

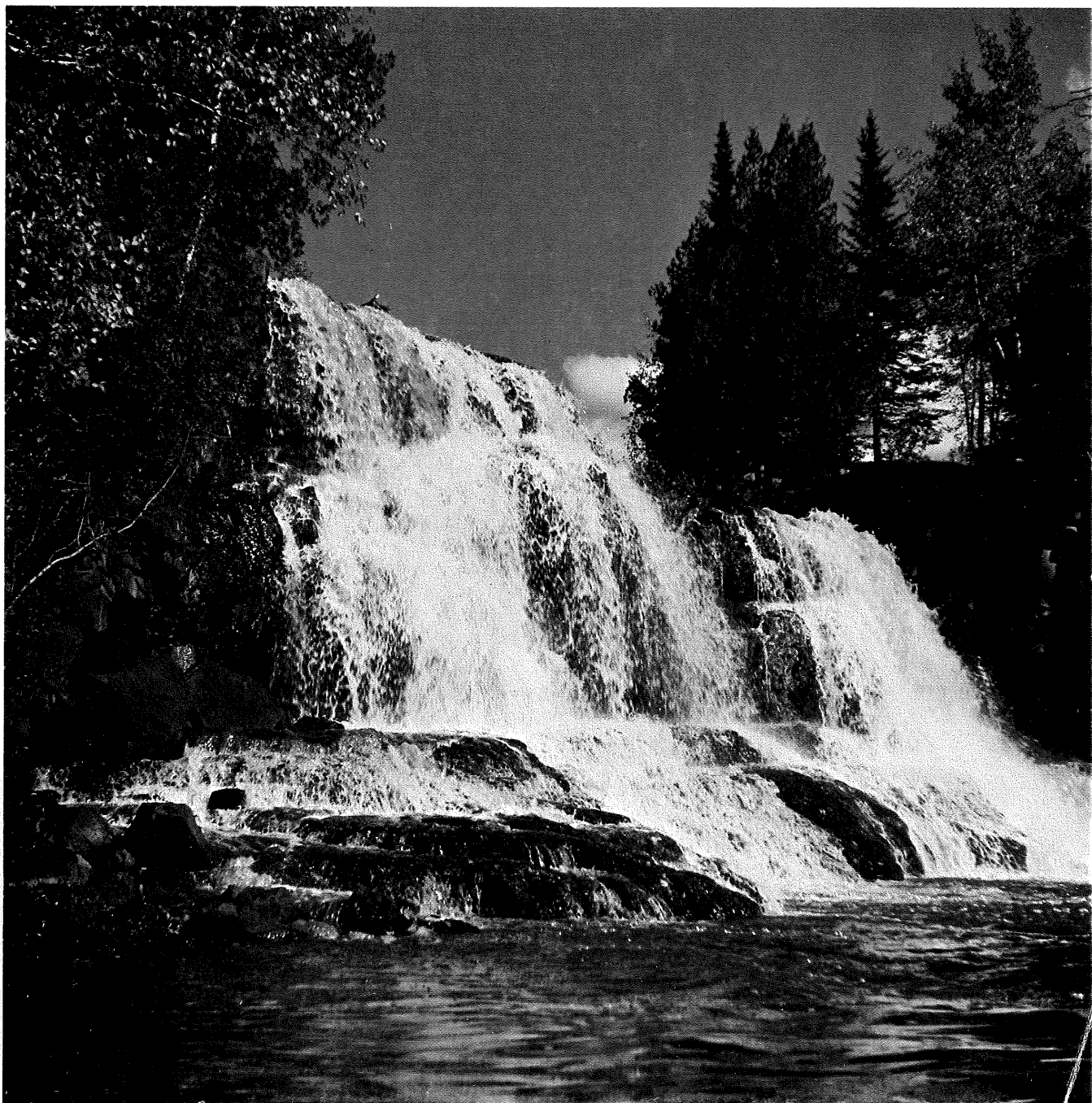


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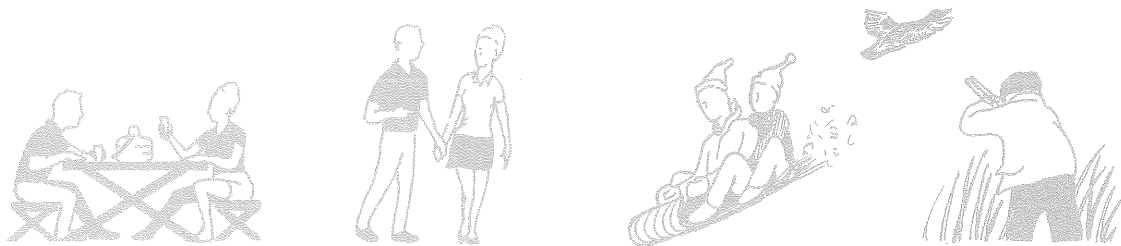
# MINNESOTA OUTDOOR RECREATION PLAN Executive Summary, 1969

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STATE OF MINNESOTA

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This is a summary of the "Minnesota Outdoor Recreation Plan, 1968,"<sup>1</sup> Minnesota Department of Conservation and is based on information gathered in 1967. It presents the priority needs for outdoor recreation facilities based on existing and future demands compared with the supply. The needs are projected to 1970, 1975, 1980 and 1985.

The summary is designed as a quick and easy reference for those public officials or the general public not having time to read the entire Plan.

Minnesota's participation in the Land and Water Conservation Fund Act was authorized by the 1965 Legislature, which designated the Governor as the official liaison officer to apply for, accept, receive and disburse all federal and private funds granted to the State from the Act. The Department of Conservation was designated by the Governor to act in this capacity.

<sup>1</sup> Financed in part by a Land and Water Conservation Fund Grant LW 22-00031

MINNESOTA DEPARTMENT OF CONSERVATION  
St. Paul, Minnesota 55101  
June, 1969



**MINNESOTA OUTDOOR RECREATION PLAN**  
**Executive Summary, 1969**

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STATE OF MINNESOTA

## SCOPE AND PURPOSE

This Summary of the "Minnesota Outdoor Recreation Plan, 1968" covers several basic elements of the Plan — (1) Goals and Objectives; (2) Analysis of Demand for Outdoor Recreation Activity; (3) Inventory of Outdoor Recreation Resources and Facilities; (4) Identification of Needs and Deficiencies; and, (5) The Action Program.

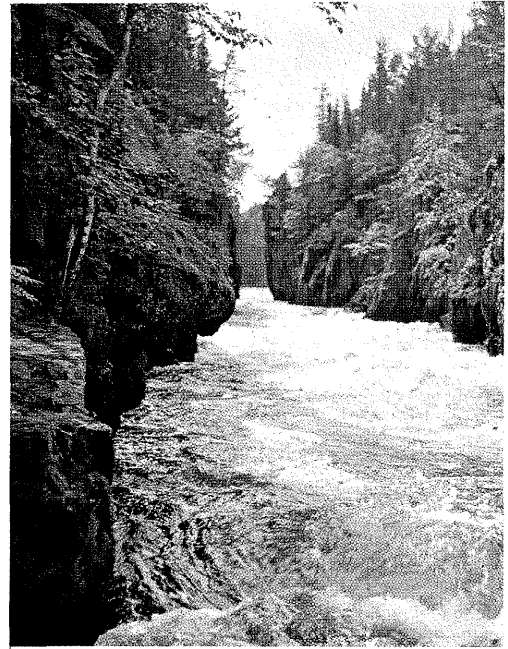
The 1968 Plan was preceded by the 1965 preliminary plan, the first attempt to prepare a comprehensive outdoor recreation plan for Minnesota. Both the 1965 and 1968 plans were prepared to partially fulfill the requirements for participation in the federal Land and Water Conservation Fund Act of 1965 (as amended in 1967).

Never before have the waters and lands forming Minnesota's recreation resources been analyzed to the extent of the 1967 survey. Nor has the participation of our residents in various types of recreation activities been investigated in the detail found here.

This Summary provides a review of where we are in the outdoor recreation field, what we need, and what we should do to meet the demands of Minnesota's recreating public during the next 17 years — to 1985.

It summarizes the demand for outdoor recreation based on participation in various activities and the availability of resources for such recreation, and compares the resource supply to the demand.

Through this process needs were determined for 1967 and projected for the years 1975, 1980 and 1985. Based on this information, a five-year action program has been developed for the acquisition and management of Minnesota's recreation resources, from the small communities to the extensive forests sprawling through Northern Minnesota.



*A variety of scenic lure for recreationists.*

The Plan provides a centralized source of information for all who are engaged in outdoor recreation-resource planning. It presents a base plan by which Minnesota can proceed in the administration of State and Federal funds, particularly those designated for outdoor recreation under the Conservation Fund Act.

Minnesota, like most other states, is in the early stages of planning for outdoor recreation, essentially, a form of land and water use. All plans are subject to change as new conditions arise and as the needs of our citizens and availability of our resources become apparent. A plan with flexibility and subject to periodic change and updating was a necessity.

*Of Minnesota's 3.5 million citizens, 750,000 own watercraft, from canoes to cruisers.*





## GOALS, OBJECTIVES — GENERAL POLICY GUIDELINES

### Goals

The primary goal of the Plan is to provide a high quality of life for the state's residents through protection of its natural resources; its scenic, historical and aesthetic values; and by development of compatible recreational facilities for public enjoyment.

To be consistent with the federal Land and Water Conservation Fund Act such recreation facilities must be accessible to the public and take into consideration the needs of the disadvantaged.

### Objectives

1. The State shall maintain a statewide non-urban recreational system in which protection of natural and cultural resources can be accommodated, together with providing for public enjoyment of such resources through outdoor recreational facilities.

2. Local units of government should maintain local or regional recreational systems to meet the primary needs of their local people.

3. All outdoor recreation programs shall enhance the state's economy wherever possible.

### General Policy Guidelines

1. All levels of government should contribute to meeting the needs of the public in outdoor recreation, consistent with their capabilities.

2. The private sector should be encouraged to enter into providing certain services and facilities for the recreating public wherever economically feasible.

3. Minnesota recognizes the importance of its natural resources and will seek to maintain high quality throughout its outdoor recreation programs.

4. In recognition of the need for joint planning the state will seek local or regional land use controls in concert with its investment in recreation facilities.

5. Primary concern will be placed on the welfare of our residents but with a high tourist economy the economic impact of non-residents will play a significant role.

6. In a state in which water resources play a dominant recreation role, primary attention will be given to the protection of its lakes and streams.

7. Because of unequal population and resource distribution, all planning must be made on a regional basis. For this purpose the 11 Recreation Regions adopted from Minnesota's Economic Regions were used throughout.

### Coordinated Planning

A plan for outdoor recreation in Minnesota can succeed only with joint action by those involved with planning now occurring at all levels of administration.

Coordination of this Plan with overall plans is provided through the State Planning Agency which serves under the Governor's Office. Here state-wide economic studies on tourism, water and related land resource planning and the various phases of regional, county, and municipal planning can be coordinated with this and other plans.

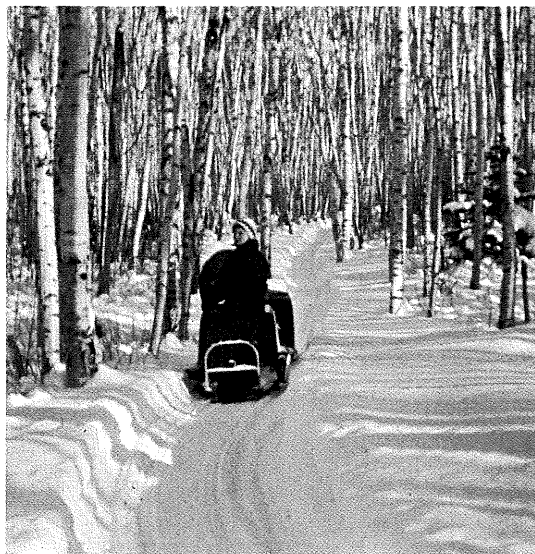
The Department of Conservation manages much of the state-wide natural resource program and state parks. This is a valuable asset in coordinating state outdoor recreation planning with that of other agencies which are involved in managing fish, wildlife, water, minerals, public lands, forests, parks and recreation.

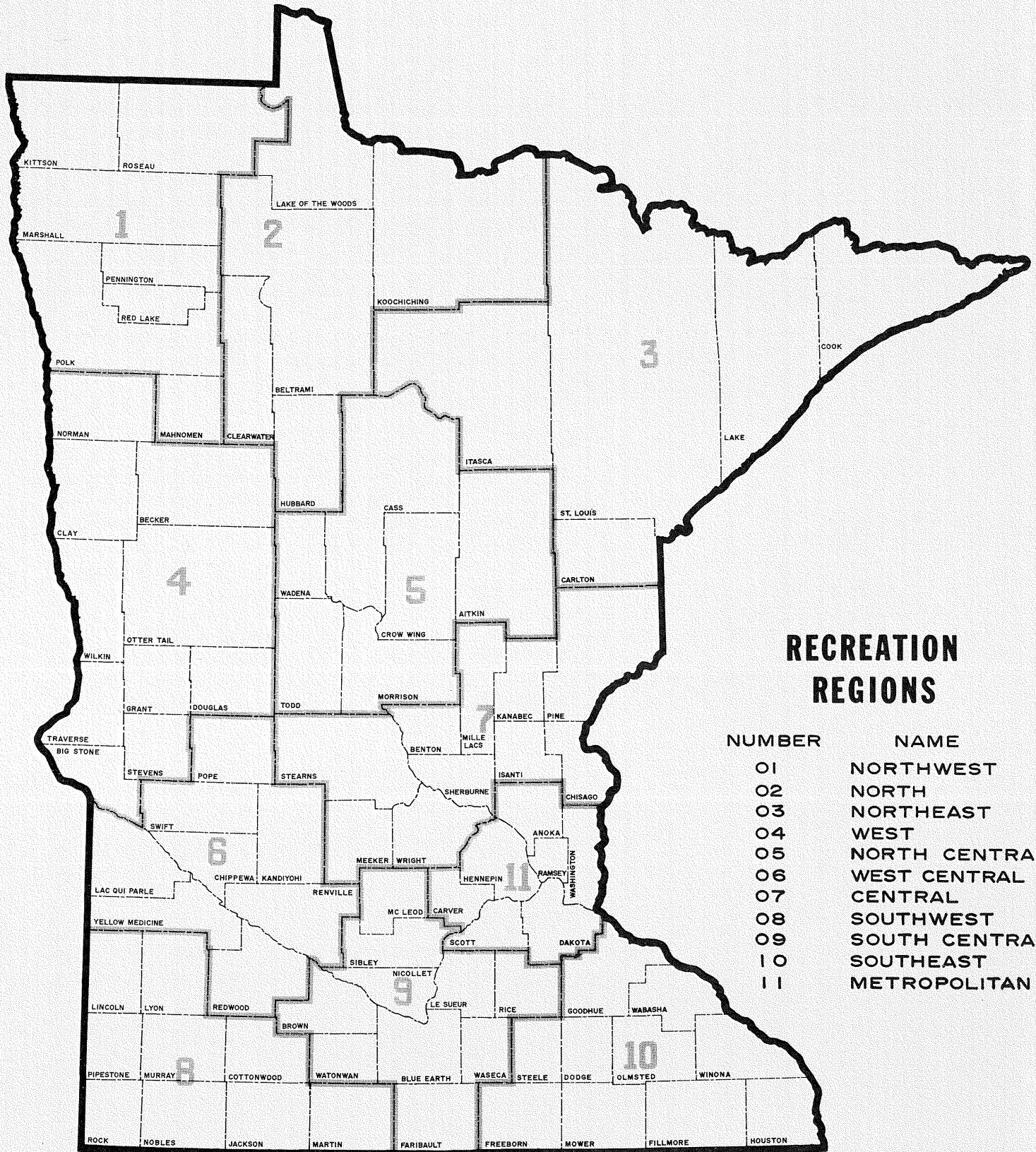
Coordinated planning resulted in development of the Plan's data bank system to make information available to other agencies and local governmental units.

