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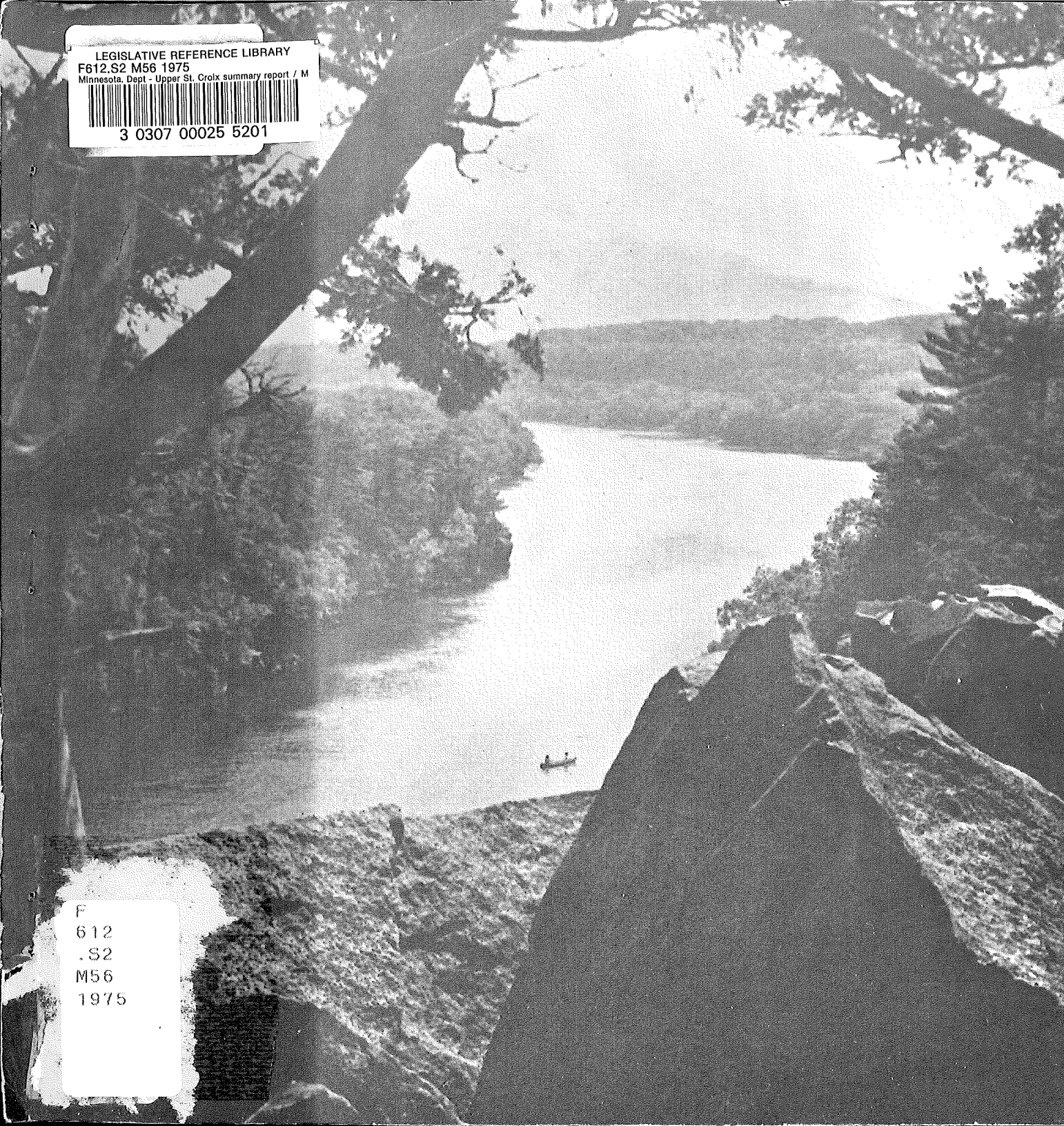
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# UPPER ST. CROIX SUMMARY REPORT

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STATE OF MINNESOTA

Minnesota-Wisconsin  
Departments of  
Natural Resources  
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## SCOPE AND PURPOSE

The Upper St. Croix River and its main tributary, the Namekagon River, were designated as one of the eight initial components of the National Rivers System by the federal government in 1968. This designation carried with it the responsibilities of preserving and protecting those unique natural features which qualified the two rivers for inclusion in the system. These management responsibilities have been assumed by the National Park Service and the States of Wisconsin and Minnesota.

Planning efforts on the part of the National Park Service resulted in publication in 1971 of the master plan for the riverway entitled St. Croix National Scenic Riverway/Minnesota-Wisconsin. In conjunction with this effort, the States of Minnesota and Wisconsin developed resource management plans to control future development on land areas adjacent to the riverway. In 1973 Wisconsin published the Wisconsin St. Croix River State Forest Management Plan, 1973-1982, and in 1974 Minnesota published The Upper St. Croix Resource Management Plan.

This report briefly summarizes the resource management plans mentioned above. Consequently, it brings together, in one publication, the major thrusts of the management plans generated by each of these agencies to govern their portions of the river basin and serves to illustrate the concerted management effort now under way to regulate future development and usage throughout the entire Upper St. Croix River basin area.

## PUBLIC AND PRIVATE INITIATIVES

### Federal Initiatives

Federal legislation known as the National Wild and Scenic Rivers Act was passed on October 2, 1968,

signifying congressional approval of the combined efforts by the National Park Service, Northern States Power Company, and the States of Minnesota and Wisconsin to preserve and protect the natural character of the St. Croix River. Under this legislation, the Upper St. Croix River and its major tributary, the Namekagon River, together with seven other river systems throughout the country, were designated as initial components of the wild and scenic rivers system. Subsequently, the National Park Service prepared a master plan for the future management, public use, and development of the Upper St. Croix River and its Namekagon tributary. Specifically, the study area governed by this plan included that portion of the St. Croix between the dam near Gordon, Wisconsin, and the dam near Taylors Falls, Minnesota, and the Namekagon from Lake Namekagon in Wisconsin downstream to its confluence with the St. Croix.

River systems included under this legislation are classified in whole or in part under one of three of the following classifications:

- 1) Wild River (Area) - That river or section of river which is free of impoundments and water management structures, and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America.
- 2) Scenic River (Area) - That river or section of river which is free of impoundments, with shorelines or watersheds still largely primitive and shorelines largely undeveloped, but accessible in places by roads.
- 3) Recreational River (Area) - That river or section of river which is readily accessible by road or railroad or other form of transportation; it may have various forms of light development along the shoreline (or some

agricultural land), and it may permit use of motorboats and marinas.

Based on these definitions, and considering development patterns that have already occurred along the St. Croix, portions of the 200-mile upper segment of the riverway were classified as follows:

- 1) Scenic River - the St. Croix River from its source near Gordon, Wisconsin, to the headwaters of the reservoir impounded by the dam near Taylors Falls (89.5 miles); the Namekagon River from Namekagon Lake downstream to the railroad bridge crossing near Trego in Washburn County, Wisconsin (63.5 miles); the Namekagon River from the dam near Trego, Wisconsin, to its confluence with the St. Croix in Burnett County, Wisconsin (28 miles).
- 2) Recreational River - that portion of the St. Croix within the Taylors Falls area (12.5 miles), and that portion remaining of the Namekagon near Trego, Wisconsin (6.5 miles).

(It should be noted here that no stretch of the Upper St. Croix River system qualifies for treatment as a "wild river" as previously defined.)

Federal legislation required that boundaries be set which encompass the scenic river system and protect the riverway from further undesirable encroachments. To carry out this directive, the National Park Service has established an approximate 400-foot strip on both sides of the river in which future development will be controlled. This area has been designated as a Maximum Preservation Zone, and the federal government is attempting to acquire all property rights (in fee) within the zone.

Beyond this area, a Limited Development Zone extends about 900 feet beyond the outer boundaries

of the Maximum Preservation Zone. Future development within this zone will be controlled through mechanisms such as limited interest easements, state ownership, and zoning regulations, where appropriate, to permit land uses that are compatible with the overall objectives of the scenic riverway system. In total, it is anticipated that some form of federal or state ownership or interest will be imposed on all lands within one-fourth mile of both sides of the Upper St. Croix and Namekagon Rivers.

