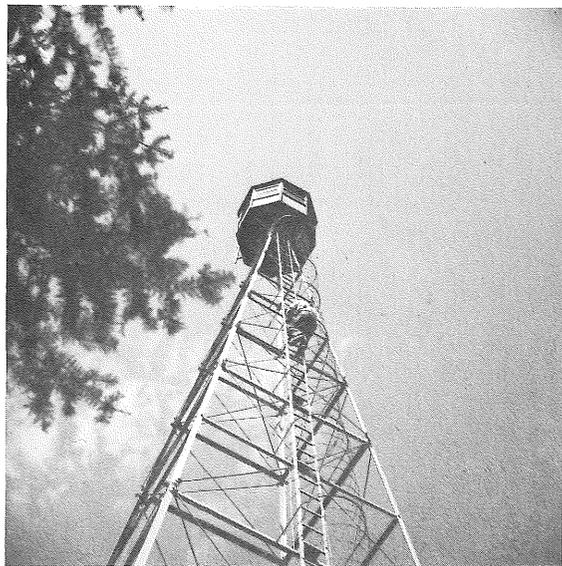
PENINSULA INTERIOR

NAMAKAN LAKE

WOODENFROG STATE FOREST CAMPGROUND
KABETOGAMA LAKE



THE PENINSULA INTERIOR
VIEWS from SHOEPAC LAKE FIRE TOWER



SHOEPAC LAKE TOWER



LOOKING SOUTH
TOWARD KABETOGAMA LAKE

LOOKING EAST



LOOKING NORTH
TOWARD SHOEPAC LAKE



THE PENINSULA INTERIOR
SCENES along the SHOEPAC LAKE TRAIL



RECENT LOGGING



PAST LOGGING

PAST LOGGING



PAST LOGGING



THE PENINSULA INTERIOR
SCENES along the SHOEPAC LAKE TRAIL



THE PENINSULA INTERIOR
SCENES along the SHOEPAC LAKE TRAIL



LOWLAND GRASS AREA



BEAVER FLOWAGE

BEAVER DAM



BEAVER FLOWAGE



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