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Wooden Frog Campground and Recreation Area Sub-Area Plan

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WOODEN FROG CAMPGROUND
AND RECREATION AREA
SUB-AREA PLAN
ST. LOUIS COUNTY, MINNESOTA

Prepared pursuant to the
Outdoor Recreation Act of 1975
Chapter 86A
Minnesota Statutes 1983

by:
Minnesota Department of Natural Resources
Division of Forestry
St. Paul, Minnesota 55155
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INTRODUCTION

Foreword

Minnesota's state forests encompass about three million acres of state administered land. The management of state forest land is based on multiple-use principles. Multiple-use management does not imply the use of all lands for all purposes, but recognizes that site characteristics determine the ability of an area to support various uses. The intent is to balance uses based on their compatibility. Recreation is recognized as an appropriate use of state forest land under the definition of "forest resources" in the Forest Resource Management Act of 1982 (Laws of Minnesota, Chapter 511, Subd. 8). The definition reads:

Forest resources means those natural assets of forest lands including timber and other forest crops, recreation, fish and wildlife habitat, wilderness, rare and distinctive flora and fauna, air, water, soil, and educational, aesthetic and historical values.

This document was prepared to present planned development proposals and to satisfy the master plan requirements of the Outdoor Recreation Act of 1975 (M.S. 86A) for the Wooden Frog Campground. The Outdoor Recreation Act requires a plan be prepared and establishes procedures for review and approval before new recreational facilities or other development except for repairs and maintenance can be undertaken.

Additionally, this plan has been developed as a result of a work proposal submitted to the Legislative Commission on Minnesota Resources for forest recreational sub-area development during the 1984-85 biennium. This proposal identified the need to rehabilitate eight high quality state forest campgrounds throughout the state. Also included were additional recreational sites in the Richard J. Dorer Memorial Hardwood State Forest. The proposal contained in this document for development, rehabilitation, and maintenance of the Wooden Frog Campground will insure that the scenic, historic, scientific, and recreational qualities will be properly managed for the continuing use and enjoyment of Minnesota's citizens.

Purpose and Authority

The Outdoor Recreation Act of 1975 (M.S. 86A) recognizes the abundant opportunities for outdoor recreation and education provided by Minnesota's resources. It stresses the importance of Minnesota's outdoor recreational resources to the "...health, welfare and prosperity of the citizens of Minnesota..." The act establishes an outdoor recreational system to "1) preserve an accurate representation of Minnesota's natural and historical heritage for public understanding and enjoyment, and 2) provide an adequate supply of scenic, accessible and usable lands and waters to accommodate the outdoor recreational needs of Minnesota's citizens." The system includes natural state parks; recreational state parks; state trails; state scientific and natural areas; state wilderness areas; state forests and state forest sub-areas; state wildlife management areas; state water access sites; state rest areas; state wild, scenic and recreational rivers; and state historic sites.

The sub-division of the Outdoor Recreation Act of 1975 (subd. 7) concerning state forests and state forest sub-areas states that:

- a) A state forest, as established by section 89.021, shall be administered to accomplish the purposes set forth in that section, and a state forest sub-area shall be established to permit development and management of specialized outdoor recreation at locations and in a manner consistent with the primary purpose of the forest.
- b) No unit shall be authorized as a state forest sub-area unless it is located within a state forest and contains suitable natural resources to accommodate any of the following uses:
 - 1) Day use areas. Areas which permit recreational use of the forest in its natural state, not requiring an overnight stay, including but not limited to picnicking, fishing, swimming, boat launching, hiking, interpretation, and nature observation.
 - 2) Campground. Provide minimum facilities to accommodate overnight camping.
- c) Outdoor recreation sub-areas located within state forests shall be administered by the commissioner of natural resources in a manner which is consistent with the purposes of this subdivision.

In addition to forest sub-areas the Outdoor Recreation Act allows the following secondary units to be authorized wholly or partially within a state forest: natural state park; recreational state park; historic site;

wildlife management area; scientific and natural area; wilderness area; wild, scenic, and recreational river; trail; rest area; and water access site.