#### **Private Initiatives**

Federal legislation also required the United States Department of Interior and Northern States Power Company (whose 1968 Task Force laid much of the groundwork for the St. Croix's being preserved as a scenic river) to enter into a Cooperative Agreement. The terms of this agreement were that Northern States Power Company (the major private landowner along the river) was to convey to the federal government, without charge, its interest in 100 acres per mile of its river frontage and to use, manage, and develop remaining holdings in a manner consistent with the purpose of this act. Northern States Power Company also agreed to convey such scenic easements as are reasonably necessary to the National Park Service for lands outside the Maximum Preservation Zone at those points where there are no state lands adjoining the river corridor. In addition, by terms of this Cooperative Agreement Northern States Power Company was to donate portions of its land holdings along the river to the States of Minnesota and Wisconsin for inclusion into state park and forest systems. However, in the agreement Northern States Power Company stipulated that these donated lands would not be transferred to the agencies until each agency had prepared acceptable management plans and appropriated funds for the sections of riverway each will administer.

**TABLE 1  
NORTHERN STATES POWER COMPANY LAND DONATIONS**

| Total Donation                          |              | Donated to Date (6/75) |              |
|---|--------------|------------------------|--------------|
| To:                                     | <u>Acres</u> |                        | <u>Acres</u> |
| State of Minnesota                      | 13,742       |                        | 4,193        |
| National Park Service<br>(in Minnesota) | 2,700        |                        | 25           |
| State of Wisconsin                      | 4,593        |                        | 2,289        |
| National Park Service<br>(in Wisconsin) | 4,127        |                        | 60           |

To carry out its commitments to the preservation of the Upper St. Croix River area, Northern States Power Company proposes to donate lands in the above manner.

These donations are expected to continue on a regular basis over the next period of years, as federal, state, and private regulations permit.

**State Initiatives**

Minnesota has administrative power over an area of the river basin (beyond the one-fourth mile corridor) which includes several state land units. Within this area are two state forests (the St. Croix and the Chengwatana), two state parks (St. Croix State Park and the new St. Croix Wild River State Park), and the Rock Wildlife Management Area. These units, located totally within Chisago and Pine Counties, comprise 115,000 acres of land, of which about 67 percent is administered by either the federal or state government. The units are located within an area that features forestry as the predominant land use and agriculture as a decreasingly important secondary use.

Pine County, which lies further from the Twin Cities metropolitan area than Chisago County, will not experience the urbanizing effects which are already pressuring Chisago County; it is expected to decline in population through the year 2000, while the population of Chisago County is projected to double between 1970 and 2000. Increasingly, however, recreational activities will become a major land use in both counties as the Twin Cities metropolitan area population continues to grow.

Wisconsin established the St. Croix River State Forest in August of 1970, in order to fulfill its terms of the cooperative agreement with Northern States Power Company. This agreement stipulated that Northern States Power Company would donate 4100 acres of its land to the State of Wisconsin. This recreational forest was established along a stretch of the corridor not protected by publicly owned lands. Hence, the 30,000 acre St. Croix River State Forest will serve as an important publicly-managed buffer zone adjacent the riverway corridor.

While Minnesota is characterized by large areas of publicly-owned land adjacent to the river corridor, corresponding land in Wisconsin is largely privately owned. In Wisconsin about 60 percent of the 30,000 acres of land within the forest boundary is in state, Northern States Power Company and county ownership. High turnover of private land within the State Forest area in recent years suggests that land is purchased for its recreational value and not for any long-term production interests.

The St. Croix River State Forest is located in rural Polk and Burnett Counties, with their combined population of 26,000, yet is at the same time located almost halfway between the metropolitan areas of Minneapolis-St. Paul and Duluth-Superior, which have a combined population in excess of two million. Because of its proximity to these population centers, the forest will receive increasingly heavy recreational usage in the years to come, and the local economy of the surrounding regions as well will assume a broader recreational base.

#### **County Initiatives**

The National Wild and Scenic Rivers Act provides that a political subdivision of a state may retain ownership within the riverway boundary provided that the subdivision follows a plan for the management and protection which the Secretary of Interior finds consistent with the act. Burnett, Douglas and Washburn counties have included special provisions in their ten year comprehensive plans for the management of those county forest lands lying within the scenic riverway boundary. Management and development proposals in these plans are designated to be consistent with and complementary to the objectives of the act.

#### **Joint Administration**

A Task Force originally formed by Northern States Power Company to develop a preservation plan for the Upper St. Croix River consisted of representatives from the National Park Service, Northern States Power Company, and the Departments of Natural Resources of both Minnesota and Wisconsin. After its disbandment, and upon recommendation by the Task Force and by request of the Upper Great Lakes Regional Commission (through which planning funds were provided), the St. Croix Interim Management Commission was established to monitor implementation of preservation and management plans for those sections of the riverway system for which each entity in the Commission has administrative responsibility. In October 1971, the name was changed to the St. Croix Management Commission. This commission acts to coordinate resource development plans for the subject areas, meeting as needed to review and take appropriate action. This Commission will be looked at in greater detail later in this report.

#### **RESOURCE PLANS**

##### **Goal**

The goal of resource plans is the establishment of management uses and controls that provide long-range protection and appropriate buffer zones for monitoring development that could adversely effect the natural character of the Upper St. Croix Riverway.

##### **Objectives**

Resource plans have three primary objectives:

- 1) Protection of certain portions within the study areas which demonstrate outstanding characteristics (physical, historical, or natural) worthy of preservation.
- 2) Designation of selected areas throughout the basin to support various degrees of recreational activities both on and adjacent to the riverway.
- 3) Integration of these two elements with appropriate multiple use concepts into overall management plans that fully recognize the pressures to provide adequate availability of these elements.

## RESOURCE INVENTORY

Initially, all three plans analyzed data considered pertinent in preparing final resource management plans. The major elements investigated are discussed in the following paragraphs.

### Access, Circulation, and Population Areas

All three plans concur that the best developed access into the St. Croix basin is Interstate Highway 35. This highway runs in a north-south direction to the west of the subject area and facilitates an influx of users from the heavily populated Twin Cities - Mankato - Rochester - St. Cloud urban areas. A southerly influx imposes a potentially higher demand for recreational facilities upon the southern portion of the study area; because of this, the newly authorized St. Croix Wild River State Park will experience development pressures in its early stages.

Potential users from the north (particularly the Duluth-Superior metropolitan area) may visit the riverway less frequently because of the recreational opportunities in the Arrowhead region. The National Park Service master plan indicates that the bulk of potential users will be urban dwellers from the

Minneapolis-St. Paul metropolitan area, and that these users will be oriented toward day and weekend use. (The Upper St. Croix River basin is within 1½ to 3½ hours travel time from the Twin Cities.)

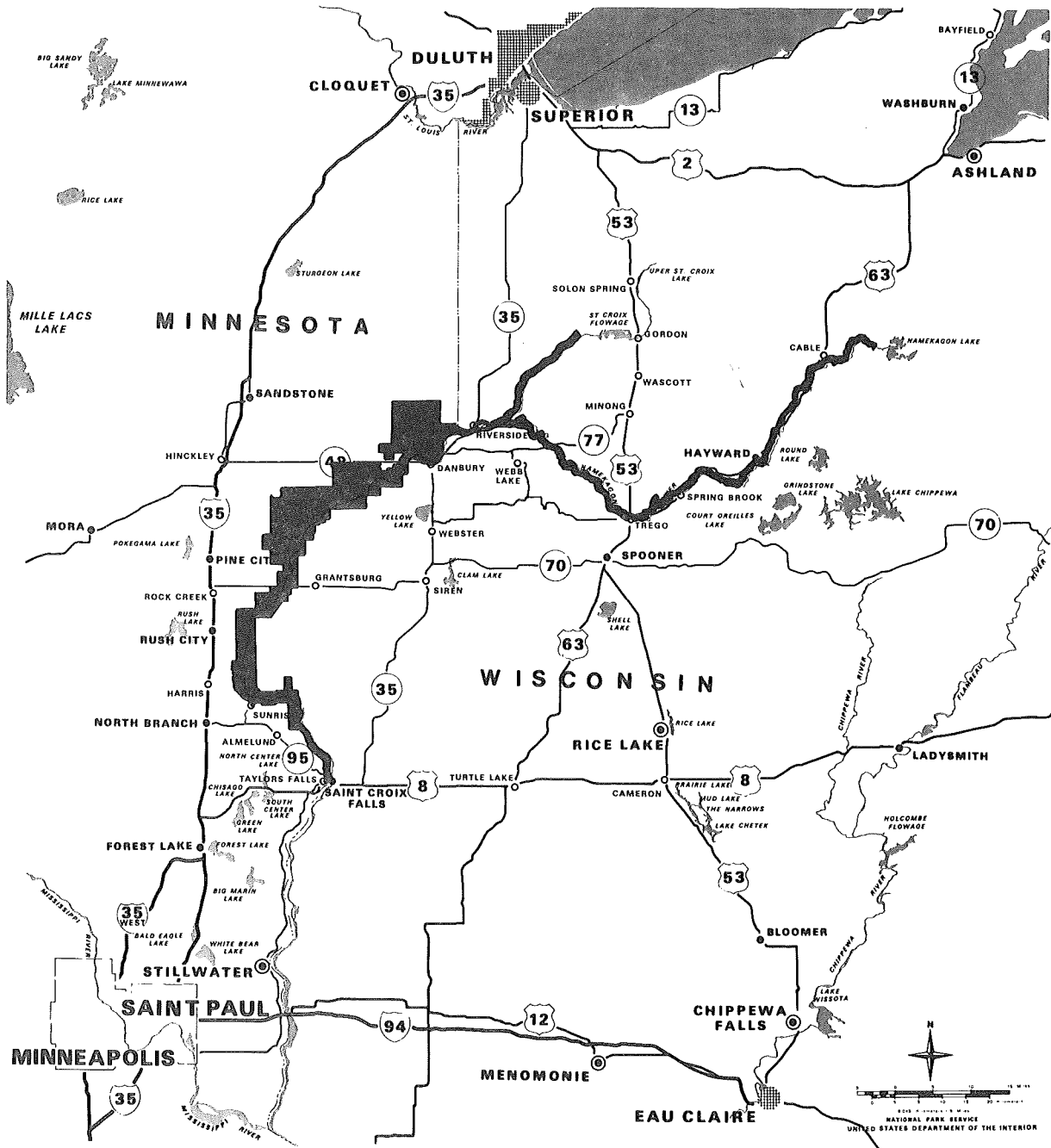
Access to the area will be somewhat more limited for Wisconsin users. There are no major Wisconsin metropolitan areas close to the St. Croix basin and, in addition, there are no major interstate highway connections to provide direct access to the area. However, Wisconsin is served by well-developed federal and state highway systems throughout this area: major north-south travel is provided by Federal Highways 53 and 63 and State Highways 35 and 87, while east-west travel to the area is provided by Federal Highway 8 and State Highways 48, 70, and 77. An estimated user population in excess of one million people exists within the surrounding region.