### Recreation Regions

In 1967, Dr. John F. Hoyt of the Department of Agricultural Economics, Institute of Agriculture, University of Minnesota, determined the boundaries of 11 Economic Regions. These Regions were adopted as Outdoor Recreation Regions for the "Minnesota Outdoor Recreation Plan—1968" and are shown on the Map on the page following.

*Snowmobiling is fast becoming a popular Minnesota winter time sport, with more than 75,000 vehicles already in the state.*







## MINNESOTA'S OUTDOOR RECREATIONAL SUPPLY

Minnesota covers about 85,000 square miles of which 4,000 is water. A total of 15,291 lake basins of 10 acres or more dot the landscape; 25,000 miles of rivers and streams wind through the state; 19 million acres are forest land. Minnesota has both an abundance and variety of wildlife, and a wide range of other natural assets.

But just what does this mean in terms of recreation and what use is made of this land and water? What types of outdoor activities do our land and water resources support and how many people can our resources accommodate for various purposes?

By inventorying and analyzing our outdoor recreation lands and waters, an insight was provided into our total recreation resource picture.

To get the most complete picture, 44 different activities were measured.

Types of areas included were national forests, national monuments, U.S. Corps of Engineers recreation areas, U.S. Bureau of Sport Fisheries and Wildlife refuges and management areas, state parks, state forests, state wildlife management areas, state and county highway waysides, state historic sites, county forests and parks, city and village parks, private forests, private campgrounds, and private hunting areas.

The inventory was designed to include all land and adjacent water used by the public for outdoor recreation.

The land inventory also included areas designated for public recreation, and lands utilized for this purpose by private enterprise.

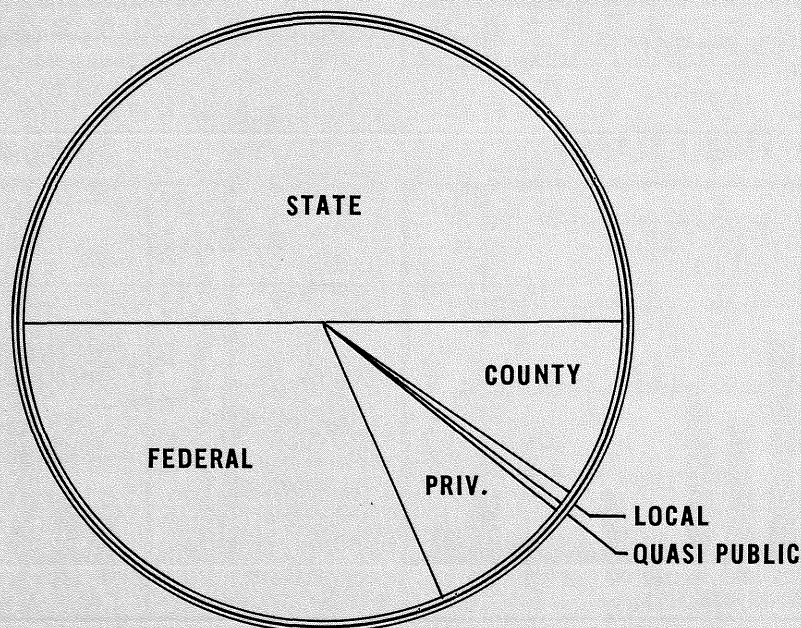
### Land Ownership

One-fourth (more than 12.5 million acres) of Minnesota's 51.2 million acres of land is publicly-owned. Seventeen counties in the northern part of the state contain 87 per cent, or nearly 11 million acres of the total land owned by governmental agencies. In comparison, the southern and western parts of the state are largely devoted to agriculture and have minimum public land ownership.

The federal government owns approximately 3.5 million acres of Minnesota lands suitable for various kinds of outdoor recreation. The U.S. Forest Service owns 3,000,000 acres; U.S. Fish and Wildlife Service — 170,000; Park Service — 578; Bureau of Land Management — 41,000; and Corps of Engineers — 133,000 acres.

The State of Minnesota administers about 8.9 million acres of land, mostly in the northern part of the state. The Department of Conservation is directly responsible for 5.1 million acres (57 per cent). Counties administer 3.6 million acres (40 per cent) and the Department of Highways and various state institutions administer the remaining 3 per cent.

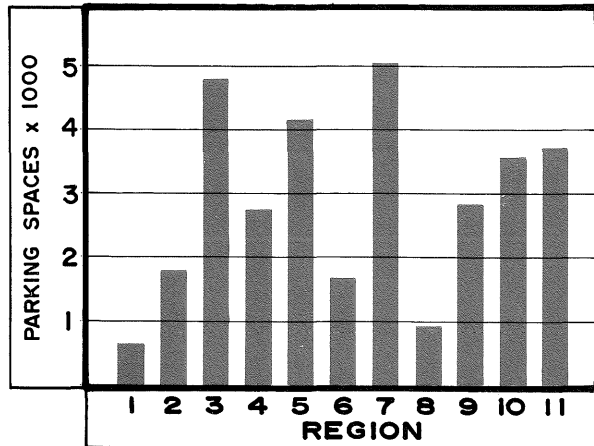
### OWNERSHIP OF TOTAL LAND ACREAGE INVENTORIED AS RECREATION LAND IN MINNESOTA, 1967



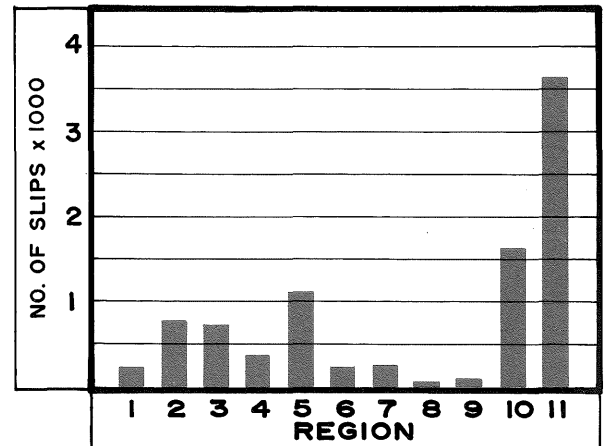
# OUTDOOR RECREATION FACILITY SUPPLY-1967

## FACILITIES FOR WATER BASED RECREATION

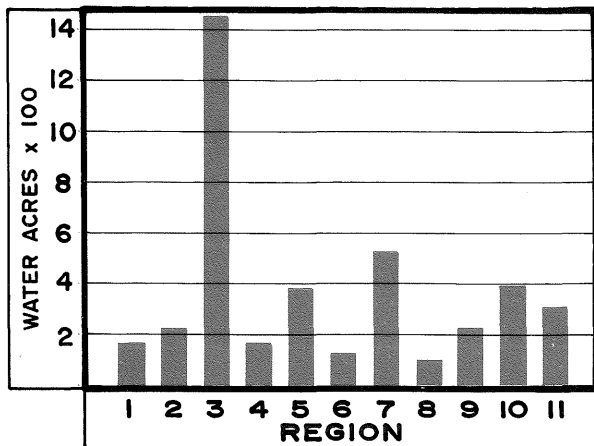
### PUBLIC ACCESS



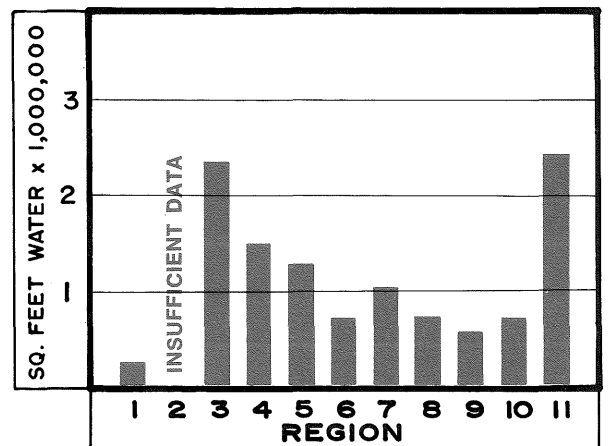
### MARINA



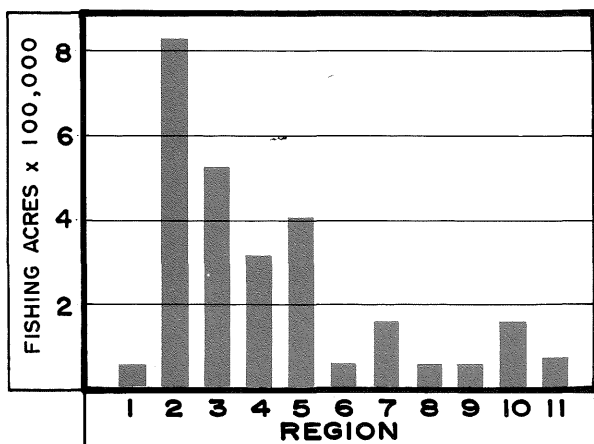
### BOATING & WATER SKIING AREA



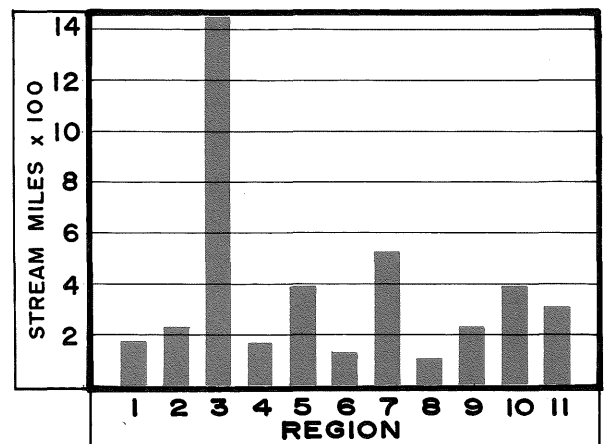
### SWIMMING AREA



### FISHING AREA



### CANOEING STREAM

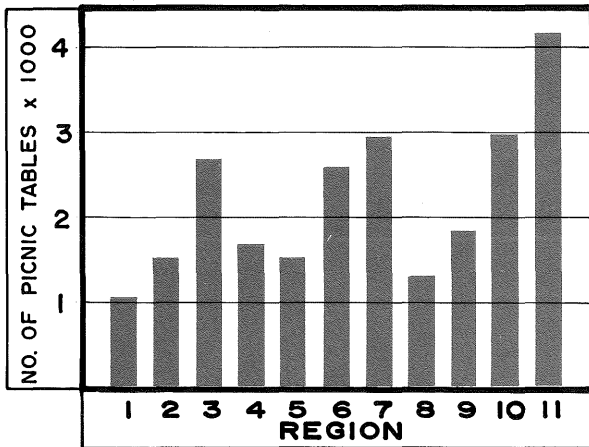




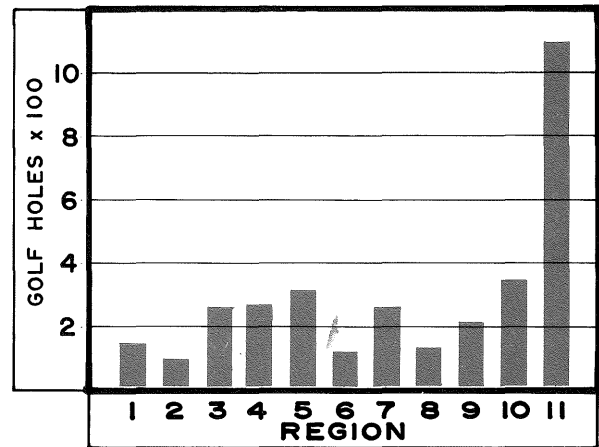
# OUTDOOR RECREATION FACILITY SUPPLY-1967