Planning Process

The Outdoor Recreation Act establishes the following planning process:

1. Plan preparation by managing agency (DNR - Division of Forestry).
2. An announced 30 day review period for the public and at least one "public hearing."*
3. Review and approval by the State Department of Energy, Planning and Development (DEPD) or the Governor. The DEPD must review the plan within 60 days of its receipt and notify the DNR of any recommendations or changes it might suggest. The DNR then reviews the recommendations and notifies the DEPD as to their disposition. The plan can be approved by the DEPD at this point. If, however, the Director of the DEPD feels that the master plan fails to provide for the administration of the unit, as specified in the Outdoor Recreation Act, or fails to recognize values and resources within the unit that are primarily the responsibility of another managing agency to protect or develop, he may request an additional 60 day period for review by the Governor. If either the DEPD or the Governor fail to act on the plan within the specified time, the plan is deemed approved.

Character and Level of Recreational Development

The goal of the State Forest Recreation Management Program is:

To fulfill the outdoor recreation potential within state forests by providing developed recreational areas (sub-areas) and opportunities for dispersed recreational activities that are compatible with other forest uses.

*The public hearing would be better described as a public information session. A public hearing as described in the Minnesota Administrative Procedures Act (MN Stat. Chap. 14) is not required.

The goal, as stated above, is consistent with the state forest management philosophy of multiple-use. When developed, recreational facilities in a state forest should be characterized by contact with nature and require a minimum level of development and management. These policies generally limit development in state forests to primitive, minimum impact campgrounds, day use areas and recreational trails. Historically, recreational uses other than these may be occurring on state forest lands. These uses will be viewed on a case by case basis and their disposition decided during the sub-area or unit planning process.

The character and level of recreational development appropriate in state forests is influenced by several factors. Planning for development in state forests will include analysis of demand, existing recreation facilities, impacts on the site, costs, maintenance needs, amenities, scenic diversity, and access. Compatibility with other forest management programs and other forest uses will also be considered.

Relationship to Other Plans

Over the next few years, the DNR Division of Forestry will be developing comprehensive unit plans for geographical administrative areas. Each unit plan will contain a section on recreation that may be used to meet the sub-area planning requirements of the Outdoor Recreation Act of 1975.

This sub-area plan, which is being developed prior to the unit plan, will be incorporated as a portion of the appropriate unit plan. This sub-area plan may be amended based on information developed during the unit planning process.