The Upper St. Croix basin draws users, to a far lesser degree, from areas outside Minnesota and Wisconsin. The majority of these users come from Illinois, Iowa, Indiana, Ohio, and Missouri.

### Land Use

The National Park Service master plan focused attention on future development within the relatively narrow river corridor; the states had the task of performing a more in-depth land use analysis within a broader regional context. The National Park Service based its master plan upon the following courses of action: (1) identification of important points of interest and subsequent determination as to which of these should feature public accessibility and which should remain remote and undisturbed; (2) permission of river development in those segments which might normally be expected to develop because of established access points; and (3) selection of future development areas based upon an analysis of the location and distribution of such areas already in





VICINITY MAP  
 ST. CROIX NATIONAL SCENIC RIVERWAY  
 WISCONSIN - MINNESOTA

existence (generally found to be dispersed at intervals of about 20 miles) to determine the various zoning control mechanisms needed to define future preservation and use standards.

Minnesota inventoried the land resources within each of its five study units by use of a computer retrieval system capable of storing various physical data related to future development opportunities in each unit. Through detailed land use analysis, the areas were first surveyed to determine their physical characteristics and then field checked, and resource information was subsequently entered on a data map to provide base information for future development planning. Future development will be predicated upon the natural capabilities of the land, as determined by this land use analysis. To facilitate the implementation of the overall design scheme, a zoning concept was developed in which the Upper St. Croix area was divided into segments on the basis of existing development and projected resource capabilities. These zones were developed to accommodate all land uses, on the condition that any secondary use within a particular zone is compatible with the primary objectives of that zone.

Wisconsin collected the data needed to determine the feasibility of a particular project or development by contacting various public agencies. Wisconsin carried out its land use analysis by: (1) inventorying and locating existing predominant uses within the St. Croix River State Forest by type and intensity (wildlife, forestation, recreation); (2) establishing land resource classifications and acreage requirements to protect and enhance the character of each predominant use; and (3) inventorying the intensity of existing development (particularly for recreational activities, and for both forest and non-forest recreation facilities) and, with the aid of recent data collected by the Bureau of Planning, relating existing facilities to projected demands to identify future

needs for both land-based and water-based activities.

### Land Use Designations

Based upon the results of their land use analyses, Minnesota and Wisconsin have established the following land use categories for incorporation into the state resource management plan.

|                  |              |
|------------------|--------------|
| <b>MINNESOTA</b> | <b>ACRES</b> |
|------------------|--------------|

|   |              |
|---|--------------|
| <b>Zone 1 - Developed Recreation Zone</b> | <b>1,135</b> |
|---|--------------|

Characterized by an area of variable size, adaptable to providing a wide range of recreational opportunities such as camping, picnicking, fishing, various trail activities, and outdoor games. Development activities would include boat access, parking areas, trails, picnic areas, campgrounds, and beaches. Secondary uses include maintenance of forest and wildlife environment where appropriate.

|   |            |
|---|------------|
| <b>Zone 2 - Historical, Cultural Zone</b> | <b>255</b> |
|---|------------|

Characterized by sites associated with history, tradition, or cultural heritage which merit preservation or restoration of the location which contains the site; these sites are surrounded by sufficient natural buffers to minimize encroachment from other activities. Secondary uses include forest and fish management activities and forms of recreational activities such as hiking trails, picnic areas, and primitive campsites.

|                                |              |
|--------------------------------|--------------|
| <b>Zone 3 - Fisheries Zone</b> | <b>1,040</b> |
|--------------------------------|--------------|

Characterized by a water area with a potential for intensive management to efficiently main-

tain or improve fish populations; this area requires presence of a sufficient buffer to protect the resource, in the form of vegetation, topography, and land forms; fishing may occur in season or as management dictates. Secondary uses include forest management to ensure desired degree of shade to maintain stream temperatures and screening-out of wildlife habitat projects that would be detrimental to fisheries activities.

**Zone 4 - Wildlife Habitat Zone 9,160**

Characterized by areas desirable for maintenance or improvement of wildlife habitat and populations, with priority to areas with the greatest potential for perpetuating wildlife numbers; game species may be harvested during hunting seasons or as management dictates. Secondary uses include forest management controls related to timber harvesting and recreational activities limited to hiking trails, with multiple use trails to be phased out in the future.

**Zone 5 - Natural Resource Zone (Dispersed Use) 63,145**

Characterized by areas with a multiple use management objective; natural resources so managed include timber production, watershed protection, wildlife production, mining, and activities such as hunting, fishing, hiking, and nature study in an "as is" state. Permitted developments would include access roads, trails, minimum sanitary facilities, and primitive camping, if necessary.

**Zone 6 - Scenic Preservation Zone 37,210**

Characterized by small areas meriting special

attention and care; these areas include such features as river corridors, trail corridors, lake-shore areas, scenic vista lands, etc. Permitted activities should include only those necessary to enjoy and study the natural amenities. Secondary uses might include forest, game, and fish management, where appropriate, to enhance visitor enjoyment.

**Zone 7 - Primitive Zone 0**

Characterized by extensive areas of wild, undeveloped natural amenities far removed from the sights, sounds, and smells of civilization. These areas are generally remote from population centers and roads in order to provide the user with a "wilderness experience." Permitted activities would include hiking and camping without mechanized transportation, permanent shelter, or other automated conveniences. No development of public roads or active recreational pursuits will be permitted except as necessary for public health and safety. Secondary uses include forest management limited to fire control and disease prevention, and fish and wildlife management.

**Zone 8 - Scientific and Natural Zone 3,055**

Characterized by areas considered to possess outstanding ecological, physiographic, paleontologic, and/or scientific features which need special protection to ensure preservation. Activities will be limited to those which permit viewing and studying of natural features, and, generally, no developments will be permitted except for trails granted under special permission for nature study and interpretation. Any facilities necessary to accommodate visitors should be located outside or on the perimeter of the designated area. All

management activities will relate to protection of the area's natural life cycle unless otherwise authorized by the Commissioner of the Department of Natural Resources.

APPROXIMATE TOTAL ACREAGE 115,000

**WISCONSIN** **ACRES**

**Zone 1 - Wilderness Area** **8,629**

Characterized by large roadless expanses where natural forces predominate and man's influence is minimal, or where natural conditions may be restored at reasonable costs; an area which provides an outstanding opportunity for solitude; management activities stress prevention of development encroachments, preservation of the wilderness and solitude features of the area, and limited hunting, fishing, and trapping.

**Zone 2 - Wild Area** **15,719**

Characterized by expanses with many characteristics similar to wilderness areas but which are subject to some management practices not permitted in wilderness areas; management activities include limited timber harvesting to retain the wild quality of the area, prohibition of motorized travel, and limited hunting, fishing, and trapping.