## FACILITIES FOR LAND BASED RECREATION

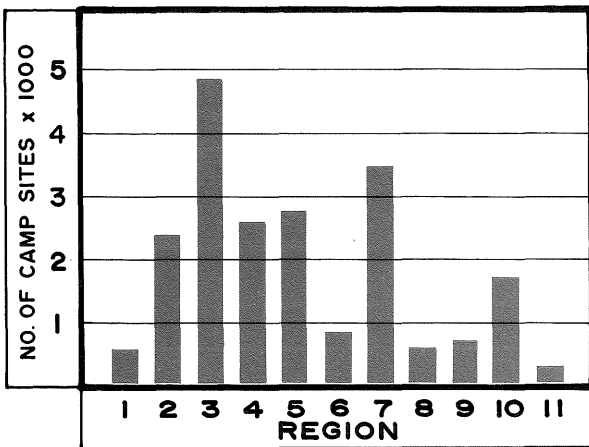
### PICNIC



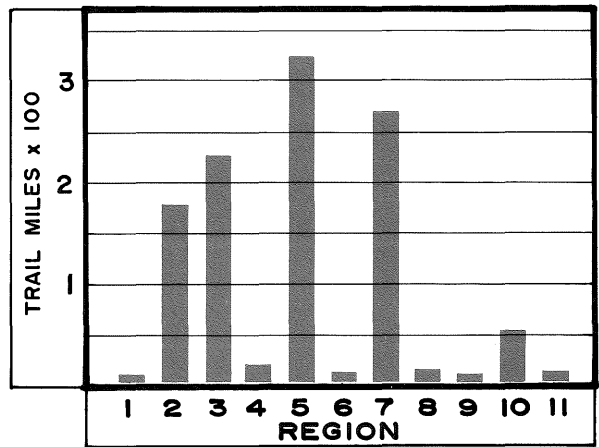
### GOLF



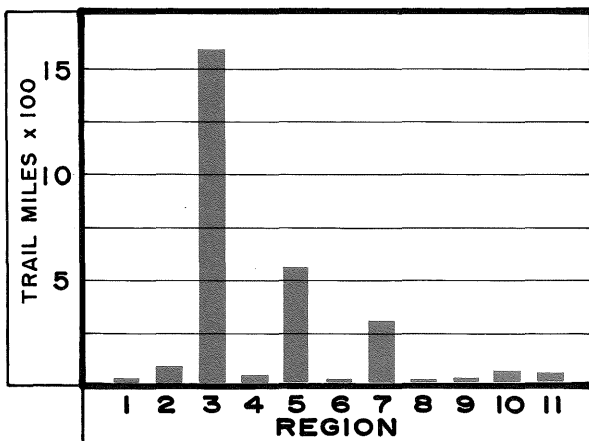
### CAMPGROUND



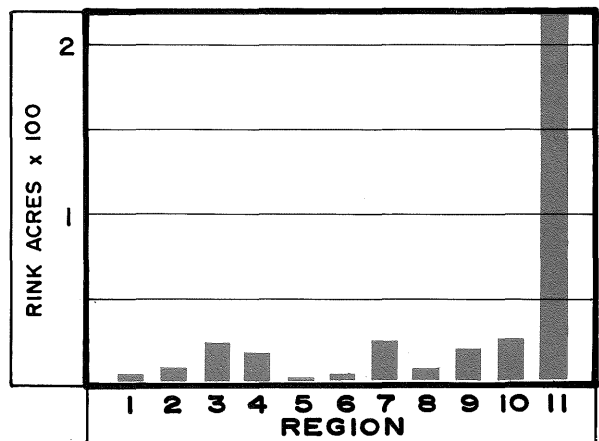
### HORSEBACK TRAIL



### SNOWMOBILE TRAIL



### SKATING RINK

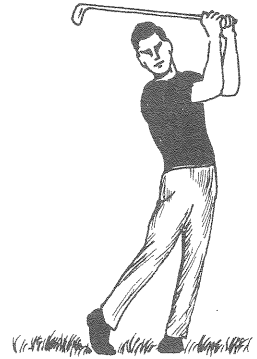


## DEMAND FOR OUTDOOR RECREATION

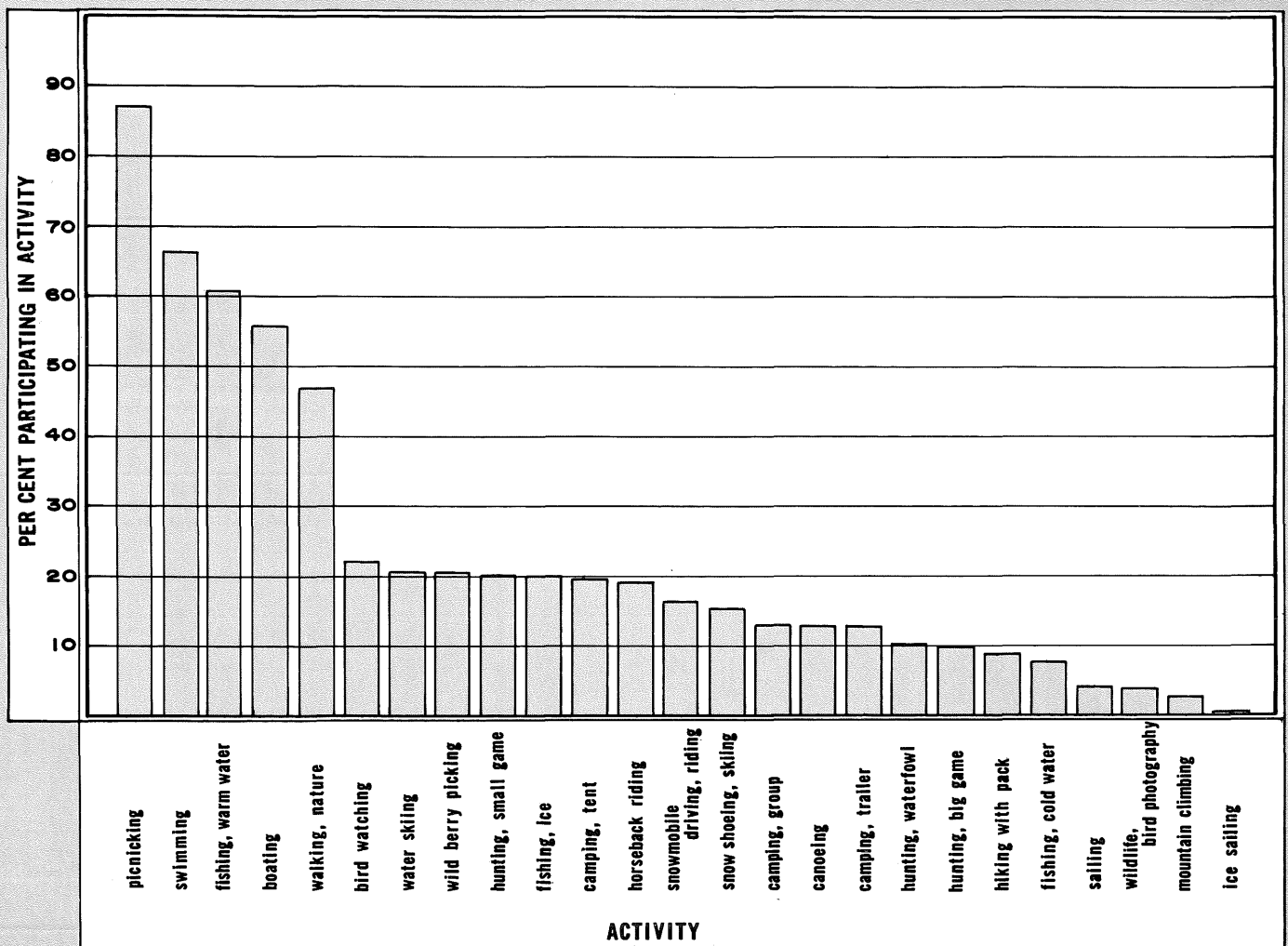
Where do Minnesotans and tourists go for recreation? What are the most popular outdoor recreation activities in Minnesota?

Minnesota's natural lake and forest region, the Lake Superior North Shore, the Canadian border area and the lower Mississippi River form the major core of the state's natural resources for recreation. The predominant northward travel patterns of metropolitan and out-of-state tourists is a reflection of the northern distribution of lakes and forests where much fishing, camping, boating, canoeing and other non-urban activities take place.

To determine the types of recreation activities currently most popular and those for which future facilities will be needed, a state-wide survey was conducted under contract with Midwest Research Institute of Kansas City, Missouri. The survey shows that picnicking and driving for pleasure rank highest in participation of the 44 activities included. Swimming and playing outdoor games were next most popular followed by fishing, urban walking, boating, and bicycling.



### PARTICIPATION IN RESOURCE ORIENTED ACTIVITIES



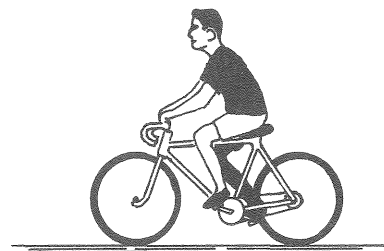


## What Influences Recreation Demand?

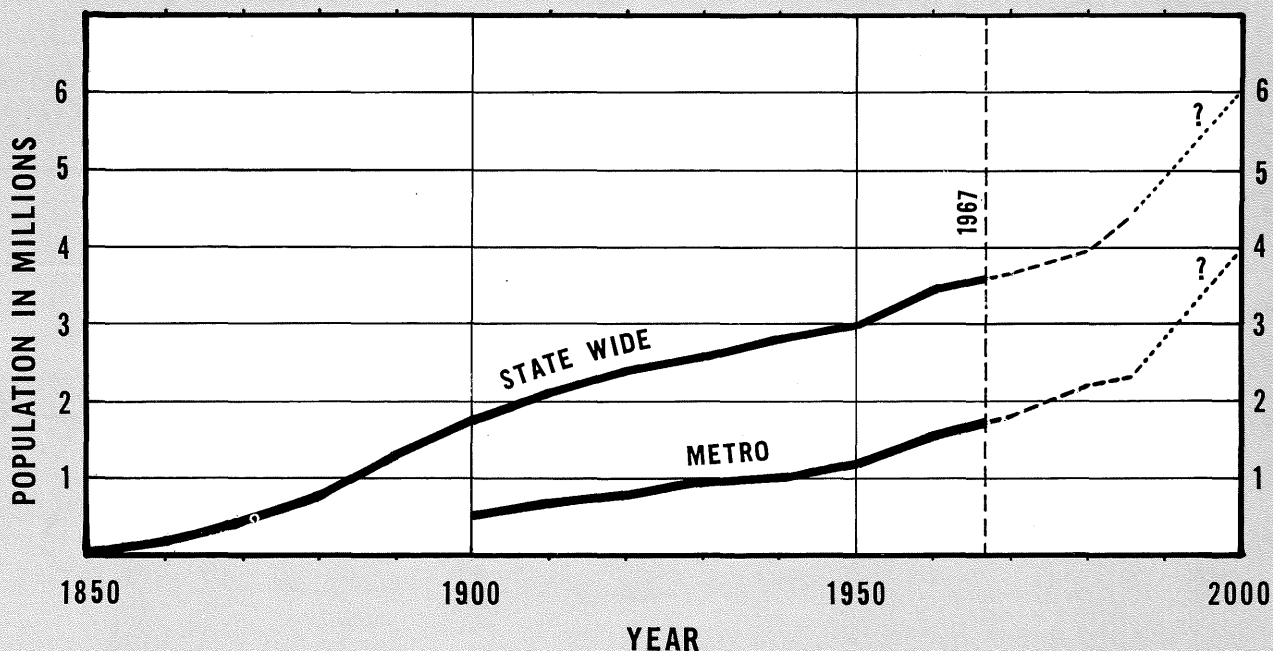
The most important single factor affecting demand for outdoor recreation is population growth. In Minnesota the regional growth patterns are also important since even in 1968 more than half of the state's 3,600,000 population was located in the seven-county Twin Cities Metropolitan Region (Region 11). While the state population is expected to grow at a moderate 0.9 per cent annual rate the Metropolitan Area is forecast to increase at nearly twice this rate, or 2.0 per cent annually.

A second factor in predicting recreation demand is the age group distribution. In this state the greatest increases are forecast for the active 20 to 35, and the older 65+ age groups.

Other factors, including more leisure time, disposable income and mobility, are expected to increase per capita participation in outdoor activities by 160 per cent by 1980 (1967 — base year).



## MINNESOTA POPULATION 1850 - 2000



NOTE: DATA TAKEN FROM PUBLICATIONS OF THE U.S. CENSUS BUREAU AND THE MINNESOTA STATE DEPARTMENT OF HEALTH.

## How Much Demand for Outdoor Recreation in Minnesota?

Recreation demand as expressed here is the amount of activity generated by the recreating public which will require land, water and facilities. Such demand varies with seasons and climatic conditions.

The Minnesota Outdoor Recreation Plan is based on the demand for recreating as found to occur on an average summer Sunday in the case of summer activities, or winter Sunday in the case of winter activities. This Sunday demand was determined to be 30 per cent of the average weekly recreation activity occasions (activity occasion — participation in any outdoor recreation activity for more than ½ hour).

This Sunday demand *for each Region* was a *composite demand* based on these parts:

Part 1 — Local resident demand.

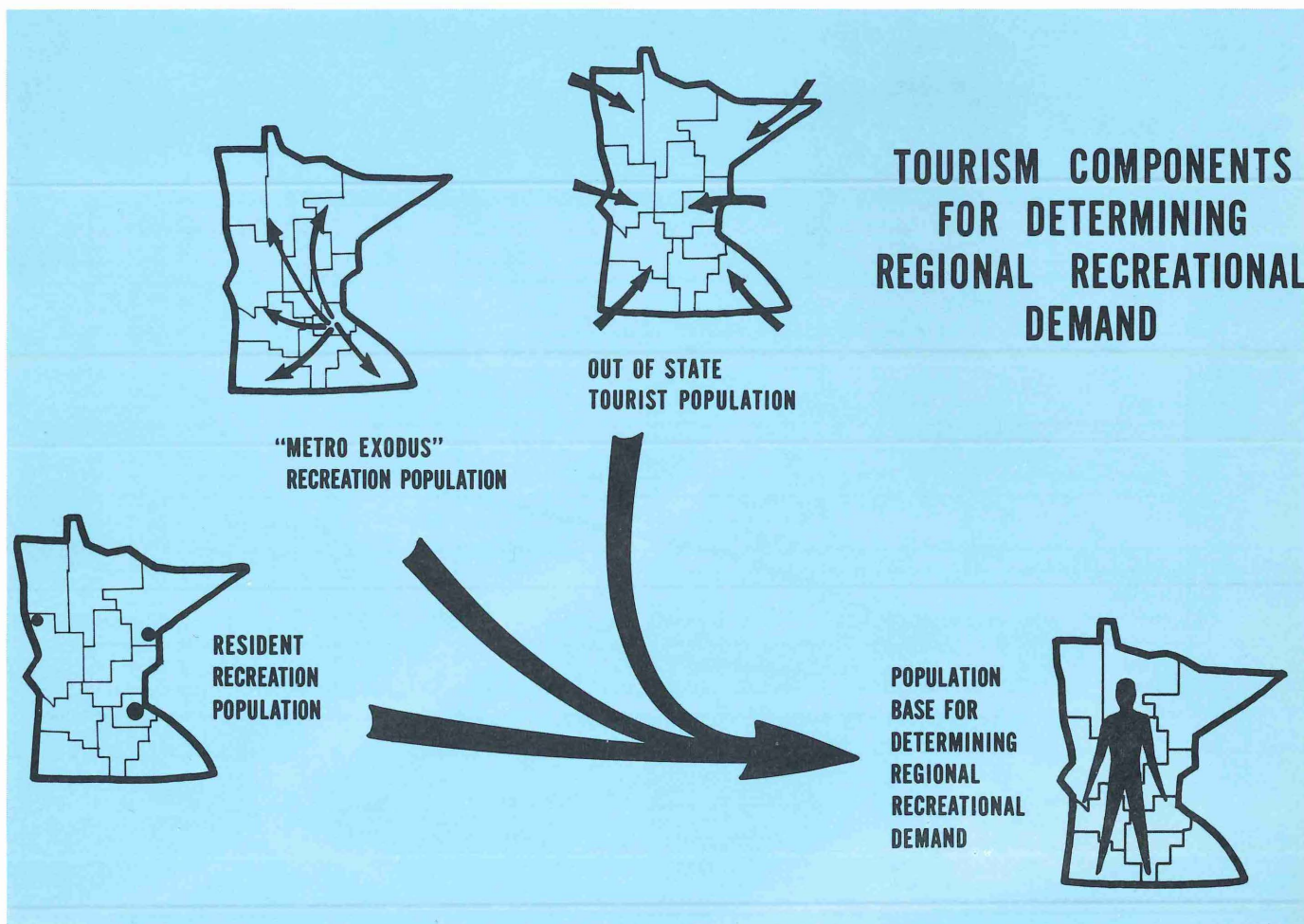
Part 2 — Metropolitan origin demand (for all regions except Region 11).

Part 3 — Non-resident tourist demand.

Using highway survey information it was possible to calculate the impact of the metropolitan and non-resident tourist recreation demand on the local resident demand. Thus a regional estimate of recreational facilities is determined for those major activities requiring such developments.

In certain instances, a single quantitative comparison of supply and demand was not sufficiently accurate and adjustments were made in the light of other knowledge.

Needs and deficiencies resulting from this comparison were made for the years 1975, 1980 and 1985. However, the five-year action program is based on 1980 needs, for which long-range demand estimates were found to be more accurate.