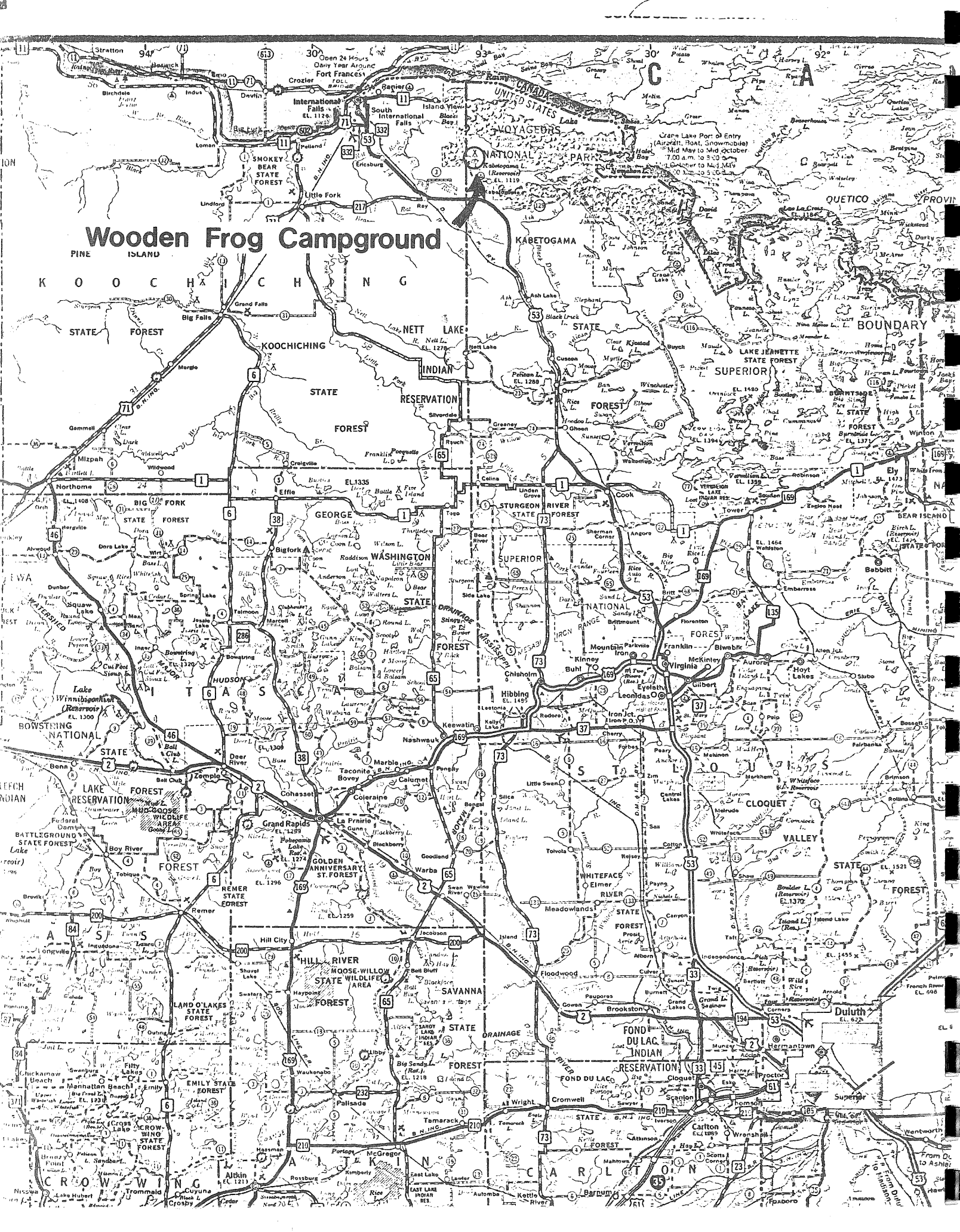
WOODEN FROG CAMPGROUND

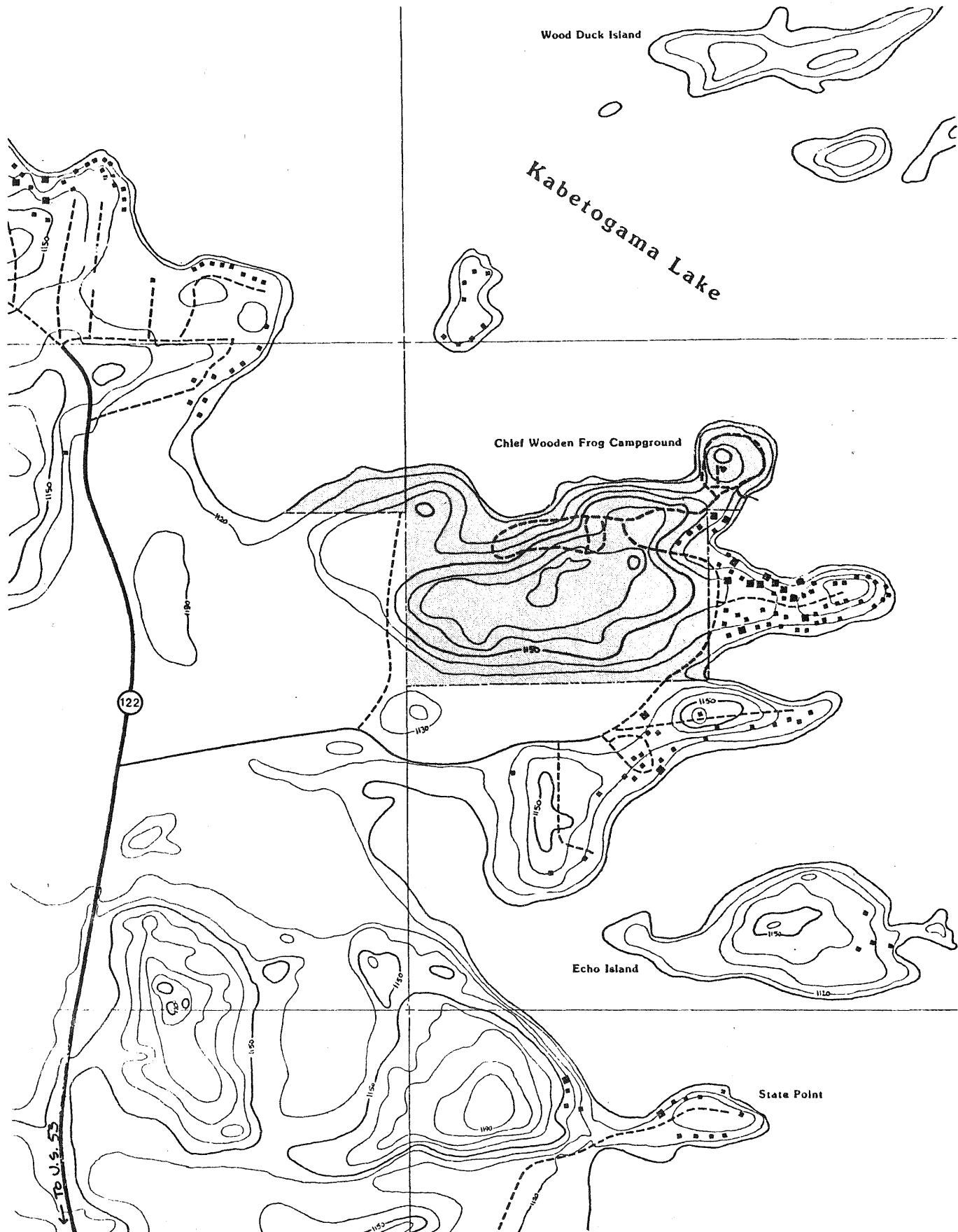
Introduction

Wooden Frog State Forest Campground is located on an 80 acre parcel of school trust fund land in northwestern St. Louis County near the Canadian border. The site is in the Kabetogama State Forest on the south shore of Kabetogama Lake and contains almost one mile of rocky shoreline. All of Kabetogama Lake, except a few miles of the shoreline near the campground, is contained within Voyageurs National Park. The campground is about 7 miles north of U.S. Highway 53 which runs between Duluth and International Falls. Highway 53 and St. Louis County Road 122 provide excellent access to the campground from the south and east. County Road 122 was paved to the campground road in the fall of 1983. Access from western and central Minnesota is provided by U.S. Highway 71 and State Highway 217.

Wooden Frog Campground is part of the Rainy, Kabetogama, Namakan Lakes Region, located in northeastern Koochiching and northwestern St. Louis counties. The region is sparsely populated and has a less than average population density than the state as a whole. Development in the region is concentrated along lakeshores and in a few small communities. The south shore of Kabetogama Lake is one of the most highly developed areas in the region. Population centers in the region are limited with International Falls-Fort Frances, Ontario being the closest at about 30 miles. These two cities and surrounding communities have a combined population of about 25,000 people. The Minnesota Iron Range cities lie within 80 miles and Duluth (1980 population of 92,811) is about 135 miles away. The Twin Cities metropolitan area lies about 275 miles to the south. The Boundary Waters Canoe Area lies just east of the region. This area offers a more primitive recreation experience which complements Voyageur's National Park and its associated recreation facilities.

The economy of the region is largely tied to the natural resource base. Most of the land in the region is forest land with a small amount used for agricultural purposes. The major employer in the region is the timber industry. Wholesale and retail trades make up a much smaller proportion of jobs in the region than in the rest of the state. Only a small portion of the region's labor force is employed in the entertainment and recreation sector, even though this industry is very important to the region because

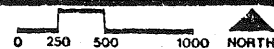




Wooden Frog Campground Kabetogama State Forest

Division of Forestry
Minnesota Department of Natural Resources

Campground
and vicinity



it creates demand for other goods and services. There is a potential for economic growth in the recreation industry. With the increasing popularity of Voyageur's National Park this growth should help create demand for other goods and services.