**Zone 3 - Scientific Area** **1,569**

Characterized by locales containing the best representative examples of native biotic communities or unique natural features available for preservation; management activities shall

include supervision of minimal development required to assure preservation and prevent damage to surrounding lands, discouragement of public use to protect fragile features, and screening of collection permits.

**Zone 4 - Scenic River Wilderness Area** **2,600**

Characterized by a wilderness-type area, as previously defined, but of linear dimensions, immediately adjacent to a scenic river, as also previously defined; management activities stress a "hands off," preservation "as is" policy, with developments limited to those of a primitive nature.

**Zone 5 - Rare and Endangered Species Area** **94**

Characterized by sites harboring or influencing individual species or communities listed as "endangered" or "uncommon"; all management activities are directed toward any action necessary to preserve or halt the decline and ensure the future of the community or species.

**Zone 6 - Historic Site Area** **136**

Characterized by sites of historic interest or significance or cultural value; management activities are directed toward marking and preserving the site.

**Zone 7 - Water Management and Protective Area** **619**

Characterized by streams and other intermittent or permanent surface waters upon which land use or management might significantly affect water quality. Management activities include in-stream improvements for the pur-

pose of improving the natural quality of the water or its fisheries and cover type manipulation for the purpose of maintaining water quality.

**Zone 8 - Class A Aesthetic Management Zone 3,210**

Characterized by areas where maintenance and development of scenic quality is the primary objective. Areas of user concentration and any part of the riverway visible from major travel routes shall be included in this type of zone.

**Zone 9 - Recreational Development Area 100**

Characterized by areas where developments are required to permit safe and sanitary non-consumptive public use of the wild resources. The goal of recreational management activities will be to supplement but not duplicate the recreational facilities being provided by the National Park Service. Emphasis will be placed on cooperating with the National Park Service in providing facilities for canoeists and fishermen. Efforts will be made to encourage development of other recreational facilities (such as family campgrounds) by private enterprises and other governmental agencies.

APPROXIMATE TOTAL ACREAGE 32,676

**RESOURCE MANAGEMENT PLANS**

The resource data, together with the proposed land uses, provided the basis for preparing the resource management plans for those land areas directly abutting the Upper St. Croix National Scenic Riverway corridor.

Future potential uses within the total basin area fall into either of two classes of activities: those oriented toward resource/preservation objectives or those which offer recreational/development opportunities. Those activities involving the Maximum Preservation Zone itself are primarily preservation-oriented: this strip of land is most sensitive to uncontrolled recreational use. On the other hand, land areas beyond the Maximum Preservation Zone, though critically important to the preservation of the river, can undergo some compatible forms of limited development. Even in these areas, however, certain natural features protected by a combination of zoning patterns and scenic easements may override the feasibility of recreational development.

**Resource/Preservation Activities**

The master plan prepared by the National Park Service for the riverway encourages those forms of recreation which require minimal facility development. These encouraged uses are primarily oriented toward water-based and non-motorized activities, such as canoeing, fishing, float trips, primitive camping, and hiking. Currently there are nine developed areas along the riverway which would remain as vehicular access points (state parks also provide vehicular access). All other public access roads are proposed to be eliminated. Generally, developed areas are interspersed at 20 mile intervals along the riverway system. Although they vary in size and scope, they provide similar facilities, including: access roads, parking facilities, boat-launching areas, picnic sites, comfort facilities, water supply, and informational and interpretive stations. It is anticipated that the Trego flowage area in Wisconsin will have a heavier user concentration because of its location and accessibility.

Land-based activities within the Maximum Preservation Zone directly abutting the riverway exist only to support river activities. Two hundred primitive campsites, combined into about 20 locations, are recommended along the 200-mile stretch of the two rivers, accessible by river traffic only and serviced by administrative roads. They will be small sites, accommodating from one to ten canoeing parties, with adequate comfort facilities. In addition, fishing trails will be permitted within this zone to allow access to the best stretches of fishing waters.

Jurisdiction of surface water is the function of the two states. Both the Minnesota and Wisconsin plans recommend that motor boats not be allowed north of the Snake River confluence with the St. Croix River.

In addition, certain portions of the proposed hiking, cross-country skiing, and snowshoeing trails will meander in and out of the Maximum Preservation Zone from second tier lands (the Limited Development Zone). Both the Minnesota and Wisconsin plans provide for this sort of pattern in order to take advantage of scenic overlooks and river access. The National Park Service master plan recommends that hiking trails on both sides of the river be linked by existing bridges, and the Park Service will cooperate in the construction of those trail segments within the riverway boundary. In addition, the National Park Service master plan proposes loop trails to integrate activity areas within the zone such as scenic overlooks, special fishing areas, historic sites, and canoe campgrounds. The Minnesota proposed multi-purpose trail will not enter the Maximum Preservation Zone but may run within the limited development zone and adjacent state-owned land.

Other activities within the riverway corridor include a park headquarters-visitor center and maintenance facility open year-round on the lower portion of the Upper St. Croix, at St. Croix Falls, Wisconsin. A

sub-maintenance facility and district ranger station will be located along the Namekagon River. Additional interpretive and visitor contact stations will be provided at the Highway 70 crossing and at selected locations on U.S. 63.

#### **Controls: Maximum Preservation Zone**

This zone encompasses the riverway and about 400 feet of land on either side of the river. The lands immediately adjacent to the river itself are the most significant from the standpoint of visitor use and, therefore, require the most stringent controls.

Controls adopted for this zone are directed toward preservation of the area in its natural state. Where limited development has occurred, restoration may be employed, if reasonable. This land control will rely principally on fee acquisition. Where the boundary extends into incorporated areas, legislation provides for the Secretary of the Interior to issue guidelines for zoning standards. Local governmental units that establish zoning ordinances which are consistent with these guidelines may not have their lands acquired by the National Park Service through condemnation. The purpose of the zoning standards is to permit continued use and development that is compatible with the riverway while at the same time prohibiting new uses that are incompatible.

#### **Controls: Limited Development Zone**

This zone encompasses the buffer area which extends approximately 900 feet beyond the Maximum Preservation Zone. Uses permitted in this area were to be restricted to those which foster preservation of the river corridor itself. Therefore, limited property rights are acquired, in the form of easements, on those limited private lands other than those being donated by Northern States Power Company. These easements are used to limit future development to single family

residences. However, in those areas where intensity of existing development minimizes the effectiveness of purchasing easements, local zoning will be encouraged to restrict future developments on the land to those which are compatible with the purposes of the riverway.

**Proposed Objectives and Controls**

In its analysis of the St. Croix National Scenic Riverway area, the National Park Service has proposed the following controls within the Maximum Preservation and Limited Development Zones:

In addition, there are land areas within the state-controlled units outside the federally administered riverway system that are managed primarily with preservation objectives in mind. These areas feature outstanding forestry, wildlife, geological, historical-archaeological, or fisheries characteristics. They will be protected by appropriate zoning classifications. In these areas, proposed recreational development would be allowed only if it enhanced the overall natural environment of the riverway system.

**TABLE 2  
PROPOSED LAND USE OBJECTIVES AND CONTROLS**

| <u>Segment of River</u>                                | MAXIMUM PRESERVATION ZONE |                             | LIMITED DEVELOPMENT ZONE |                |
|--|---------------------------|-----------------------------|--------------------------|----------------|
|  | <u>Objective</u>          | <u>Control</u>              | <u>Objective</u>         | <u>Control</u> |
| Middle St. Croix<br>(Taylors Falls to Namekagon River) | Restoration               | Property Rights Acquisition | Limited Development      | Easement       |
| Upper St. Croix  | Restoration               | Property Rights Acquisition | Limited Development      | Easement       |
| Lower Namekagon  | Restoration               | Property Rights Acquisition | Limited Development      | Easement       |
| Trego and Hayward                                      | Preservation              | Zoning                      | Preservation             | Zoning         |
| Middle Namekagon                                       | Restoration               | Property Rights Acquisition | Limited Development      | Easement       |
| Upper Namekagon  | Restoration               | Property Rights Acquisition | Limited Development      | Easement       |

**Recreation/Development Activities**

Maximum use controls placed on the river corridor will place pressures on both Minnesota and Wisconsin to provide increased land-based activities on lands abutting the Maximum Preservation Zone. Also, private developments outside the study area will be encouraged to relieve these pressures and assist in fulfilling the need for recreational facilities.

Both states realize that the St. Croix River basin will become increasingly popular as a recreational playground. Minnesota and Wisconsin have attempted to maximize recreation uses throughout the area but have limited them by type and location in accordance with the overall riverway concept plan as prepared by the National Park Service.

The states propose to develop the following compatible types of recreational uses and facilities:

- |                          |                   |
|--------------------------|-------------------|
| Campsites                | Horseback trails  |
| Canoe accesses           | Snowmobile trails |
| Picnic areas             | Hunting           |
| Hiking trails            | Fishing           |
| Cross-country ski trails |                   |

Based on results of resource inventories, and in accordance with the development guidelines outlined in the National Park Service master plan, the two states have proposed the recreational facilities shown below.