# PARTICIPATION IN OUTDOOR RECREATION ACTIVITIES IN MINNESOTA



annual activity occasions in millions

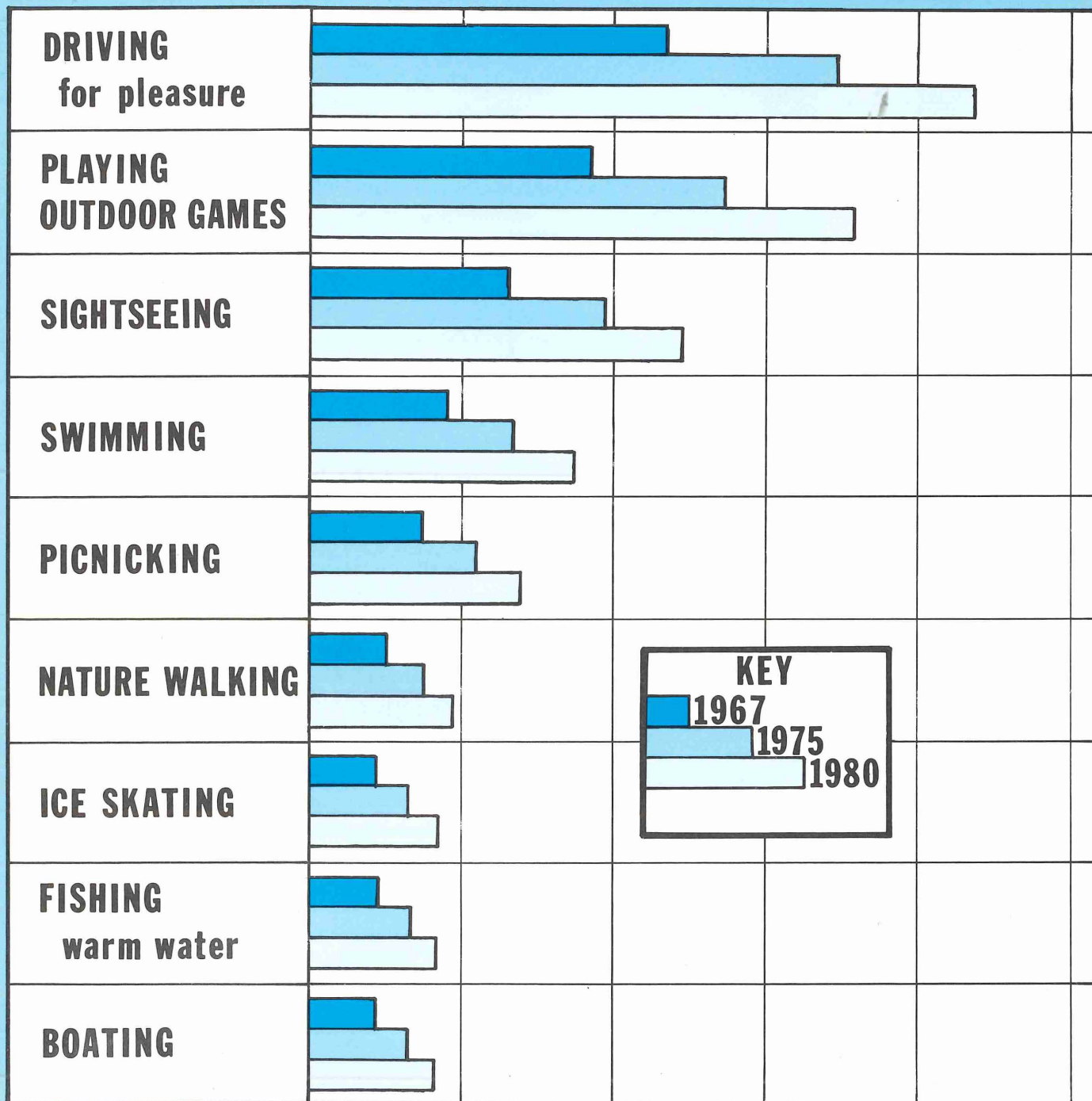
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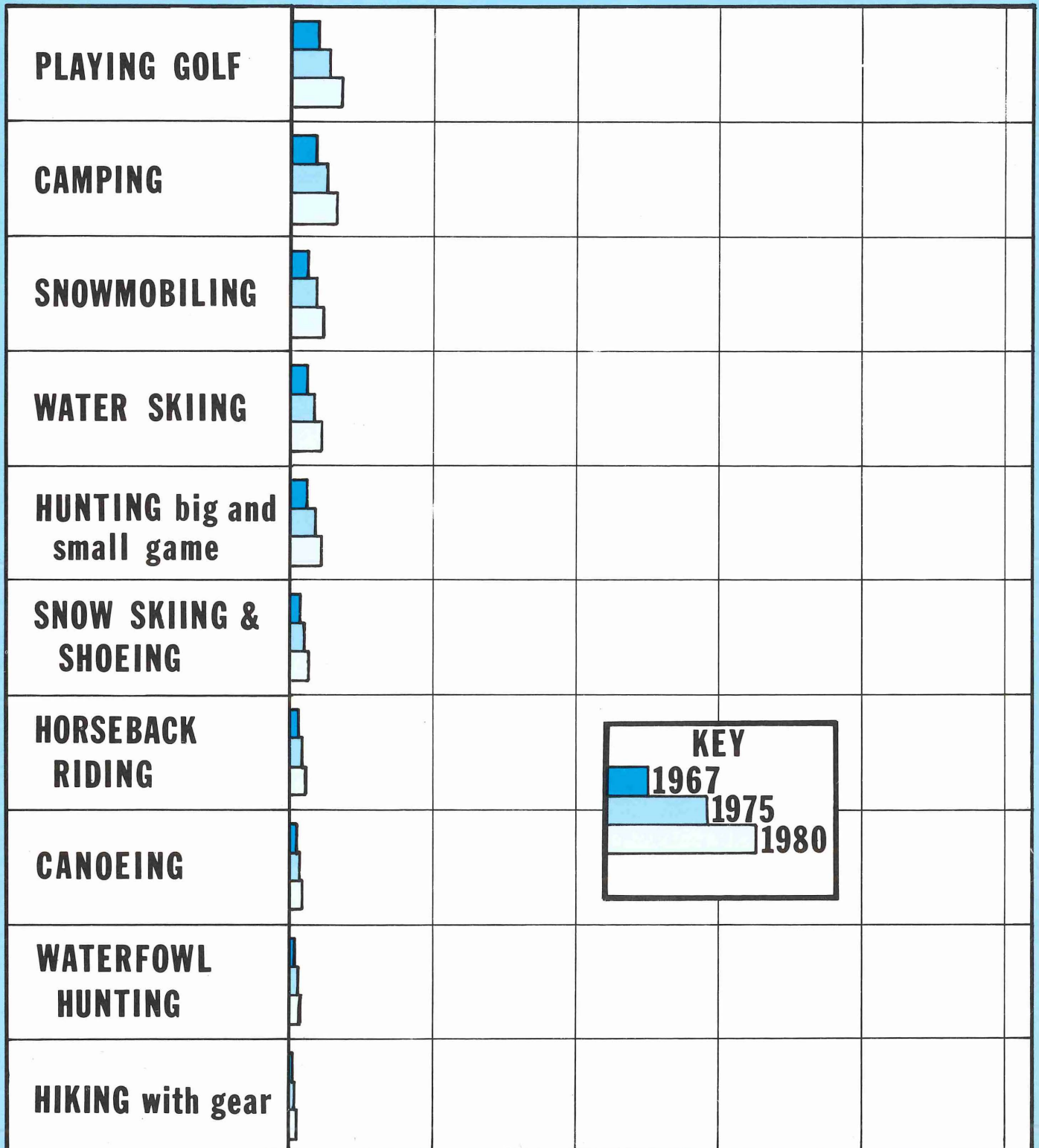
250





# PARTICIPATION IN OUTDOOR RECREATION ACTIVITIES IN MINNESOTA

annual activity occasions in millions  
50 100 150 200 250





## RECREATION AND THE QUALITY OF OUR ENVIRONMENT

Minnesota's outdoor recreation survey revealed that residents are willing to travel considerable distances to areas where the quality of the environment is high. For example, half of our recreationists were willing to travel up to three hours to reach the "backwoods" recreation country where the scenic, natural and refreshing landscape and environment provides the strong attraction.

In a northern forest for example, the environmental setting consists of a mixed coniferous forest intertwined with clear streams and spaced by irregular shaped natural and clear lakes. Such combination of environmental resources is synonymous with a quality environment. Similarly, characteristic environmental features should be retained in any other setting to be preserved to provide the quality setting for recreation. Such values should not be undermined by the influences of a honky-tonk, drive-in, ramshackle building, and other unsightliness. Roads through such areas should be carefully planned to provide enjoyable driving and be free from intrusions such as billboards and power lines which tend to detract from the character of the natural environment.

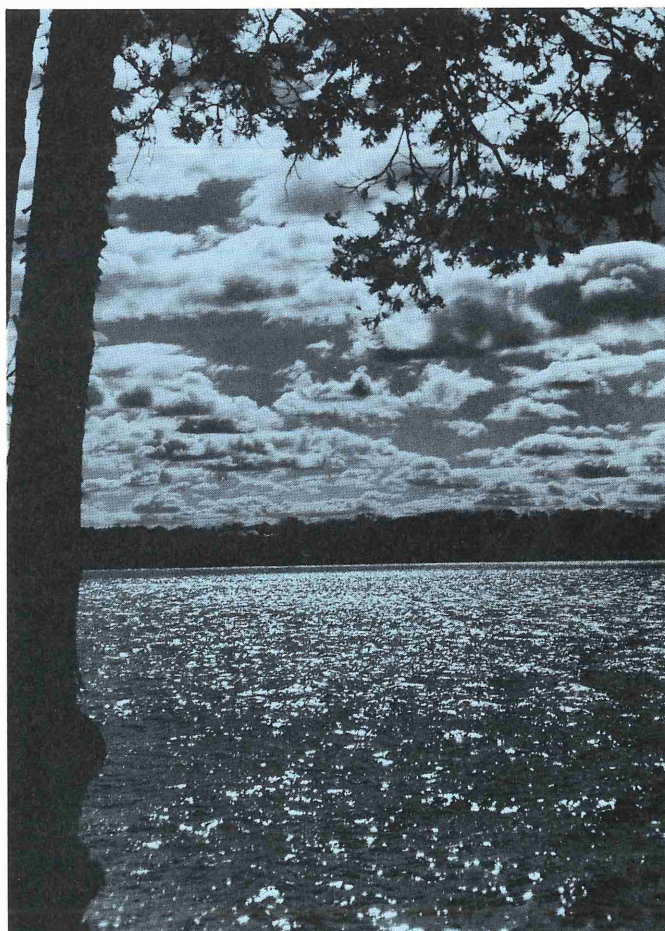
Future selection of recreation lands and waters should represent the types of natural environment characteristic to each portion of the state. From the open Coteau de prairie lands of the southwest to the rock-clad shores of Lake Superior in the northeast, Minnesota has many natural environments, each with its special attraction.

The quality of our environment must also be considered in urban areas. Where the quality of urban environment is high, people tend to be drawn to it and the economy prospers. The preservation of Minneapolis lakes in a parkway system has often been cited as an example of the manner in which this City of Lakes has recognized this as part of its quality environment.

Today, when the majority of people live and work in large industrialized urban surroundings, quality of life must often be sought away from the din of machines and traffic; out of the smoke-filled atmosphere blanketing metropolitan areas; away from cold concrete and asphalt lining the corridors we travel. In returning to our natural surroundings the living conditions given to our forefathers and from which this great country grew, we seek to find the pure air, clean water, pleasant sounds and sights and social recreation activity with which to enjoy this environment.

Just as we must preserve the environment or habitat for each species of wildlife lest it become rare or extinct so must we take heed of our own human "habitat." Although we are adaptable to many changes, the physical and mental "therapeutic powers" of our natural environmental resources are genuine and difficult to duplicate. Best of all they are there for the asking and will provide — if we but conserve and manage.

*... pure air, clean water, pleasant sounds and sights ...*





## MAJOR NEEDS AND PROBLEMS

Minnesota, like other states, has the major problem of distribution of its recreational resources in relation to its population centers. It is a problem compounded by increasing demands on open space near metropolitan centers.

It is now evident that the eastern regions of Minnesota will have increasingly high pressure in the future, especially from the Chicago Megapolis now developing. The competition with Minnesota residents now becoming concentrated in the southeast will put added pressures on already limited resources in this part of the state.

**LAND USE CONTROLS** through land zoning ordinances, easements, and where necessary, fee title purchase, are needed to protect flood plain, unique shorelands, steep and erodable topography, and key scenic, historic and natural areas. Land use controls should complement public programs to protect public investments from encroachments of incompatible developments in prime recreational resource areas.

**HISTORIC SITE PRESERVATION** IS LAGGING and because of limited financing must be incorporated in all open space programs. (There are 1,100 known archaeological sites, but less than 200 have been tested or excavated).

**ENVIRONMENTAL POLLUTION** of air, water and land is causing increasing concern. We will need more intensive agriculture and manufacturing to take care of our increasing population. This can, in turn, cause additional waste. Yet to operate, new and expanded industries will need more clean water.

**MINING IN SOME AREAS OF THE STATE HAS CHANGED THE ORIGINAL LANDSCAPE.** Efforts are now being made to explore ways of enhancing the landscape by preplanning and renovating excavated mineral areas. Innovation of new uses of these areas is needed.

**UTILITIES** and the influence they have on the environment is an important consideration in the nation today, and of concern to utility companies as well as individual citizens. It is indicated that the costly process of underground service to new residential districts will be solved by 1980, perhaps even by 1975. Then, no new overhead distribution lines should be built in new residential subdivisions.

**WATER DEVELOPMENT PROJECTS** in some instances are designed and built in such a way that they replace some of the natural values of rivers and flood plains. Long-range plans should be established for protection of the most valuable recreational rivers against intrusions and to complement the proposed nation-wide scenic and wild river system.

**WATER QUALITY STANDARDS MUST BE ENFORCED AND RESEARCH ACCELERATED** on lake eutrophication (aging process) to preserve our natural lakes and rivers and their recreational qualities.

**WETLANDS ARE DISAPPEARING** at a rapid rate from



*The Round Tower at historic Ft. Snelling State Park.*

drainage and by sedimentation and other pollutants. It ultimately will be necessary for the state to determine the amount of wetland acreage that must be preserved, to identify these areas, and to provide for their permanent protection.

**UNDEVELOPED ISLANDS** in some lakes and rivers are the only remaining natural vestiges on our lakes. Zoning controls or acquisition of such islands should receive high priority.

**DESIGNATION, ACQUISITION AND PROTECTION OF NATURAL AREAS** is a vital need of the state. Proper legislation, financing and administration can insure the protection of a system of natural areas.

**PLACEMENT AND DESIGN OF THE STATE'S HIGHWAYS** should preserve and enhance the natural environment. Cooperative review of future highway plans with reference to natural resources, as presently being done between the state Department of Highways and the Department of Conservation, must be continued. Consideration also should be given to the problem at the county or regional levels.

**OVERNIGHT REST AND CAMP FACILITIES** are lacking for road travelers along some of our major highways. The private sector should be encouraged to supply such facilities and the state should assist with technical aid.

**LACK OF PUBLIC UNDERSTANDING**—Plans and programs calling for the expenditure of public funds cannot proceed past the planning stage without public support. This support can be obtained only through an effective information and education program. There must be good communication between the people of Minnesota and state, federal, county and municipal personnel responsible for administering various programs. Broad, aggressive new conservation information and education efforts are necessary at all levels.

## HIGHLIGHTS OF MINNESOTA'S RECREATIONAL POTENTIAL

Minnesota's natural resources are varied and many are yet abundant. They provide unique recreational opportunities but it remains for the public agencies responsible to encourage and direct the best use of the resources for such purposes.

The most immediate statewide recreational needs are to develop the existing opportunities of public areas and to set aside additional land and water for recreational purposes accessible to major population centers and which will provide for a choice of recreation activity in a quality setting. In many cases this involves the preservation of wild areas, natural features, scenery, and significant historic sites and buildings.

Such recreation areas should provide all segments of our present and future population and their visitors with adequate outdoor recreation areas near enough to their homes for frequent day and weekend use, as well as the more remote areas for vacation use.

A NEW, COMPREHENSIVE INVENTORY OF ALL ENVIRONMENTAL RESOURCES should be incorporated in active land use planning. This would be an important part of the next updating of Minnesota's Outdoor Recreation Plan.

**STATE FORESTS** — The Department of Conservation's Division of Lands and Forestry administers nearly 3,000,000 acres of state forest land. About 500,000 acres are within a three-hour drive of the center of the Twin Cities Metropolitan Area. These forest areas will be of particular importance in helping the state fulfill its share of the obligation to the recreation demand.

**STATE PARKS** — Potential new state parks and in some parks, development on existing lands, can offer much opportunity for future recreation.

**STATE-WIDE TRAILS SYSTEM** — The Minnesota Department of Conservation is planning a state-wide network of more than 3,000 miles of recreational trails. The system will tie in with trails planned by communities and cities along the system and with the potential National North Country Scenic Trail.

Our river trails hold great potential, particularly for canoeing. Some are not suitable for on-the-water recreation but, because of their wild and scenic qualities, should remain as they are, and protected through a state recreational rivers system.

**PROPOSED VOYAGEURS NATIONAL PARK** — The recreational opportunities of the northern lakes and their shorelines, as would be encompassed in the proposed Voyageurs National Park, are unexcelled. The protection of this area as a significant portion of Minnesota's lake country landscape is vital.

**NATIONAL WILD AND SCENIC RIVERS SYSTEM** — In July, 1968, the Congress of the United States enacted the National Wild and Scenic Rivers System. Included in the

system are 200 miles of the upper St. Croix River. Seventy-five miles adjoin Minnesota's eastern border above Taylors Falls. The law provided for preservation of the river corridor and additional facilities for canoeing, hiking, and other outdoor activities.

**HUNTING** — The management of private land must consider wildlife as a part of total land management if hunting is to remain a major recreational activity for a large segment of the population. Lesser-known species such as woodcock, jacksnipe and rail along with small mammals such as squirrels and rabbits, continue to offer what might be termed an "untapped resource" for the hunter who is willing to divert from Minnesota's "Big Four," (ducks, grouse, pheasants, and deer).

**FISHING** — An accelerated effort in fisheries management would help restore fish habitat. Because the expansion of the fisheries resource is limited, an intensified protection of fish spawning grounds, increased fish population control and experiments with exotic species are opportunities that should be explored.

As in hunting, there are numerous species of sport fish (such as perch, white bass and bullheads) which are overlooked by the fisherman. Anglers pass up fine fishing opportunities by not recognizing the potential of these and other species.

**WINTER ACTIVITIES** — Additional opportunities for winter recreation are relatively unexplored and unpublished — ice sailing, cross-country skiing, snowshoeing, bob sledding, tobogganing and sleigh-riding, for example.