History and Archaeology

Human occupation in the Rainy Lake region can be established at about 5000 B.C. based on isolated artifact recoveries. These people were primarily hunters who subsisted on game, and locally available vegetation products. These early Native American cultures remained present in the area until approximately 1700 A.D., about the time the first Euro-American explorers entered the area. The earliest recorded exploration of the region was by a French-Canadian, Jacques de Noyon, in 1667 or 1668. The early 1700's brought a few more French explorers and fur traders to the region. The British began to take over and establish trading posts in the region about 1770. The French had long since abandoned the area in search of a route to the Pacific Ocean. Fur trade continued to be the dominant economic force until the late 1800's when the treaties of 1866 and 1885 removed most of the ownership in the region from the Ojibwa Indians. The Indians then began to move to the Nett Lake Reservation but a group under Chief Wooden Frog remained on Kabetogama Lake until the late 1930's.

Lumbering quickly replaced fur trade as the major economic force when the treaties were signed and the timberland was offered for sale in the early 1880's. By the mid 1880's the railroad had arrived at Kabetogama and the logging industry was in full swing. Except for a small amount of gold mined around the turn of the century, logging has remained the major industry in the region.

An agreement between the Minnesota DNR and the Minnesota Historical Society dated December 23, 1971 establishes procedures for dealing with historic and archaeological sites (see appendix).

Several archaeological sites in the Kabetogama Lakes Region have been identified and it is believed that many more were flooded when the lake

level was raised many years ago. An examination of the Minnesota Historical Society's records of historical and archaeological sites failed to reveal any known sites on the state forest land near Wooden Frog , Campground.

Geology, Soils and Topography

The geologic features of Wooden Frog Campground are the result of ice scouring and deposits left by the Wisconsin Glacier. This glacier left a thin layer of till on the rolling bedrock hills of the southern most portion of the Canadian shield. Subsequent weathering processes and the establishment of vegetation have added a thin soil layer to the glacial till and bedrock. The bedrock is still exposed in many places where erosion forces are too great to permit the development of soil. These bedrock outcrops are found in various places but are most evident along the lakeshore.

The soil layer at Wooden Frog Campground is quite fragile, especially on a small point which extends into the lake on the northeast end of the property. A dense tree canopy and soil compaction from overuse by campers has destroyed most of the ground cover on the point except some isolated underbrush. The remainder of the site also has a thin soil layer which supports mostly old growth hardwoods with dense underbrush and an occasional large pine. Some of the lower elevations near the lake, and depressions in the bedrock, are poorly drained and the soils remain wet all year restricting use.

The topography generally slopes toward the lake which has a normal elevation of 1118 feet above sea level. High points of about 1180 feet occur in several places near the middle of the 80 acre tract. From these points the land slopes downward in all directions with an average slope of about 5 percent. Only near the lake and some bedrock outcroppings does the slope exceed 10%. The slope is as much as 40% more in some locations near the lakeshore.

Hydrology

Kabetogama Lake is part of the rainy lake watershed in which water levels are regulated by the International Joint Commission. Water levels fluctuate several feet throughout the year usually reaching a low point in March and April and a high point in June or July of about 1120 feet above mean sea level. Kabetogama Lake and adjacent lakes are recognized as outstanding resources by the State of Minnesota water classification system. These lakes exhibit exceptional recreational and/or ecological values and will be managed to prevent any degradation of water quality.

Groundwater resources in the area are very limited so most all domestic water comes from surface water sources. The campground water system draws water from the lake near the public access. The water is then purified and pumped throughout the campground through a system of above ground plastic pipes.