**MINNESOTA**

**Immediate Demand**

Immediate demand dictates that improvements be made to all existing state park and state forest facilities receiving intensive usage.

**Priorities for Recreational Development**

New development should be particularly geared to St. Croix Wild River State Park because it will receive higher user demand for recreation due to its proximity to the Twin Cities metropolitan area. Preference for development should be given to family campgrounds, picnic areas, and trails.

In addition, the following recreational facilities are proposed for the various state units located within the Upper St. Croix River basin.

**PROPOSED RECREATIONAL FACILITIES**

| <u>Facility</u> | <u>Unit</u>  | <u>Action</u> |
|-----------------|--|---------------|
| 1) Campgrounds  |  |               |
| • Family        | St. Croix State Park   | Improvements  |
|                 | Chengwatana State Forest<br>(along Snake River)                  | Development   |
|                 | St. Croix Wild River State Park<br>(near site of old Nevers Dam) | Development   |



PROPOSED RECREATIONAL FACILITIES

| <u>Facility</u>  | <u>Unit</u>   | <u>Action</u> |
|--|---|---------------|
|  | St. Croix State Forest<br>(Hay Creek Flowage)   | Improvements  |
|  | St. Croix State Park<br>(adjacent to Sand Creek)                                      | Development   |
| • Group  | 3 existing camps located in<br>St. Croix State Park                                   | Improvements  |
| • Primitive<br>(located along<br>hiking corridor<br>in Maximum<br>Preservation Zone) | St. Croix State Forest<br>(adjacent to Trout Brook, trout streams)                    | Development   |
|  | St. Croix State Forest<br>(overlooking Mallard Lake)                                  | Development   |
|  | St. Croix State Forest<br>(Lower Tamarack Trail, 4 campsites)                         | Development   |
|  | St. Croix State Park<br>(beside Crooked Creek)  | Development   |
|  | St. Croix State Park<br>(Sand Creek)  | Improvements  |
|  | St. Croix State Park<br>(vicinity of Head of the Rapids<br>along the St. Croix River) | Development   |
|  | St. Croix State Park<br>(mouth of Kettle River)                                       | Development   |
|  | St. Croix State Park<br>(at Big Eddy next to Kettle River)                            | Improvements  |
|  | Kettle River Trail<br>Connection (2 primitive campsites)                              | Development   |

PROPOSED RECREATIONAL FACILITIES

| <u>Facility</u> | <u>Unit</u>   | <u>Action</u> |
|-----------------|---|---------------|
|                 | Chengwatana State Forest<br>(next to Kettle River)                        | Development   |
|                 | Chengwatana State Forest<br>(beside Redhorse Creek)                       | Development   |
|                 | Chengwatana State Forest<br>(within vicinity of Old Scout Camp)           | Development   |
|                 | Chengwatana State Forest<br>(next to St. Croix River)                     | Development   |
|                 | Chengwatana State Forest<br>(old boat access point)                       | Development   |
|                 | Chengwatana State Forest<br>(located on a high ridge above the river)     | Development   |
|                 | Chengwatana State Forest<br>(on private property)                         | Development   |
|                 | St. Croix Wild River State Park<br>(vicinity of the mouth of Goose River) | Development   |
|                 | St. Croix Wild River State Park<br>(next to Small Creek)                  | Development   |
|                 | St. Croix Wild River State Park<br>(mouth of Dry Creek)                   | Development   |
| 2) Picnicking   | St. Croix State Park<br>(located at Clayton Lake)                         | Improvements  |
|                 | St. Croix Wild River State Park<br>(2 areas)                              | Development   |

PROPOSED RECREATIONAL FACILITIES

| <u>Facility</u>        | <u>Unit</u>                              | <u>Action</u>  |
|------------------------|--|--|
| 3) Recreational Trails | St. Croix State Forest                   | - Conversion of snowmobile trails to multi-purpose trails (18 miles)<br><br>- Proposed construction of multi-purpose, hiking, cross-country ski, and snowshoe trails, trout fisherman trails, and trout fisherman parking areas (36 miles) |
|                        | St. Croix State Park                     | - Improvement of existing trails (73 miles)<br><br>- Construction of multi-purpose, hiking, cross-country ski, and snowshoe trails, trout fisherman trails, and trout fisherman parking areas  |
|                        | St. Croix - Chengwatana Trail Connection | - Multi-purpose trail (18 miles)<br><br>- Hiking, cross-country ski, and snowshoe trail (11 miles)   |
|                        | Chengwatana State Forest                 | - Snowmobile trail (7 miles)<br><br>- Proposed construction of multi-purpose, hiking, cross-country ski, and snowshoe trail, and snowmobile trail (58 miles)   |
|                        | St. Croix Wild River State Park          | - Proposed construction of multi-purpose trails, hiking, cross-country ski, and snowshoe trails, and nature trail  |

PROPOSED RECREATIONAL FACILITIES

| <u>Facility</u>  | <u>Unit</u>   | <u>Action</u>   |
|--|---|---|
| 4) Other Activities  |   |   |
| • Trail Centers  | St. Croix State Park                                | Improvements  |
|  | St. Croix Wild River State Park                     | Construction  |
| • Trail Parking Areas                                      | St. Croix State Forest                              | Construction  |
|  | Chengwatana State Forest                            | Construction  |
| • Nature Center  | St. Croix Wild River State Park<br>(near Dry Creek) | Construction  |
| • Information Center                                       | Highway 48  | Construction  |
| • Canoe Launch and<br>Boat Access Points                   | All Units   | Retention and improvement<br>(9 sites)<br>or<br>Elimination or conversion<br>(17 sites) |
| • Bridges<br>(multi-purpose<br>and simple foot<br>bridges) | All Units   | Construction of foot bridges<br>(25) and multi-purpose bridges<br>(17)                  |
| • Major River<br>Crossings                                 | Kettle River  | Improvement of Highway 48<br>bridge   |
|  | Snake River   | Development   |

Total recreational development costs to implement the Minnesota program are projected at \$3,280,000. Overall development costs are estimated at \$4,970,000. Based on these estimates, recreational improvements will account for over 50 percent of the total estimated budget. It is anticipated that the program would be implemented over a ten-year period; hence, actual development costs could ultimately vary from current estimates.

**WISCONSIN**

**Immediate Demand**

Wisconsin's immediate demand is the establishment of controls over existing unregulated uses that may be harmful to resources within the forest boundaries.

**Priorities for Recreational Development**

- 1) Construct a horseback riding trail in the southern half of the Forest in a single corridor removed from the riverway.
- 2) Construct a hiking trail to traverse the entire length of the Forest, to provide access to the river and historic sites.
- 3) Remove a multi-use site immediately south of Highway 70 on the river and relocate it outside the Maximum Preservation Zone, with a launching access, a foot trail, and an interpretive marker being its only intrusions into the Maximum Preservation Zone.
- 4) Develop a family campground (as approved by the St. Croix Management Commission) for an area just south of State Highway 70 on the north bank of the Wood River, outside the Maximum Preservation Zone.
- 5) Develop a group campground south of Danbury on the northern perimeter of the Forest to handle canoe groups and relieve pressure on primitive canoe campsites along the river.

**Proposed Recreational Facilities**

Wisconsin proposes the following ten-year development program. Each grouping constitutes successive fiscal year facility development.