**DRIVING FOR PLEASURE** — Expansion is needed of existing public areas and private services along scenic routes; and the zoning and easement is needed to protect scenic areas along the highways. Historic sites along highways are of particular importance.

**AGED AND HANDICAPPED** — Every Minnesotan should have an opportunity to enjoy outdoor recreation activities. The development of outdoor recreation facilities for the aged and handicapped would offer many opportunities to enrich the lives of these people.

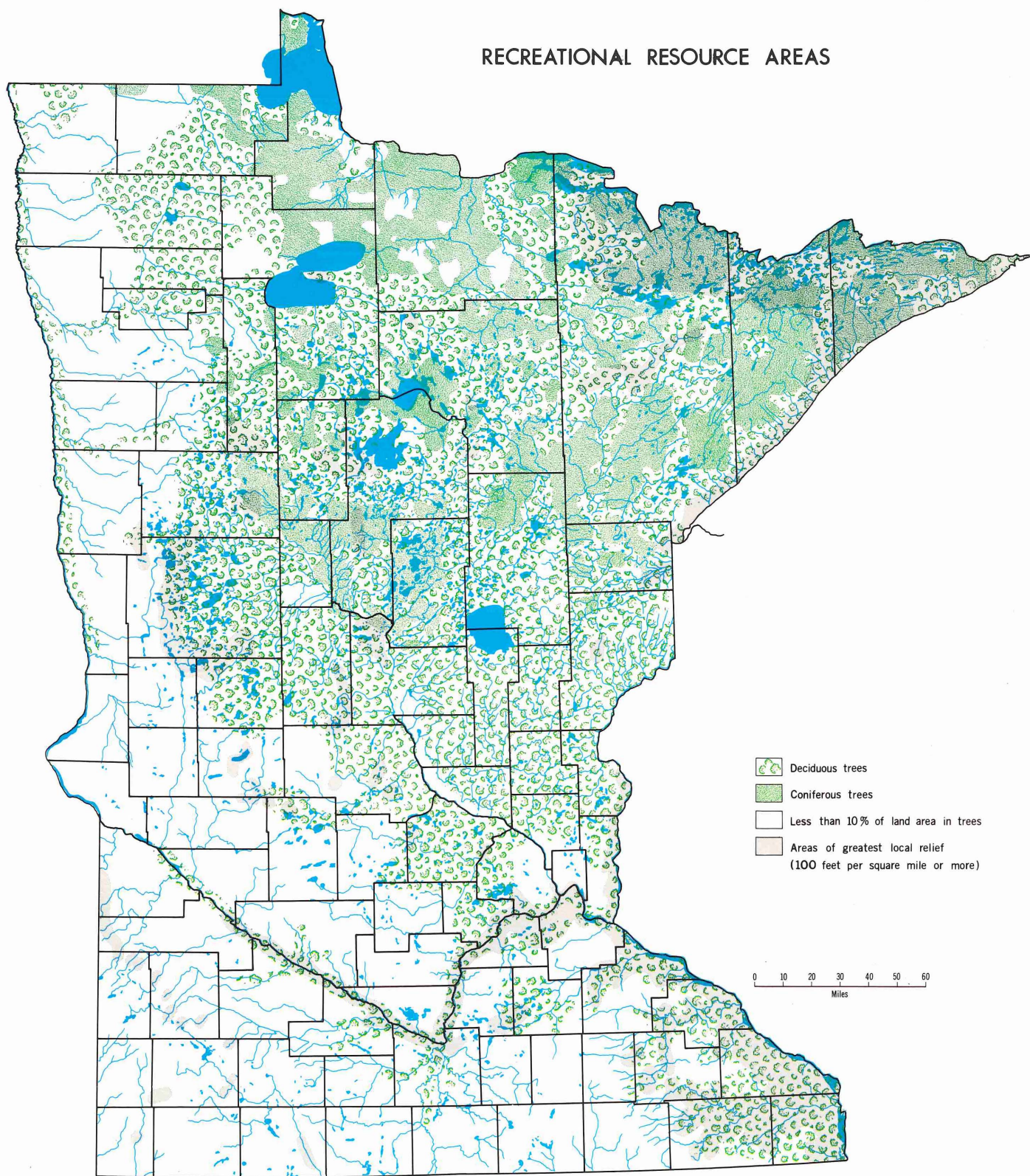
*A peaceful forest trail where the Sioux and Chippewa once traveled.*





# OUTSTANDING FEATURES OF MINNESOTA'S RECREATION RESOURCES

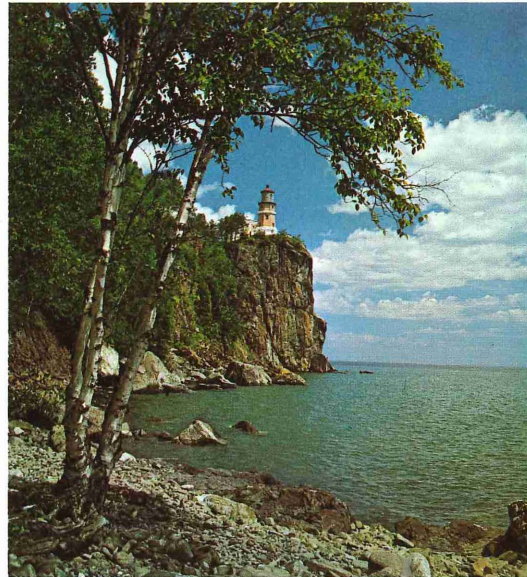
## RECREATIONAL RESOURCE AREAS



Data from Borchert and Yaeger, 1968

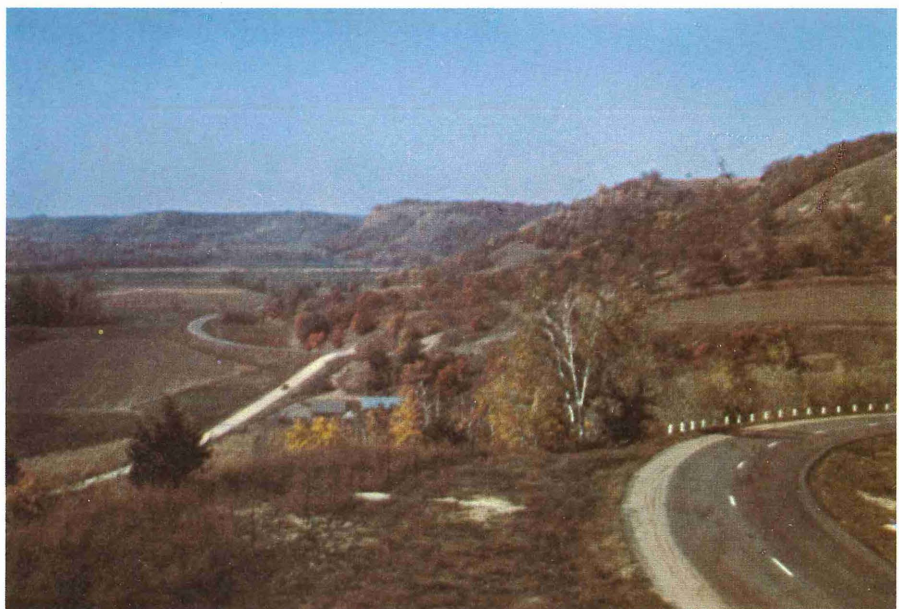


*Historic Split Rock Lighthouse on Minnesota's North Shore overlooks majestic Lake Superior, world's largest fresh water lake, in famed Arrowhead wilderness country.*



*Thousands of Minnesota lakes invite the pleasure-seeker to boat, swim, fish — to participate in an endless array of water-related activities.*

*The Minnesota Memorial Hardwood Forest, extending through the famed Hiawatha Valley in southeastern Minnesota, is designed to enhance recreation, timber production and good conservation practices.*



## NEEDS AND ACTION PROGRAM

### Environmental Resource Needs

In Minnesota, endowed with thousands of natural lakes, the protection of water quality and aesthetic values of shorelines are more vital than the construction of new water areas for recreation. The quality of life in Minnesota and the attraction of tourists to bolster the economy depends heavily on the preservation of this water, no doubt the state's greatest single asset for outdoor recreation. Some centralization of responsibility for recreational boating — its promotion, safety, and safe-guarding against water developments adversely affecting it — should be strengthened. Consideration should be given to the state's responsibility in providing recreational navigation facilities such as markers and channels, perhaps through grants to local governments.

### Shoreland Protection

**THE NEED** — To prevent undesirable developments on shorelands of rivers or lakes where such encroachments will increase pollution of the lake, cause soil erosion, or destroy natural fish and wildlife habitat or the aesthetic values.

**PROGRAMS NEEDED** — Extend existing programs of acquisition of natural fish spawning areas to include acquisition of selected, undeveloped shorelands best suited for conservation purposes. This includes fish and wildlife habitat, protection of highly erodable soils, and protection of lands of prime scenic quality. Timing is of the utmost — many of these lands will not be available after 1975.

**COORDINATION** — Make a more thorough review of local land use plans affecting shorelands, and shoreland plats of new developments; and establish a lake by lake shore-

land management plan. The field personnel of the Conservation Department will need to make such review as necessary. A constant review and close coordination is necessary between federal and state water development projects with planned recreational features.

Shoreland management and flood plain management complement each other in their common goal of making the best land use possible.

**RESEARCH** — A complete evaluation of key shoreland tracts is currently under study by the University of Minnesota. The study is designed to determine methods for identifying fish and wildlife habitat needs for each lake, methods for determining soil conservation or shoreland needs, and to establish criteria for selecting outstanding aesthetic sites.

**FINANCING** — Providing model ordinances and inducements for shoreland zoning can be the responsibility of the Department of Conservation's Division of Waters, Soils and Minerals if properly staffed. Estimates of the amount of shorelands needing preservation could be made following completion of a lake shore development study now in progress. This program may require state bonding to accomplish its objectives.

**ALLOCATION OF FEDERAL FUNDS** — Federal aid provided for restoration and acquisition of fish and wildlife habitat is through the Dingell-Johnson (wildlife) and the Pittman-Robertson (fish) program. Land and Water Conservation monies are available for acquiring scenic or recreational areas.

**ACTION RELATING TO QUALITY OF ENVIRONMENT** — The state must adopt rigid policies for protecting state-owned lands bordering recreational lakes or streams from encroachments of power lines, roads, dumping grounds and timber cuttings, and encourage local governments to do likewise.



*Swimming ranks second to picnicking as most popular outdoor activity in Minnesota in terms of per cent participation in resource-oriented activities.*



## Water Quality

Recreational values of our lakes and streams as well as other values depend heavily on their water quality. In the face of the many uses to which our waters are subjected there is a definite need to realize the extent of these values in the protection of our water quality. In many forms of outdoor recreation including body contact with water, the highest quality standards are necessary.

### NEEDS:

1. Modification of pollution control laws to strengthen local and state enforcement.
2. Require immediate notification of authorities in cases of accidental spills or losses of commercial products.
3. Require permits for waste treatment for certain industrial buildings and extension of liability beyond health concerns to that of fish or other natural resources.



*Lakes as far as the eye can see.*

## Lake and Reservoir Dam Protection

Many dams were built more than 50 years ago to raise certain lakes during lumbering operations, or for hydro-electric purposes; or during federal public works programs more than 30 years ago. Today a number of these dams are endangered and natural lakes or reservoirs would suffer losses of established shorelines if they were lost.

As these dams became obsolete for the purposes for which they were built and maintenance was discontinued, the recreational and aesthetic values were often placed in jeopardy.

### NEEDS:

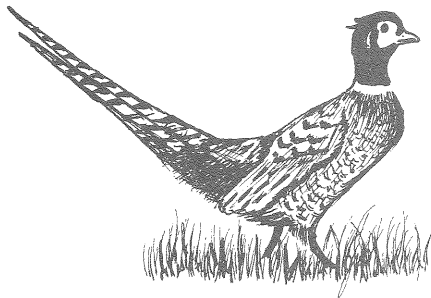
1. Establish responsibility of the dam owners if private and the local, state and federal governments for the reconstruction and maintenance of dams for which needs yet exist.
2. New state and federal assistance programs are needed to provide legal establishment of responsibility and financing. Federal aid is considered proper since many dams were instigated through federal action.

LEGISLATIVE REFERENCE LIBRARY  
STATE OF MINNESOTA

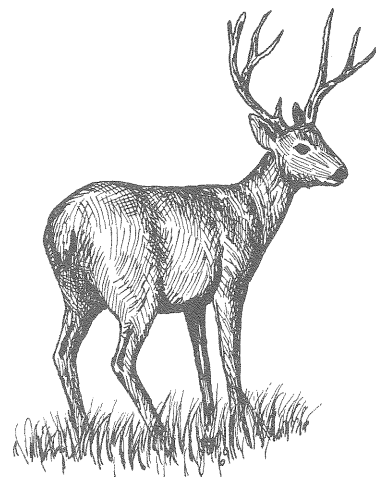
*Highway-accessible vistas such as this keep driving for pleasure Minnesota's number one outdoor pastime in terms of activity occasions.*







MANY WILDLIFE RESOURCES  
AND SCENIC AREAS  
ARE CONTROLLED BY  
PRIVATE LANDOWNERS.



## Protection and Preservation of Key Scenic, Natural, Historic and Aesthetic Environments

**THE NEED** — Minnesota has many sites of outstanding scenic beauty such as the rock shores of Lake Superior, the bluffs along the Mississippi River Valley, and waterfalls of unique quality such as the Pigeon River Falls on the Minnesota-Canadian border.

These are just a few samples of the natural landscape, its geology, botany and wildlife that need preservation. Minnesota is also rich in history — Indian explorations and pioneer settlements, for example. The most unique historic sites must be preserved if the memorials are to be recognized now and in the future.

### ACTION

**LEGISLATION** — Legislative designation of state historic sites, monuments, and state parks should be continued. Wild and scenic portions of lakes and rivers should be included in a legislative or administrative designated *scenic lake shore or scenic river* program where state action is needed to protect and preserve the aesthetic qualities of such waters.

**NEW PROGRAMS** — A state-wide inventory of all scenic, historic, cultural, natural and other aesthetically valuable lands and water should be effected immediately. Such an inventory should be utilized in assigning priorities for future acquisition for state parks, state historic sites, and scenic shore lines, and in coordinating project planning of highway construction, water resource development projects, and urban developments.

**COORDINATION AND PLANNING** — The inventory and the acquisition to follow should be incorporated into the updating of the state-wide Outdoor Recreation Plan, in future historic sites programs, and into regional and local plans. The inventory should be accomplished by the Conservation Department, the Historical Society, and the University of Minnesota, with the assistance of other agencies and organizations knowledgeable about these resources.

**RESEARCH** — Continued exploration of archaeological

sites, historic sites and related events is vital. Academic sources will assist in identifying the remaining specimens of our original landscape.

**FINANCING** — The inventory survey may be partly financed with Land and Water Conservation funds matched with regular appropriations to the agencies involved.

**RARE AND ENDANGERED SPECIES.** The protection of rare and endangered species of plants, wildlife and fish through the acquisition of lands or regulation of the take should be considered a part of any natural area preservation program.

**CONSERVATION INFORMATION AND EDUCATION** — Promotion of conservation in public schools and to the public in general is vital to the future of our resources. An understanding of the principles upon which the protection of our human environment depends and the relationship of natural environment is necessary to the welfare of Minnesota's resources and its citizens.

## Resource Protection by the Private Sector

**NEEDS** — Much of the State's natural values, particularly wildlife, are yet under control of private landowners. Many of these owners exercise wise management but pressure from developers or other interests contrary to the preservation of the natural environment result in losses of these resources.

**ACTION** — Both legal and financial assistance is needed to give private landowners incentive to retain needed open space lands and to protect those environmental habitat needs as required for preservation of natural and recreational values, particularly for wildlife.

Tax deferment incentives to retain open space lands in private ownership in intensively developed urban areas has been suggested. Establishment of a federal "Water Bank" similar to the Soil Bank of the past should be supported.

Extension work to provide private landowners with technical assistance must be increased.