Natural Communities

In review of the study area no occurrences of ecologically sensitive natural community types were found. The site has not been inventoried by the Natural Heritage Program; however the site contains aspen-birch forest, granite outcrop red-white pine forest, and scattered lowland plant communities. These natural community types are not considered endangered or threatened elements, they are well represented in the BWCA and the Voyageurs National Park which have similar vegetation and physiography as Wooden Frog Campground. The primary concern of the Natural Heritage Program is the lack of a more intensive inventory of the site. A field survey would be desirable to determine the extent and natural area quality of the red-white pine forest. These communities represent a small portion of those originally found in the region. Remaining communities often require management to insure their perpetuation.

Plants

There are no known occurrences of rare plant species in the immediate vicinity of this project. However, there has never been a survey done for

rare species in this area and such a survey could discover occurrences that are presently unknown.

Intensive surveys have been conducted on border lakes further east which documented rare species occurrences. Three state endangered plant species were found: Littorella americana, Subularia aquatica and Carex katahdinensis. The preferred habitat of these species in this region is shallow water and level sandy beaches of major lakes. It is possible that one or more of these species occurs on Kabetogama Lake if there is suitable habitat.

Fish and Wildlife

Although there is no record of any rare or endangered wildlife at the campground, many other species are commonly found in the vicinity. The forest cover is home to numerous small birds and mammals and many others pass through the area while migrating. The 80 acre site is too small to be permanent residence for most of the larger birds and mammals, still occasionally these animals may be seen in the area. See table on pages 11, 12 and 13 for list of most of the rare and common species of fauna found in the area.

Fish species listed on page 12 include a number of fish that are of commercial and/or sport fishing value. Smallmouth bass, crappie, yellow perch, northern pike, sauger and walleye, are popular among sport fishermen. Walleye fishing especially, draws large numbers of people to Kabetogama Lake.

Faunal Species Found In or Near Voyageurs National Park

I. Birds

Loon	Great blue heron
Pied-billed grebe	American bittern (6)
Mallard	Black duck
American widgeon	Ring-necked duck
Lesser scaup	American golden-eye
Buffle-head	Hooded merganser
American merganser	Turkey vulture
Peregrine Falcon (1,4)	Sharp-shinned hawk
Goshawk	Broad-winged hawk

Red-tail hawk
 Bald eagle (2,5)
 Spruce grouse
 Ruffed grouse
 Spotted sandpiper
 Herring gull
 Great-horned owl
 Short-eared owl (6)
 Nighthawk
 Kingfisher
 Yellow-bellied sapsucker
 Hairy woodpecker
 Downy woodpecker
 Olive-sided flycatcher
 Tree swallow
 Canada jay
 Raven
 White-breasted nuthatch
 Short-billed marsh wren
 Brown creeper
 Robin
 Olive-back thrush
 Golden-crowned kinglet
 Brown-capped chickadee
 Red-eyed vireo
 Yellow warbler
 Myrtle warbler
 Black and white warbler
 Tennessee warbler
 Blackburnian warbler
 Connecticut warbler
 Oven-bird
 Redstart
 Red-wing blackbird
 Scarlet tanager
 Evening grosbeak
 Pine grosbeak
 Redpoll
 Dipping sparrow
 Swamp sparrow
 Lincoln's sparrow

Pigeon hawk* (Merlin)
 Osprey (6)
 Sora rail
 Solitary sandpiper
 Black-billed cuckoo
 Barred owl
 Whip-poor-will
 Ruby-throated hummingbird
 Flicker
 Eastern kingbird
 Least flycatcher
 Phoebe
 Wood pewee
 Barn swallow
 Blue jay
 Crow
 Red-breasted nuthatch
 Winter wren
 Catbird
 Hermit thrush
 Ruby-crowned kinglet
 Cedar waxwing
 Black-capped chickadee
 Blue-headed vireo
 Canada warbler
 Magnolia warbler
 Cape May warbler
 Bay-breasted warbler
 Black-throated blue warbler
 Chestnut-sided warbler
 Yellow throat
 Baltimore oriole
 Bronzed grackle
 Rose-breasted grosbeak
 Purple finch
 Pine siskin
 Goldfinch
 Song sparrow
 White-throated sparrow
 Slate-colored junco