**PROPOSED RECREATIONAL FACILITIES**

— — —

Outdoor group campground near Danbury; accommodations for 2 groups of 25 people each

Walk-in canoe landing at Danbury group camp

Highway 70 wayside and boat landing

Historical marker and short walking trail at Highway 70 wayside

Family campground (30 campsites) and canoe landing on the Wood River

State Forest entrance sign

TOTAL COST ESTIMATE: \$114,300

— — —

Hiking trail extension, Phase II, vicinity of Trade River, for a distance of 13 miles

Parking lot to serve hiking/cross country ski and snowmobile/horseback riding trails with a 15 car-trailer capacity and a set of single unit pit toilets (T38N, R20W, Section 26, NE ¼ SE ¼)

Parking lot to serve hikers with a 5 car capacity (T36N, R20W, Section 32, NE ¼ NE ¼)

Parking lot for hiking and snowmobile/horseback riding trails at the Trade River; capacity for 15 car-trailer units with a well and set of single unit pit toilets (T36N, R19W, Section 30, SW ¼ SE ¼)

Parking lot to serve hiking/cross-country ski and snowmobile/horseback riding trails with a 5 car-trailer capacity and a well (T37N, R20W, Section 20, NE ¼ SW ¼)

TOTAL COST ESTIMATE: \$16,500

— — —

Bridge on Wood River to serve the hiking/cross country ski trail and the snowmobile/horseback riding trail (T38N, R20W, Section 24, SE ¼ SE ¼)

Snowmobile trail extension from the Wood River to the Highway 70 Wayside (2 miles)

TOTAL COST ESTIMATE: \$41,500

— — —

Historical marker to be placed at the old Northern Pacific railroad crossing on the hiking trail (T37N, R20W, Section 5, NW ¼ NE ¼)

Historical marker to be placed at the old Bayfield Road crossing on the hiking trail (T37N, R20W, Section 8, NW ¼ NE ¼)

TOTAL COST ESTIMATE: \$1,000

— — —

Hiking trail, Phase III, from Highway 70 northward to Nelson's Landing, for a distance of 12 miles

Historical marker to be erected at the site of the old

paint mines on the hiking trail (T39N, R19W, Section 29, NE ¼ NE ¼)

TOTAL COST ESTIMATE: \$6,500

— — —

No scheduled developments

— — —

Hiking trail, Phase IV, from Nelson's Landing northward to State Highway 77, for a distance of 18 miles

Parking lot for hiking trail on State Highway 77 (T41N, R17W, Section 25, NE ¼ NW ¼)

Historical marker to be erected at Fleming's Landing on hiking trail (T40N, R18W, Section 30, NW ¼ SE ¼)

Historical marker to be erected at Indian Mounds on hiking trail (T40N, R18W, Section 30)

Historical marker to be erected at Hayden's Landing on hiking trail (T40N, R17W, Section 6, SE ¼ NW ¼)

Historical marker to be erected at Sioux Portage on hiking trail (T40N, R17W, Section 6, SE ¼ NW ¼)

Historical marker and two-car parking lot at old Montgomery Town Village site (T40N, R18W, Section 26, NE ¼ NE ¼)

TOTAL COST ESTIMATE: \$13,000

— — —

No scheduled developments

SUM TOTAL OF PROPOSED RECREATIONAL IMPROVEMENTS \$192,800

## JOINT MANAGEMENT TEAM

There are, then, three major resource management agencies and a privately owned corporation at work in the Upper St. Croix River basin. The National Park Service, United States Department of the Interior, regulates the riverway corridor itself, that 100 acres per mile (average) strip of river waterfront known as the Maximum Preservation Zone, except for areas within state parks. A superintendent, stationed at St. Croix Falls, Wisconsin, has management responsibility for administering all aspects of the riverway's master plan.

- Minnesota state-controlled lands within the Upper St. Croix River basin and study area are under the management control of the Department of Natural Resources. Similarly, Wisconsin state-controlled lands are under the general supervision of the district director of the Department of Natural Resources and staff specialists in the district office. The area supervisor in each area has direct responsibility for all forestry, wildlife, and recreation functions in that area.

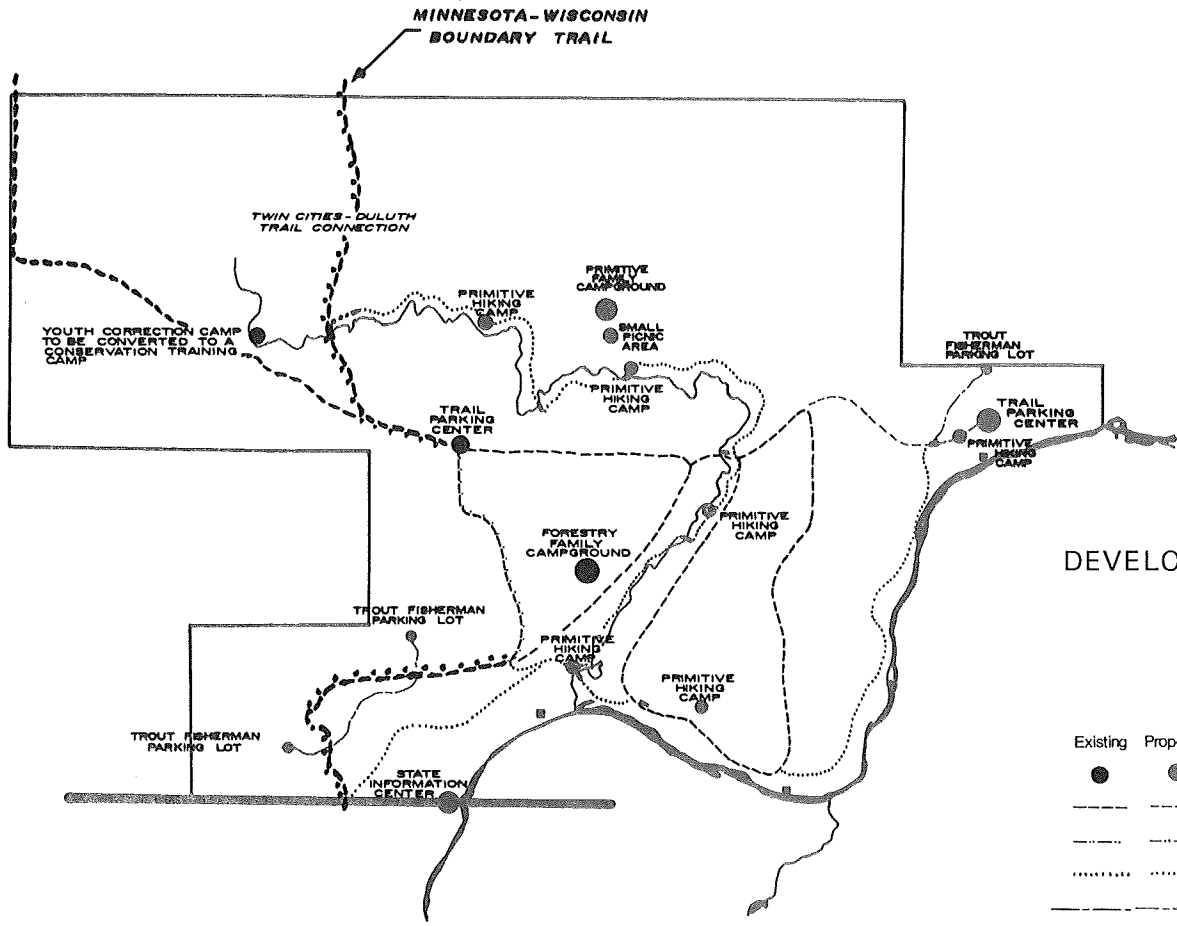
Northern States Power Company lands to be retained by the company and lying within the planning area will be managed in a manner consistent with the principles outlined here.

Operating in parallel with these agencies is the St. Croix Management Commission, mentioned earlier. A joint management team, it is composed of key management officials from the National Park Service, the states of Minnesota and Wisconsin, and Northern States Power Company. Its objectives are:

- 1) To bring together the four parties involved in and concerned with implementation of the St. Croix River Cooperative Agreement and the National Park Service master plan;

- 2) To provide a regular forum for discussion of mutual programs, problems, and activities associated with the St. Croix Scenic Riverway project;
- 3) To coordinate plans and programs of the four parties so that they follow the intent of the federal act and abide by the Cooperative Agreement and pertinent state and federal legislation;
- 4) To promote and ensure coordination with local units of government and other interests in matters relating to the waterway;
- 5) To monitor implementation of plans and programs consistent with the objectives of the Northern States Power Company Task Force plan;
- 6) To formulate uniform policies among parties with recognition of legislative and policy requirements of the parties involved.

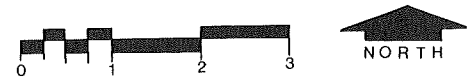
Through its ongoing efforts, the Management Commission will seek cooperation from both public and private interests to carry out recreational development that is compatible with the outstanding natural environment of the Upper St. Croix River basin. Continued progress by this Commission in the years to come will do much to ensure the preservation and enjoyment of this priceless river basin for not only us but future generations as well.