## MAJOR LAND AND WATER NEEDS TO MEET 1980 DEFICIENCIES

### Water Resource Needs

It was mentioned at the beginning of this section that Minnesota's chief concern of its water resources might dwell on the protection of existing lakes and streams. In this state, with approximately 2.1 million acres of water in the form of existing lakes or reservoirs each of a size of 150 acres or more, resources for water-based recreation are ample.

Comparison of the demand for water surface needed for recreation with the supply revealed no statewide deficiency of surface waters for at least through 1985 for boating, fishing, water skiing or swimming.

However, certain regions, namely the Southern and Twin Cities Metropolitan, may not have sufficient carrying capacities within the regions to meet local demands by 1980, thus making it necessary to provide additional access to more distant waters.

Additional boating waters in the southern part of Minnesota where conflicts due to intensive use are likely to occur in the near future, can be partly alleviated by use of lakes too shallow for good fishing and yet too deep for waterfowl production. Many of these areas if developed with proper access and service facilities can be used for boating and water skiing to help alleviate this heavy demand on existing boating lakes.

Because the 1967 demand study shows demand exceeding supply in the case of trout fishing, it is recommended that restoration and maintenance of trout or salmon habitat and fishing accesses be given priority in streams or lakes classified for cold-water fisheries management.

It is also suggested that promotion of the state's fish resources as a tourist attraction be more concentrated on the highly productive areas and more abundant species. This could be one means to help preserve the more fragile wilderness quality of our northeastern lakes.

### Land Resource Needs

Of all eleven regions considered in this Plan, the greatest need for recreational land is in the Twin Cities Metropolitan Region 11. The east-central and southeastern parts of the state will also experience substantial increases in the demand for outdoor recreation land.

State-wide, the FORECAST OF RECREATIONAL LAND NEEDED BY 1980 is for an additional 262,336 acres of developed recreation lands by federal, state, county, municipal and private sectors. About 22,000 acres should be provided by the state agencies in parks, forests, boat launching sites and highway waysides. (This does not include the need of approximately ½ million acres of lands requiring development for wildlife management to maintain the hunting resource.)

In STATE PARKS, the ratio of developed lands to undeveloped (buffer) lands should be about 1:75 (developed : undeveloped). This will be necessary to maintain the present quality of our state parks.

In most STATE FORESTS, the buffer lands will be provided by existing forest lands under proper management policies. Developments planned on such forests can be accommodated without further land acquisition except for the southeastern and east central regions of Minnesota where existing state lands will not be entirely sufficient.

TRAIL DEVELOPMENT constitutes a major land resource need. State park and state forest lands can supply the large land areas for meeting the majority of needs to be met by the state. Where possible such trails should be linked by cross-country trails established as part of a planned system.

Needs for lands for GOLF COURSES, PLAYGROUNDS AND SIMILAR DAY-USE FACILITIES constitute the major underlying need to be met by counties, municipalities and private enterprise.

*Resorts provide a variety of outdoor recreation for citizens and tourists.*



## Action to Meet Our Land Needs

The main state thrust should be concentrated on development of existing public lands as necessary, followed by acquisition and development of new lands where the deficiencies in land area by 1980 are obvious. The state must also seek to protect its key scenic, historic and natural areas through such resource-oriented acquisition programs along with overall park and recreation acquisition needs. Protection of prime resources should take precedent over development where the latter may endanger the resource on which the public enjoyment is based.

Emphasis on cross-country trails poses new problems in development of rights-of-way. Boating needs will require more land facilities at public launching sites.

**ACTION TO MEET THE NEEDS** — State action to meet the needs constitutes four categories:

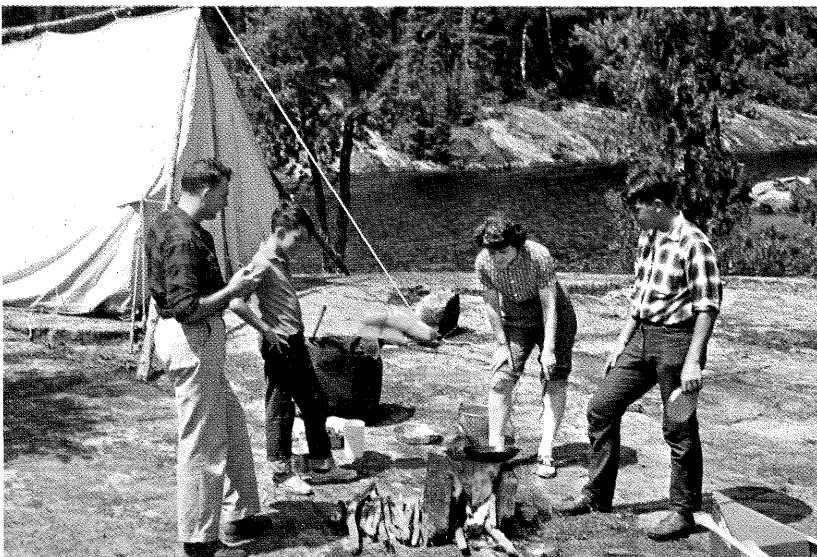
1. Development of existing state lands when available.
2. Completion of acquisition needs within existing or proposed statutory boundaries of state units.
3. Acquisition and development of new parks, forest, accesses, etc.
4. Allocation of financial and technical assistance to local units of government.

About 46,000 acres of **NEW PARK LAND** should be acquired by 1975, as buffer or for dispersed use activity such as trails and future development. About 2,713 acres should be developed for special purposes such as swimming, camping, picnicking, access and trails. (Regions 7, 10 and 11 have the greatest needs for new recreational lands and should be given top priority.)

By 1975 about 5,000 acres of **NEW FOREST LAND** for primitive campgrounds should be purchased in the Memorial Hardwood Forest. Of this, about 260 acres would be developed for primitive camping, and the remainder would be left as buffer lands.

The total need for **NEW LAND FOR PUBLIC ACCESS** (boat launching sites) by 1980 is 913 acres. By 1975, a total of 693 acres or 140 sites should be purchased, and 450 of these acres should be developed with parking spaces, boat ramps, and sanitary facilities.

*Minnesota campers may choose from more than 333 camping areas, from "primitive" to "all-modern conveniences."*



*More than 100,000 hunters seek waterfowl annually in Minnesota's portion of the 14-state Mississippi Flyway.*

By 1975, acquisition or easement should be completed on 1,244 miles of **NEW TRAILS ON PRIVATE LANDS**. This means we will need 4,976 acres of land 33 feet on each side of the right-of-way. Trails on private lands will be constructed in conjunction with new and existing trails in state parks and forests. Development should be completed by 1975 on about 755 miles.

The development of **PARKING FACILITIES, CAMPSITES AND BEACH SITES** for water routes (canoe or boating) should be about 50 per cent completed by 1975.

By 1975 a total of 247 acres of land should be acquired for waysides along Minnesota's highways. Of this total, 152 acres should be developed by 1975.

**LEGISLATION NEEDS** — Legislation is necessary for the establishment of **NEW PARKS** needed to fill the 1975 needs.

In order to secure adequate lands for **STATE PARKS IN THE METROPOLITAN AREA**, the power of eminent domain applying to 50 per cent of the lands to be acquired is suggested as a means of counteracting land speculation dangers.

**COORDINATION AND PLANNING** — Acquisition should be directly related to areas with concentrations of scenic, historic, and natural areas.

High standards must be used when planning all new parks, forests, access sites and other state recreation areas.

**RESEARCH NEEDS** — The Department of Conservation should gather sufficient use data on its state parks, forests and public access sites to determine priority use for future development and/or expansion. Such information should be designed to indicate user satisfaction in relation to facility design and availability.

Information is needed periodically on the origin and destination of in-state and out-of-state resident travelers. A combined study will be planned with the Highway Department and other interested agencies to make the 1970 Origin and Destination study most useful.



## Recreation — Multiple Responsibility

To meet the future needs in outdoor recreation all levels of government must "team up," each within its respective capabilities. The state should assume more responsible leadership and guidance in all outdoor recreation for the welfare of Minnesota's citizens and tourists. It is also the state's responsibility to establish high quality standards in selection of areas and design of facilities, and to protect the more fragile resources within a non-urban park system.

State grants-in-aid as well as federal grants-in-aid are important to assist local units of government in the implementation of this Plan.

**FEDERAL** — The federal government is the implementor through its financial assistance in grants-in-aid. It manages large holdings of nationally significant areas where the state is not able financially to meet management obligations.

**COUNTY** — The role of the county is to provide medium-sized recreation areas outside communities for day use and group activities. Counties should employ zoning and taxation incentives to protect land with vital recreational, scenic, historical and cultural potential.

**METROPOLITAN** — The metropolitan government benefits the Twin Cities through coordinating planned physical developments and could provide a basis for equitable tax distribution. The function in preserving open space is vital to the retention of alternative sites for recreation by 1980.

**MUNICIPALITIES** — By providing local neighborhood parks and scenic landscape in parkways, the municipalities serve a vital function in the day use portion of the total recreation picture.

**QUASI-PUBLIC** — Quasi-public groups concentrate on character building and outdoor recreation. These groups provide an excellent social channel for leisure time.

*Water skiing was born on Minnesota's Lake Pepin and attracts some half-million state enthusiasts.*



*Fishing is a year-round activity in the North Star State.*

**PRIVATE ENTERPRISE** — The private sector has a major role in providing services and facilities, particularly to tourists. It should be encouraged to assist the government in meeting the overall recreational needs for luxury camping or resort facilities, transient facilities and services as required by a vacationing public.

In assigning responsibilities of each level to meet the 1980 needs for outdoor recreation lands, a distribution pattern was established using past history as obtained from data on hand (reflecting the ability of each to provide such facilities) and abiding by current trends. Statewide the percentage of land requirements to be met by various levels of government and the private sector were generally assigned as follows: State, 8.3%; federal, 3.2%; county, 20.4%; municipal (and schools), 35.3%; and private, 32.9%.

Recreation facility needs will be met in the future by all governmental agencies and private enterprise working together. There must be a smooth blending and effort to coordinate land use to meet the facility need for 1980. The map following indicates lands required to provide facilities to meet 1980 outdoor recreation demands.

Recreation regions of the state have different requirements and facility needs. This is dependent on the present supply and the capability of the region to provide a suitable backdrop for a particular recreation activity.

Region needs are shown for the State indicating the areas of need and the unit deficiency for the major land users.

Facility need for trails, riding, picnicking, camping, boat launching and swimming are shown on the following pages. Suggested contributions by governmental agencies and the private sector are indicated, based on past history and anticipated future trends.







# NEEDS FOR ADDITIONAL CAMP SITES - 1980

NO. OF CAMPSITES IN THOUSANDS

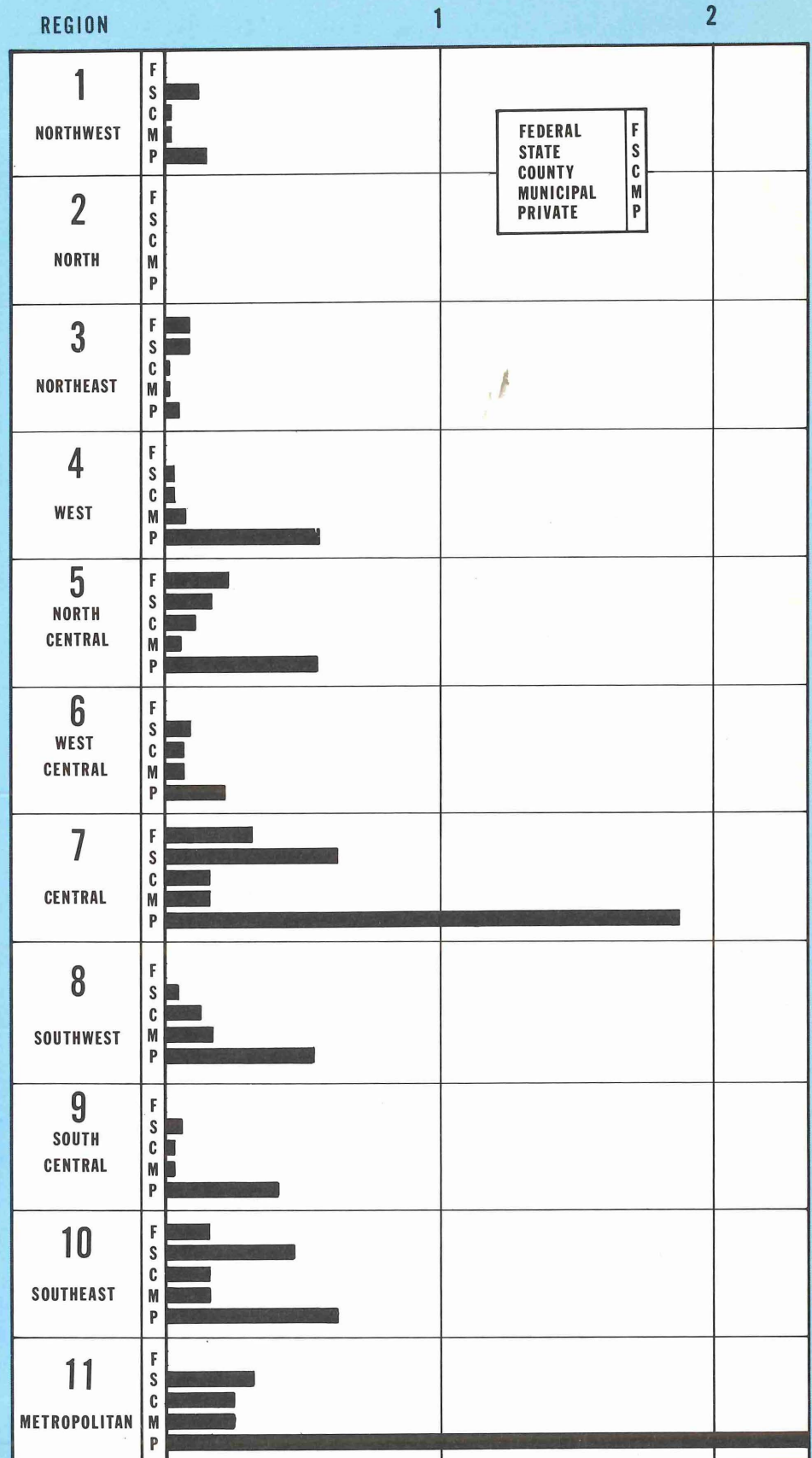


## CAMPING

MINNESOTA WILL EXPERIENCE A DEFICIENCY OF 11,000 CAMPSITES BY 1980 ACCORDING TO PROJECTIONS OF THE 1967 CAMPING DEMAND, BASED ON POPULATION PROJECTIONS AND ACTIVITY INCREASE MULTIPLIER.

THE CONSERVATION DEPARTMENT HAS DEVELOPMENT PLANS TO PROVIDE ABOUT 2,000 CAMPSITES BY 1980. THE REMAINING 9,000 CAMPSITES CAN BEST BE SUPPLIED BY PRIVATE ENTERPRISE AND FEDERAL, COUNTY AND MUNICIPAL AGENCIES, WHICH PRESENTLY ARE SUPPLYING ABOUT 80 PER CENT OF THE CAMPSITES.