II. Fish

Rock bass
 Burbot
 Iowa darter
 Northern logperch
 Muskellunge
 Yellow perch
 Northern redhorse
 Sculpin
 Spottail shiner
 Sturgeon (2,6)
 White sucker

Smallmouth bass
 Black crappie
 Johnny darter
 Fathead minnow
 Trout perch
 Northern pike
 Sauger
 Common shiner
 Brook stickleback
 Longnose sucker
 Tullibee

Walleye
Lake Trout
Brown trout

Whitefish
Brook trout

III. Mammals

Star-nosed mole
Pigmy shrew
Water shrew
Snowshoe hare
Silver-haired bat
Big brown bat
Hoary bat
Least chipmunk
Red squirrel
Woodland deer mouse
Bog lemming (6)
Meadow jumping mouse
Beaver
Porcupine
Fisher (3)
Least weasel
Mink
Badger
Red fox
Coyote
White-tailed deer

Cinereous shrew
Arctic Shrew
Short-tailed shrew
Little brown bat
Keen's brown bat
Red bat
Woodchuck
Eastern chipmunk
Northern flying squirrel
Woodland jumping mouse
Red-backed vole
Meadow mouse
Muskrat
Black bear
Short-tailed weasel
Long-tailed weasel
Otter
Lynx (3)
Wolf (2,5)
Marten (3,6)
Moose

- (1) Endangered, U.S. Fish and Wildlife Service
- (2) Threatened, U.S. Fish and Wildlife Service
- (3) Undetermined, U.S. Fish and Wildlife Service
- (4) Endangered, State of Minnesota
- (5) Threatened, State of Minnesota
- (6) Special Concern, State of Minnesota

Source: Final environmental impact statement. Voyageurs
National Park, 1979.

Proposed rules designating species of wild animals and
plants as endangered, threatened, or of special concern.
State Register. October 31, 1983.

Climate

The climate of the Northern Lakes Region of Minnesota is characterized as typically continental. Summer temperatures normally do not exceed 80 degrees fahrenheit with June, July and August being the warmest months. Winter temperatures are most severe during January and February when temperatures frequently fall below zero and occasionally are as low as -30 to -40. Weather dictates the periods of heavy use at Wooden Frog. Generally the camping season starts in late May and tapers off starting in early September.

RECREATION ANALYSIS

Associated Recreation Facilities

Recreation in the area around Wooden Frog Campground is dominated by Kabetogama Lake which is part of Voyageur's National Park. The southern part of the park may be entered at one of four Lake Kabetogama public access sites, including the Wood Frog Access, and at Crane Lake which is at the end of County Route 23. Travel in the park is restricted to boating and hiking during the summer and snowmobiling and skiing during the winter. A limited number of ice roads are also constructed for winter use. Use of the park is dominated by fishermen during the summer and snowmobilers during the winter. Several miles of designated cross country ski trails serve the growing number of skiers in the area. These trails are used for hiking and canoe portages during the summer. One hundred primitive campsites along lakeshores and trails are provided within the park.

Other recreation facilities in the region also rely heavily upon water resources. Resorts and lakeshore cabins dominate the development along the southern shore of Kabetogama Lake except in marshy areas. Over 40 resorts are located along the shore between Ash River and the northern end of the lake. A few resorts along the shore also provide camping facilities but each contains only a small number of sites. In general, these private campgrounds are developed with modern facilities such as electrical hookups and running water, and provide a different type of service than a primitive campground. A large modern campground is presently under construction about 2 miles north of Wooden Frog and should relieve some of the pressure for this type of facility.

Use

Wooden Frog Campground is most frequently visited by residents of the northeastern part of Minnesota, but as Voyageur's National Park becomes more popular, visitors from the Twin Cities and out of state can be expected to increase. A survey of 1982 campground receipts showed that over one-third of the visitors to the campground were residents of the Arrowhead Region, including the city of Duluth. One-fourth of the campers were from the Twin Cities metropolitan area and another 20 percent came from elsewhere in Minnesota. The remaining 20 percent visited Wooden Frog

from other parts of the United States, Canada and other countries. An estimated 8,371 camper nights were spent at the Wooden Frog Campground during the 1982 camping season, more than any other Minnesota state forest campground. Peak use of the campground occurs on weekends during the camping season. The campground is frequently full Friday and Saturday nights.