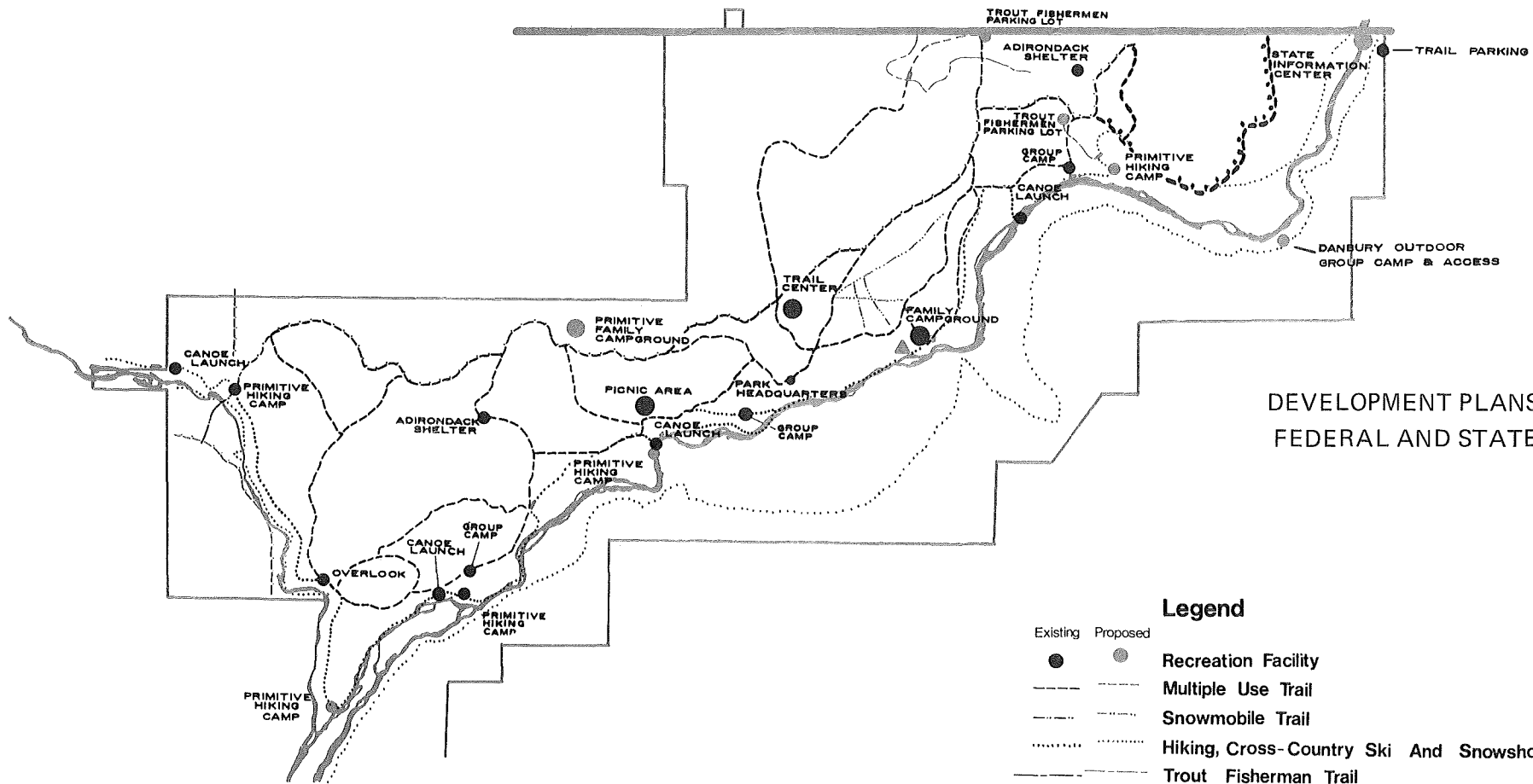
DEVELOPMENT PLANS, FEDERAL AND STATE

Legend

- | Existing | Proposed |  |
|----------|----------|--|
| ●        | ●        | Recreation Facility                          |
| ---      | ---      | Multiple Use Trail                           |
| - - - -  | - - - -  | Snowmobile Trail                             |
| .....    | .....    | Hiking, Cross-Country Ski And Snowshoe Trail |
| ---      | ---      | Trout Fisherman Trail                        |
| ---      | ---      | Minnesota - Wisconsin Boundary Trail         |
| ▬        |          | Bridge                                       |
| —        |          | Road   |
| □        |          | Facilities To Be Eliminated                  |
| ■        |          | Boat Access                                  |
| ▲        |          | Picnic Area                                  |
| ---      |          | Trails                                       |



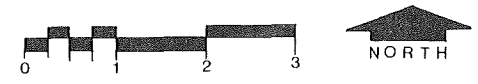




DEVELOPMENT PLANS,  
FEDERAL AND STATE

**Legend**

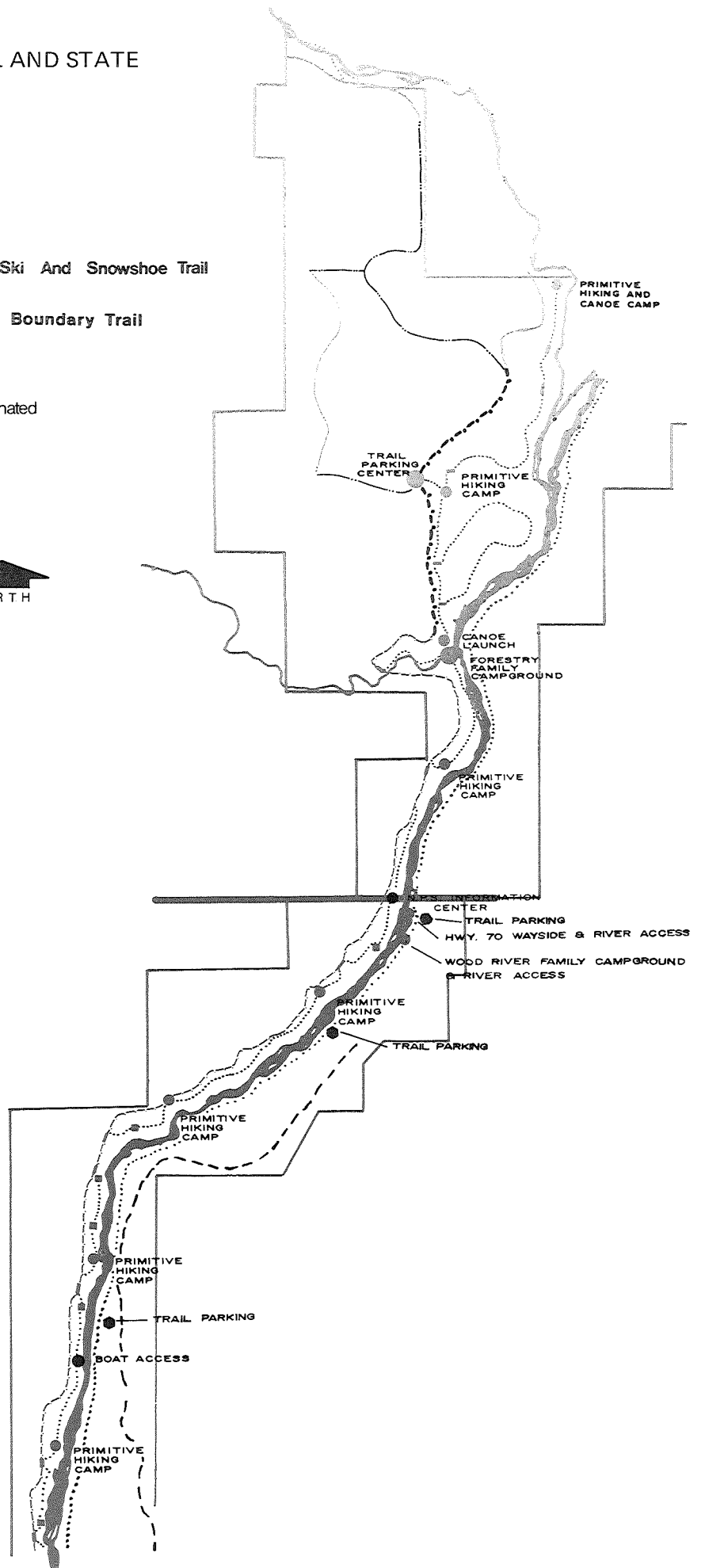
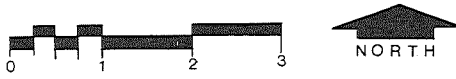
|          |          |  |
|----------|----------|--|
| Existing | Proposed |  |
| ●        | ●        | Recreation Facility                          |
| ---      | ---      | Multiple Use Trail                           |
| ---      | ---      | Snowmobile Trail                             |
| ---      | ---      | Hiking, Cross-Country Ski And Snowshoe Trail |
| ---      | ---      | Trout Fisherman Trail                        |
| ---      | ---      | Minnesota - Wisconsin Boundary Trail         |
| ---      | ---      | Bridge                                       |
| ---      | ---      | Road   |
|          |          | Facilities To Be Eliminated                  |
|          | ■        | Boat Access                                  |
|          | ▲        | Picnic Area                                  |
|          | ---      | Trails                                       |