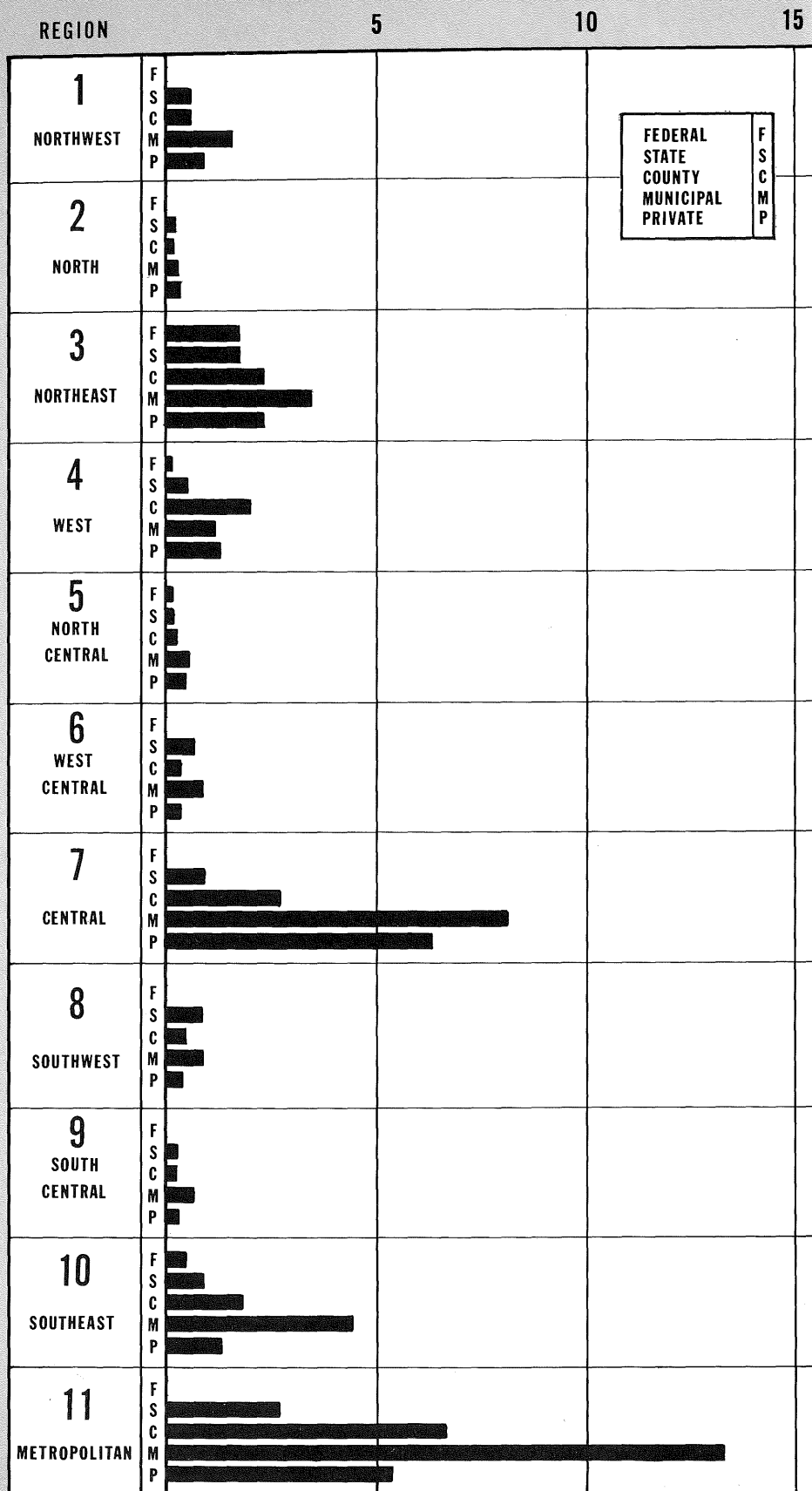
ON A STATE-WIDE BASIS, CAMPING ACTIVITY RANKS FOURTEENTH IN THE TOP FIFTEEN MOST POPULAR SUMMER RECREATION ACTIVITY CATEGORY. HOWEVER, THE MINNESOTA CAMPING TREND IS EXPECTED TO EXCEED THE RATE OF INCREASE PREDICTED FOR THE NATIONAL TREND. STATE PARK ATTENDANCE FIGURES INDICATE A 165 PER CENT INCREASE IN CAMPING ACTIVITY FROM 1953 TO 1968. IF THIS TREND WERE TO CONTINUE AT THE 11 PER CENT ANNUAL AVERAGE INCREASE, CAMPING ACTIVITY WOULD BE 132 PER CENT HIGHER IN 1980 THAN IN 1968.





# NEEDS FOR ADDITIONAL PICNIC TABLES - 1980

NO. OF PICNIC TABLES IN THOUSANDS

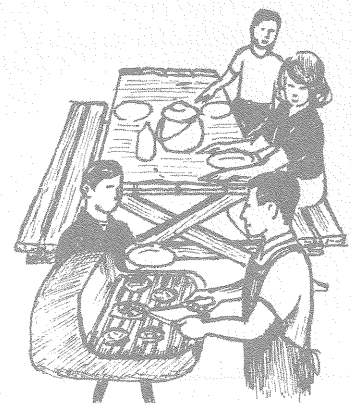


## PICNICKING

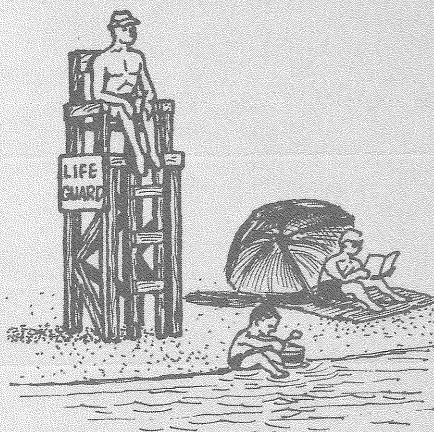
PICNIC ACTIVITY IN MINNESOTA IS ENJOYED BY 87 PER CENT OF ITS PEOPLE. FUTURE NEEDS ARE APPARENT IN ALL RECREATION REGIONS, PARTICULARLY IN REGIONS 3, 7, 10 AND 11.

AS A WEEKDAY ACTIVITY, PICNICKING RANKED EIGHTH. ON WEEKENDS IT RANKED FOURTH, BEHIND SWIMMING, FISHING, AND DRIVING FOR PLEASURE. BY 1980 PICNICKING ACTIVITY IS EXPECTED TO INCREASE 82 PER CENT.

PRIVATE ENTERPRISE, COUNTY, AND MUNICIPAL GOVERNMENTS WILL MAKE MAJOR CONTRIBUTIONS IN FULFILLING THE DEFICIENCIES.



# NEEDS FOR ADDITIONAL SWIMMING BEACHES -1980

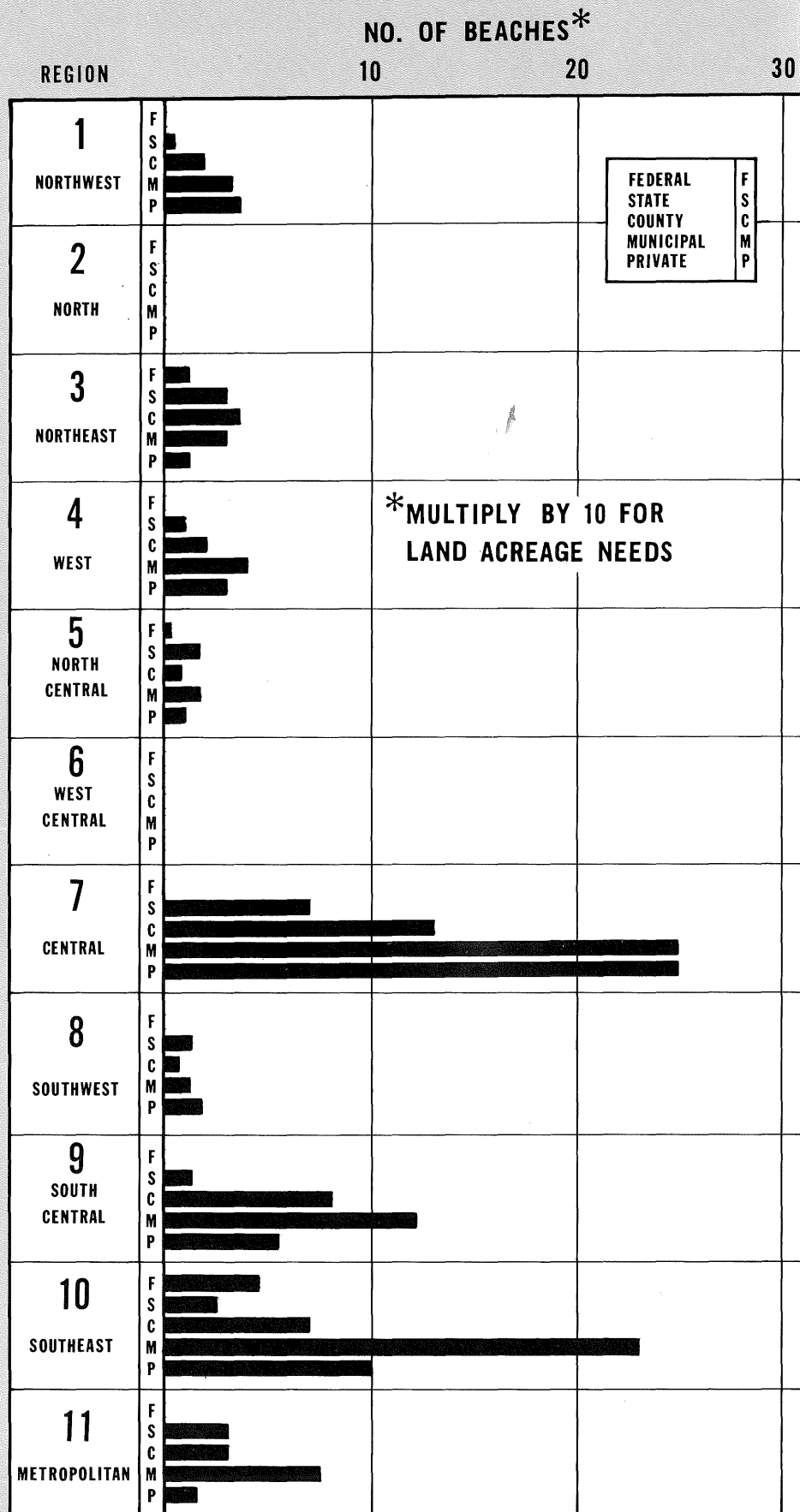


## SWIMMING

SWIMMING RANKS SECOND TO PICNICKING AS THE MOST POPULAR SUMMER WEEKEND ACTIVITY IN MINNESOTA. SIXTY-SIX PER CENT OF MINNESOTA'S RESIDENTS PARTICIPATE IN THIS ACTIVITY.

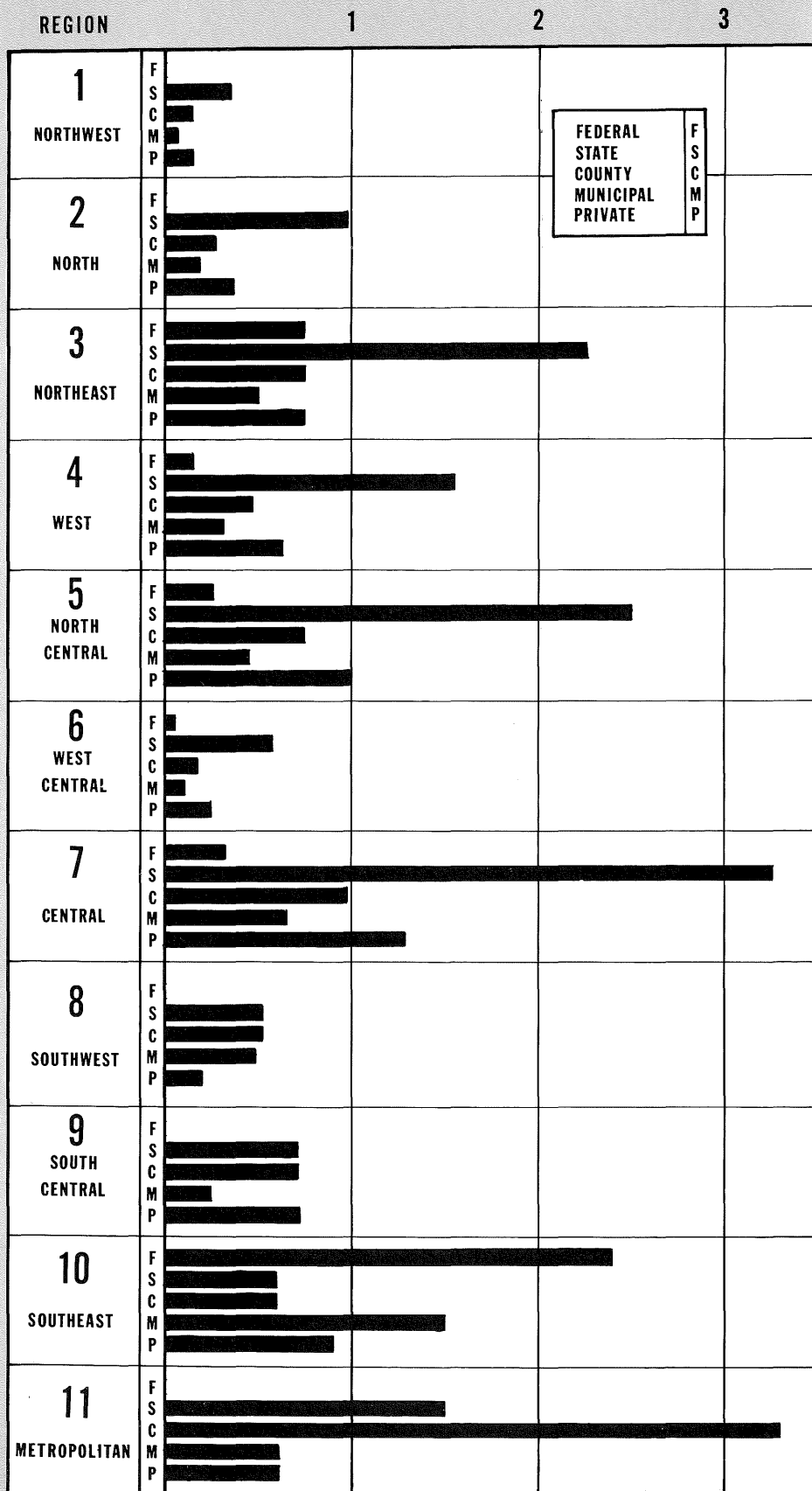
NEEDS FOR ADDITIONAL FACILITIES MAY BE MET BY PROVIDING EITHER SWIMMING POOLS OR BEACHES, AFTER LOCAL STUDY.

SWIMMING BEACHES REQUIRE HIGH WATER QUALITY. THE INDICATED NEED BY 1980 CAN ONLY BE MET IF WATER QUALITY OF OUR LAKES AND STREAMS IS IMPROVED AND MAINTAINED.



# NEEDS FOR ADDITIONAL BOAT LAUNCHING PARKING SPACES (FOR 1980)

NO. OF PARKING SPACES IN THOUSANDS



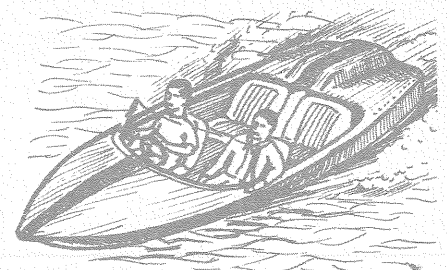
## BOATING

BOATING IS OFTEN ENJOYED IN CONJUNCTION WITH OTHER ACTIVITIES SUCH AS FISHING, PICNICKING AND SIGHTSEEING. IN 1967 IT WAS FOUND THAT 56 PER CENT OF MINNESOTA'S PEOPLE ENGAGED IN THIS ACTIVITY.

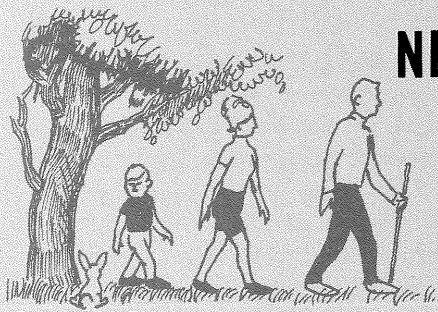
THE NEEDS FOR BOATING WAS DETERMINED IN TWO WAYS. (1) BY COMPARING BOATING NEEDS WITH AVAILABLE SURFACE WATER, (2) MEASURING THE NEEDS FOR PARKING SPACES AT LAKE ACCESS.

NEEDS FOR ACCESS PARKING SPACES WILL BE MET IN VARYING DEGREES BY ALL GOVERNMENTAL AGENCIES AND THE PRIVATE SECTOR.

BOATERS IN MINNESOTA HAVE AMPLE WATER TO ENJOY THIS SPORT IN MOST RECREATION REGIONS OF THE STATE. THE STATE PRESENTLY HAS 280,000 LICENSED WATERCRAFT.







# NEEDS FOR ADDITIONAL MILES OF TRAIL - 1980

## MULTI-PURPOSE TRAILS

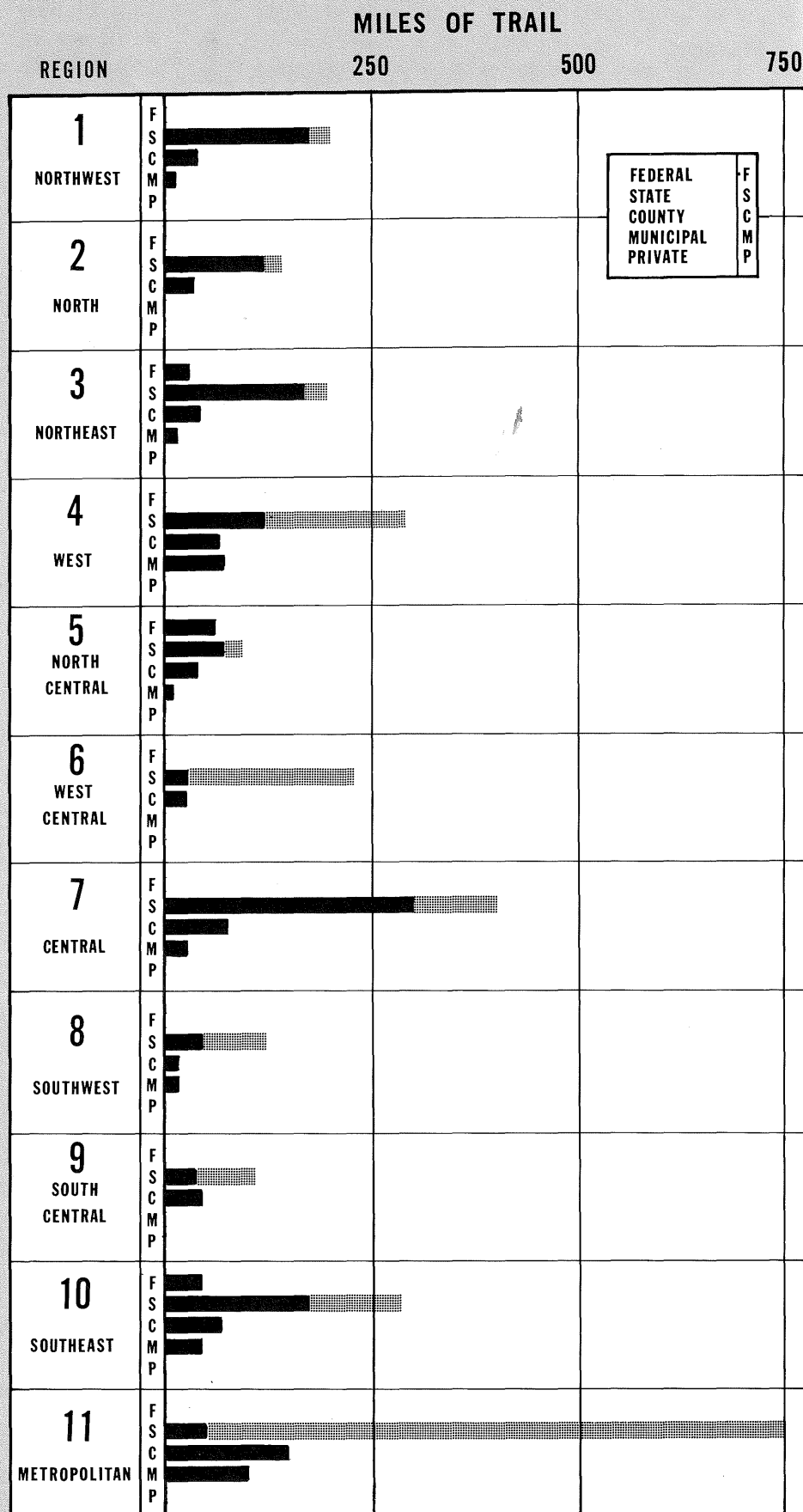
THE NEED FOR MULTI-PURPOSE TRAILS IS INDICATED BY THE DEMAND GENERATED BY HORSE AND SNOWMOBILE ENTHUSIASTS.

HORSEBACK RIDING AND SNOWMOBILING ARE STEADILY GROWING IN POPULARITY. ACCORDING TO THE 1967 DEMAND SURVEY, 5.2 PER CENT OF MINNESOTA ADULTS AND 39 PER CENT OF THE SUB-ADULTS (6-19 YEARS) PARTICIPATED IN HORSEBACK RIDING.

THE SAME SURVEY INDICATES SNOWMOBILING RANKS EIGHTH IN POPULARITY FOR BOTH A WEEK-DAY AND WEEKEND ACTIVITY, AND THAT 6 PER CENT OF THE ADULTS AND 29 PER CENT OF THE SUB-ADULTS PARTICIPATE IN THIS SPORT.

THE GREATEST NEED FOR TRAILS IS IN REGIONS 4, 7, AND 11. A PORTION OF THE NEED WILL BE MET ON PRIVATE LANDS BY USE OF BOTH FEE PURCHASE AND EASEMENTS. GOVERNMENTAL AGENCIES WILL CONTRIBUTE BY PROVIDING TRAILS WHEN APPROPRIATE LAND IS AVAILABLE. AN EFFORT SHOULD BE MADE TO COORDINATE ALL TRAIL CONSTRUCTION WITH THE DIVISION OF PARKS AND RECREATION, IN ORDER TO TIE TOGETHER EXISTING AND FUTURE TRAIL SYSTEMS.

NOTE: SHADED BAR INDICATES MILES OF TRAIL ON WHICH EASEMENTS WILL BE NEEDED (PRIVATE LANDS). ALTHOUGH SHOWN AS STATE RESPONSIBILITY, SUCH NEEDS WILL BE SHARED BY VARIOUS LEVELS OF GOVERNMENT.



## OTHER FACILITY NEEDS

### Fishing

This activity is enjoyed by millions of people throughout the United States. In Minnesota 51 per cent of the adults and 73 per cent of the sub-adults (6–19 years) fish.

Present trends indicate fishing will continue to increase making it mandatory that we improve and maintain a high water quality in our lakes and streams. Fish habitat protection must be bolstered through preservation of spawning areas and lake improvement.

### Canoeing

Canoeing is an important recreation activity in Minnesota where more than 4,000 miles of river trails exist. These rivers with their natural shoreline environments are becoming increasingly important to the state whereas the Conservation Department and many local interest groups are promoting their use. Minnesota must take additional steps toward the classification, evaluation, preservation and improvement of its river system.

### Water Skiing

Present trends indicate water skiing, one of the top eight water sports, will have increased 52 per cent by 1980.

### Hunting

Many hours of pleasure and relaxation are provided by hunting Minnesota's game species.

Slightly more than 8 per cent of Minnesota's population hunted big game in Minnesota in 1967. It is predicted that the popularity of big game hunting will continue to increase at least for the next 10 years. By 1980 we might expect nearly 340,000 big game hunters, an increase of about 23 per cent over the period 1966–1980.

Since 1958 the sale of small game licenses has declined 19 per cent. Because of the population increase however, a nominal increase of 60,000 hunters is expected by 1980. The decline of small game hunting is believed to be due to urbanization of our hunting population and because accessibility to hunting land is diminishing. Another important factor is that the restoration of small game habitat, particularly that of pheasants, has not kept pace with destruction.

The number of duck hunters have fluctuated in a downward trend for the past ten years. Indications are that the cause of this decline is partly due to over-hunting and to the loss of production areas through draining and filling wetland areas in western Minnesota and the eastern Dakotas.

### Driving for Pleasure

Driving for pleasure is the most popular weekend outdoor recreation activity in Minnesota. Primarily this

activity denotes non-directed type of travel to "just see the country." The Minnesota survey taken in 1967 indicated 89 per cent of the state's adult population participated, and 84 per cent of the sub-adults (6–19 years) drove for pleasure.

This interest by Minnesota citizens in driving for pleasure indicates the importance of protecting scenic areas along our highways and providing wayside rests and overlooks.

### Bicycling

The Bureau of Outdoor Recreation found through a 1965 survey that bicycling popularity has grown 105 per cent nationwide since 1960. In a 1967 Minnesota survey 90 per cent of the sub-adults (6–19 years) reported taking part in this activity and 22 per cent of the adults listed bicycling as a recreational activity. A major portion of the need will continue to be met on side roads, sidewalks, and existing parks and parkways. Cross-country bicycling should be incorporated in future trail systems. Consideration should be given to more biking trails as connecting links between residential districts and recreation areas.

### Snow Skiing

Skiing is the seventh most popular winter activity in Minnesota.

A survey in 1967 indicated 5.5 per cent of the adults and 29 per cent of the children participated in the activity.

## RELATIONSHIP WITH OTHER AGENCIES IN PROGRAM OR PROJECT PLANNING

1. Establish "clearing house" for that project planning in which state will sponsor, approve or otherwise participate.
2. Initiate more state leadership in the water resource planning under way on the Upper Mississippi River, the Great Lakes, the Souris, Red, Rainy and the Missouri River Basins.
3. Coordinate recreational planning with overall land use classification studies.
4. Regional planning — Technical assistance by the state is needed at the local level where most implementation will be accomplished.

### 5. Coordination with Current Federal Programs

a. Voyageurs National Park. The state supports establishment of the national park as proposed in H.R. 18791 of the 90th Congress, under certain conditions. *Studies should be completed on land exchange, in lieu of tax payments and wildlife management.*

b. Upper Mississippi River Valley National Recreation Area. The state should work closely with federal agencies in the feasibility studies.

c. St. Croix National Scenic Waterway. The state, together with Wisconsin, the National Park Service and local

governments adjoining the Riverway, should establish a "watchdog" group to implement the recommendations of the master plan to be presented to Congress for the establishment of this Riverway.

d. National Historic Sites and Landmarks. The State Historical Society should complete its planning as prescribed by the National Historic Sites Act of 1966.

e. In the establishment of water quality standards on both inter and intra-state waters the major impact of water quality on recreation and Minnesota's tourist attraction must be recognized. When establishing water quality standards, body contact recreation criteria should apply on nearly all rivers and lakes.

f. Federal Water Project Recreation Act (P.L. 89-72). The state will continue to cooperate with federal agencies in planning and development of recreation facilities.

g. Proposed Mississippi River 12-foot Navigation Channel. Minnesota must review and participate in all planning for the proposed deepening of the Mississippi River below the Twin Cities.

## ALLOCATION OF FEDERAL AND STATE ASSISTANCE FUNDS

Federal Land and Water monies are distributed to state and local agencies by the Conservation Department. A brief summary of the current rules and regulations follows.

Criteria which priority projects must meet include:

1. Projects identified in a county or regional action program.
2. Projects of a type for which applying agency is normally responsible.
3. Those which cannot be funded from other grants-in-aid programs.
4. Projects of more than local significance.
5. Those promoting natural beauty.

Acquisition projects will be classified into four groups:

1. Multipurpose sites for mass use.
2. Areas having a combination of outstanding natural, scientific, cultural, historic, educational, and recreational values.
3. Sites for single purpose or tenancy-type recreational use.
4. Sites for dispersed recreation.

Development projects will be assigned to one of six groups:

1. Projects essential to the protection and perpetuation of the site and its environment.
2. Projects essential for protecting health and safety of the user.
3. Projects essential to providing access to dispersed use areas.
4. Projects essential to meeting the needs for facilities

within an area and providing multipurpose recreational opportunities to general public.

5. Projects providing tenancy for outdoor recreation users — such as campgrounds.
6. Single purpose projects providing mass use.

Acquisition priorities will depend upon projects meeting criteria stated above, and need as demonstrated by current State Outdoor Recreation Plan.

Development priorities will also be based upon quality of site, and statewide needs shown in current plan.

## NEEDS OF THE FUTURE — SUMMARY

To meet the future needs for outdoor recreation, certain legislative, planning, financial and other actions must be taken. All levels of government and the private sector have a role to play in meeting these needs.

### Legislative Needs:

Appropriations should continue at the magnitude instituted by the Natural Resources Program. Acquisition of lands in the metropolitan, southeast and east central regions should receive priority as increasing metropolitan demand and price escalation present a two-fold problem.

Some of the major legislative needs are as follows:

- Shoreland and flood plain zoning.
- Establishment of conservation into the curricula of schools.
- Provision for a system of state wild and scenic rivers.
- Incorporate a new state park and extend existing state forest land to embrace sections of St. Croix National Wild and Scenic River.

*Pokegama Recreation Area, owned and administered by the U. S. Army Corps of Engineers.*





## **Planning and Technical Assistance**

- Increase state leadership in resource planning and development.
- Use the State Planning Agency as a "clearing house" for scheduling new federal projects and for state recreation and resource planning.
- Establish a state land use plan for public lands including identification of key recreational and aesthetic sites.
- Provide additional technical assistance to local government and private individuals to coordinate and implement state and local plans.

## **Research**

- On use and user-preference.
- For preserving high intensity areas and fragile wild areas.
- New state and local policies relating to future development of lakeshore lands.
- Better means for establishing monetary values on recreational experiences to aid in establishing policies related to conflicts in land use.
- Additional study of the means of alleviating current losses of open space because of pressures of taxation.

## **Financing**

- Provide for central-coordination in use of federal grants.
- Continue the 1963 Natural Resources Program.
- Local units will be urged to utilize existing authorities for local financing prior to granting state or federal assistance.
- Allocation of federal funds (Land and Water Conservation Fund monies) will be assigned on a priority based on an acceptable County action program, statewide or regional needs, and evaluation of the urgency and intrinsic values of the area. Safety of the user and preservation of the area's qualities must be given priority in development.

## **Maintaining the Plan**

The Minnesota Outdoor Recreation Plan must be maintained and updated in order to be a useful document. Annual reviews will be made and schedules for acquisition and development will be revised accordingly. With the assistance of other agencies and the private sector the state Department of Conservation can maintain an Outdoor Recreation Plan of ultimate benefit to all the people and the economy of Minnesota.

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### U.S. DEPARTMENT OF THE INTERIOR

Bureau of Outdoor Recreation  
Bureau of Land Management  
Bureau of Sport Fisheries and Wildlife  
National Park Service

### U.S. DEPARTMENT OF AGRICULTURE

Forest Service — Superior and Chippewa National Forests

### U.S. DEPARTMENT OF DEFENSE

Army Corps of Engineers

### STATE, REGIONAL AND LOCAL

Association of Minnesota Counties  
Cities, Counties and Municipalities  
League of Municipalities

Metropolitan Council  
Midwest Research Institute  
National Parks and Recreation Association  
Quasi Public Agencies of Minnesota  
State Department of Aeronautics  
State Department of Economic Development  
State Department of Health  
State Department of Highways  
State Planning  
University of Minnesota  
State Historical Society  
Minnesota Resources Commission

Particular thanks are due the Commissioner's Advisory Committee appointed for the review of the "Minnesota Outdoor Recreation Plan — 1968."

## DEFINITIONS

### PROJECT PROPOSAL

A proposal for acquisition of land and/or water or development of facilities contributing to outdoor recreation.

### OPEN SPACE — (program)

Urban acquisition grant program administered by the Department of Housing and Urban Development.

### P.L. 566 — (program)

Small watershed protection and flood control program administered by Department of Agriculture.

### LAWCON — (program)

Land and Water Conservation Fund administered by Bureau of Outdoor Recreation.

### LOCAL PROJECTS

Projects sponsored by local governmental units below state level.

### ALLOCATIONS

Amount of Land and Water Conservation Fund monies assigned annually to State of Minnesota.

### BUREAU

Bureau of Outdoor Recreation.

### STATE AGENCY

Minnesota Department of Conservation.

### FUND

Land and Water Conservation Fund.

### METROPOLITAN AREA — (7-county)

Anoka, Carver, Dakota, Hennepin, Ramsey, Scott and Washington county area.

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