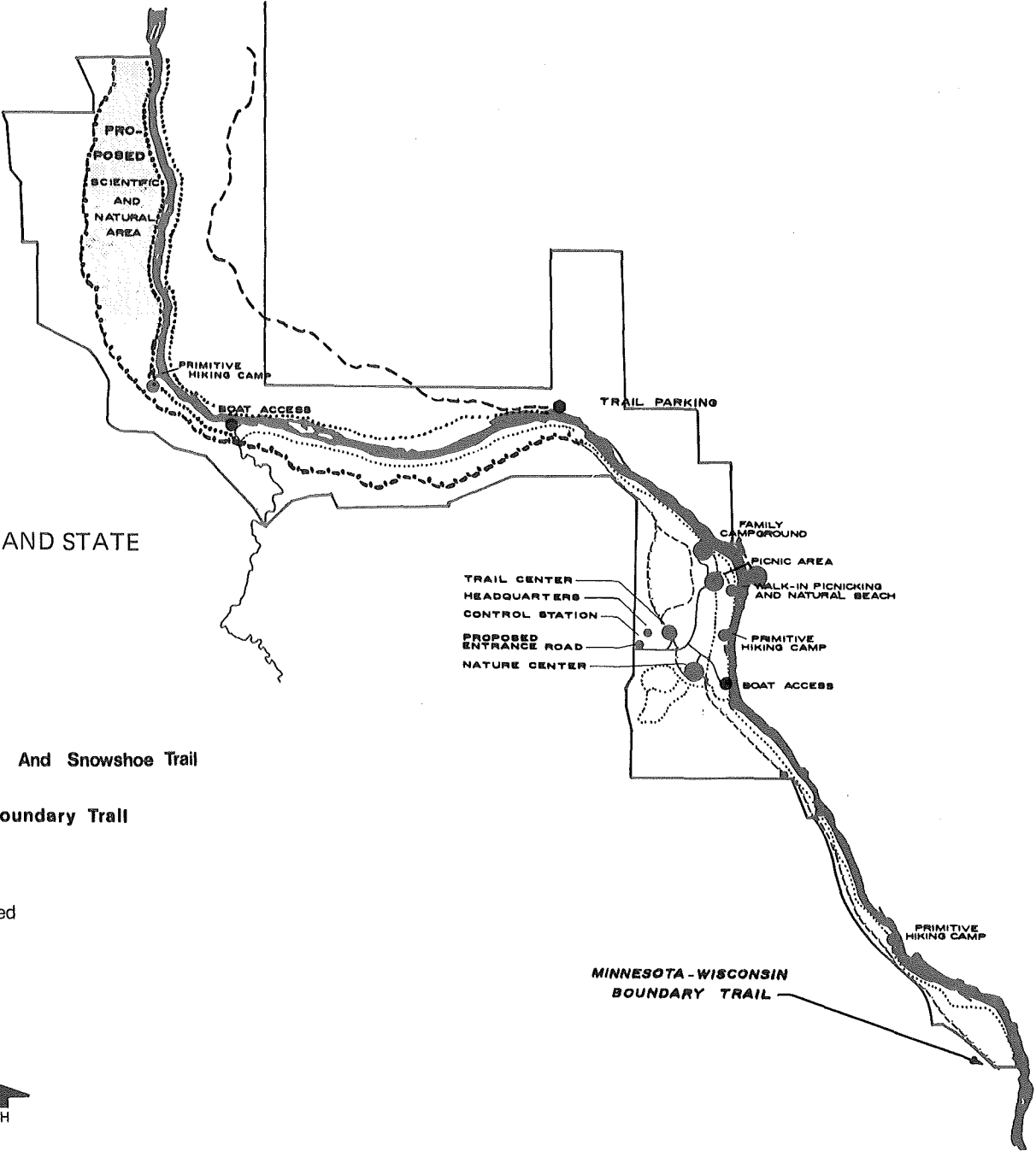


DEVELOPMENT PLANS, FEDERAL AND STATE

23

- Legend**
- |          |          |  |
|----------|----------|--|
| Existing | Proposed |  |
| ●        | ○        | Recreation Facility                          |
| ---      | ---      | Multiple Use Trail                           |
| ---      | ---      | Snowmobile Trail                             |
| .....    | .....    | Hiking, Cross-Country Ski And Snowshoe Trail |
| ---      | ---      | Trout Fisherman Trail                        |
| ---      | ---      | Minnesota - Wisconsin Boundary Trail         |
| ▬        |          | Bridge                                       |
| —        |          | Road   |
|          |          | Facilities To Be Eliminated                  |
| ■        |          | Boat Access                                  |
| ▲        |          | Picnic Area                                  |
| ---      |          | Trails                                       |

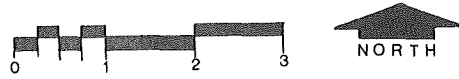




DEVELOPMENT PLANS, FEDERAL AND STATE

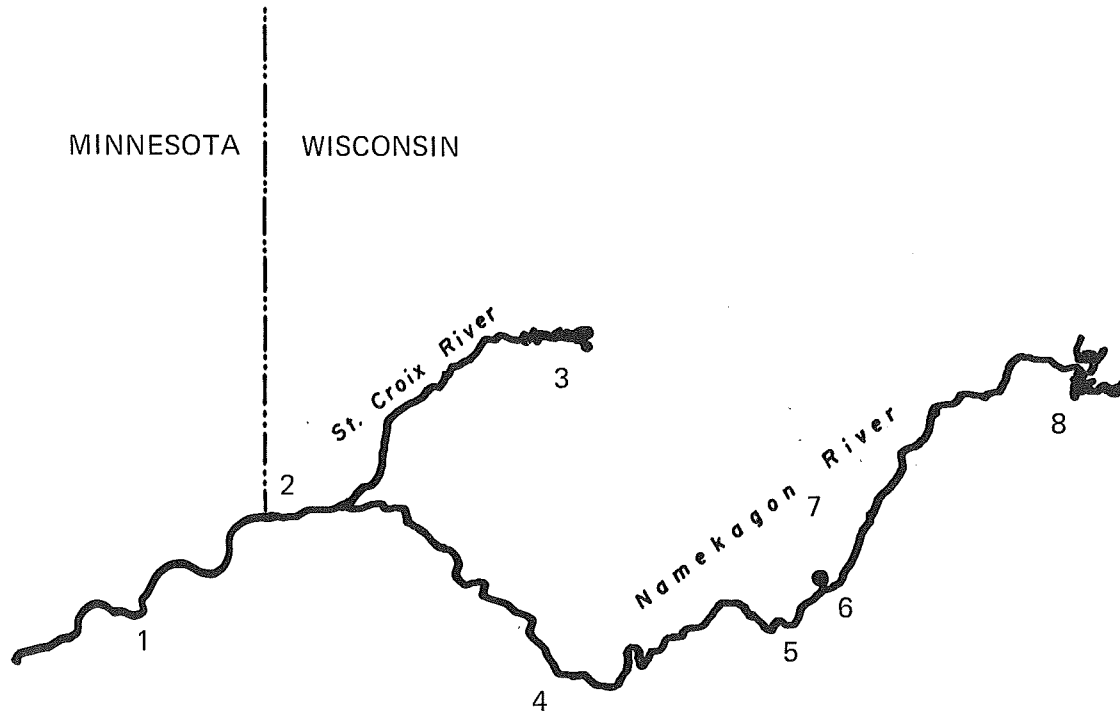
**Legend**

- |          |          |  |
|----------|----------|--|
| Existing | Proposed |  |
| ●        | ●        | Recreation Facility                          |
| ---      | ---      | Multiple Use Trail                           |
| .....    | .....    | Snowmobile Trail                             |
| .....    | .....    | Hiking, Cross-Country Ski And Snowshoe Trail |
| ---      | ---      | Trout Fisherman Trail                        |
| ---      | ---      | Minnesota - Wisconsin Boundary Trail         |
| █        |          | Bridge                                       |
| —        |          | Road   |
|          |          | Facilities To Be Eliminated                  |
| ■        |          | Boat Access                                  |
| ▲        |          | Picnic Area                                  |
| ---      |          | Trails                                       |



NPS HEADQUARTERS ST. CROIX FALLS, WISCONSIN  
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## DEVELOPMENT PLANS, FEDERAL



- 1 PEASE HILL**  
road access—parking  
picnic area  
boat launching site  
comfort facilities
- 2 BIG ISLAND**  
road access—parking  
picnic shelter  
canoe launching site
- 3 ST. CROIX DAM**  
road access—parking  
picnic shelter  
canoe launching site
- 4 TREGO FLOWAGE**  
road access—parking  
group campground  
picnic area  
canoe launching site  
swimming beach
- 5 TREGO**  
district ranger office
- 6 SOUTH HAYWARD**  
road access—parking  
picnic shelter  
canoe launching site
- 7 BLAIR SCHOOL**  
road access—parking  
picnic shelter  
canoe launching site
- 8 NAMEKAGON DAM**  
road access—parking  
picnic shelter  
canoe launching site  
ranger station