Wooden Frog is the only large public campground and one of the few campgrounds on Kabetogama Lake. Users of the campground have historically been fishermen but increasing numbers are staying just to visit Voyageur's National Park. Visitors are sometimes referred to Wooden Frog for drive-in camping by the National Park Service visitor centers and often think they are in a national park campground. The National Park Service uses the old CCC building in the campground to host a variety of interpretive programs which sometimes draw over one hundred people. The park service also uses the Wooden Frog public access and other facilities to conduct boat tours of the park and other programs.

Wooden Frog also has a day-use area which is used by campers, public access users, visitors to local resorts and the local public. The access is used most heavily on weekends when the combination of boaters and campers with boats sometimes create long lines and parking problems. The parking problems created by the public access often leave no parking space for the beach and picnic area users. Access use also decreases during the week to less than ten users a day.

Recreation Demand Indicators

Because of their abundant natural resources, the forested and lake regions of Minnesota have evolved into one of the most popular recreation areas in the upper midwest. The Rainy, Kabetogama and Namakan lakes area is no exception and has been the base for the development of vacation oriented facilities since the 1930's. Generally the facilities with the highest quality resources, or ones located near these resources, are the most popular and receive the most use. Many of the users of these facilities travel further than average distances and stay at their destination longer.

The following information on demand for forest related recreation activities in Minnesota is based on an analysis of the data presented in State Comprehensive Outdoor Recreation Plan (SCORP). The activities included are those for which Minnesota's Forest Resources provide opportunities, some occur less frequently than others.

In Minnesota, more people participate in summer recreational activities than winter ones. This is also true for northeastern Minnesota. Fishing, swimming and boating are the most popular recreational activities in the area. Bicycling, snowmobiling, skating, sledding, driving for pleasure camping, cross country skiing, ice fishing, hiking and picnicking are also very popular activities. SCORP surveys indicate a high level of desire on the part of area residents for additional opportunities to camp, fish, bicycle, hunt, cross country ski and snowmobile. Northeastern Minnesota imports a large number of its recreation occasions, especially for summer activities. For some activities over 50 percent of the recreation occasions occurring within the region are imported.

It is recommended in SCORP that all providers of winter recreation should seek to provide additional cross country ski trails and hunting opportunities. Provision of summer activities should emphasize additional camping opportunities. Public agencies should seek to increase public access and fish stocking efforts. It should be noted that, even though the Division of Forestry does not participate in the direct development of additional opportunities for some activities, bicycling and fishing for example, forestry facilities such as campgrounds, trails and public accesses contribute to the experience people have while participating in other activities.

THE PLAN

Existing Recreational Facilities

Campground

57 campsites with parking spurs, picnic tables and fire rings (see map on page 18). 20 sites are located on the point, the remaining 37 are up the hill.

Toilets

10 pit toilets (some with wooden cribs)

Water

Purified lake water supplied to faucets throughout the site through a system of above ground plastic hoses. The purification and pump house is located near the public access. The system has worked well since the 1960's and has experienced only a few problems. The system was designed to be expanded.

Public Access

Single concrete slab boat ramp and permanent wooden dock

Swimming Area

Small sand swimming area

Picnic Area

5 picnic tables adjacent to the swimming area

CCC Building

This building was constructed in the 1930's with large stones. It is used by National Park Service for interpretive programs. Capacity of about 60 people. The building needs to be reroofed and have some window sills and frames replaced.

Parking Area

10-15 car area serves access, beach, picnic area, and CCC building. The area is not defined and has trees, boulders, grass and weeds throughout. The area is surfaced with gravel in spots.

Natural Trail

3/4 mile hiking trail wide enough for foot traffic only, no surfacing

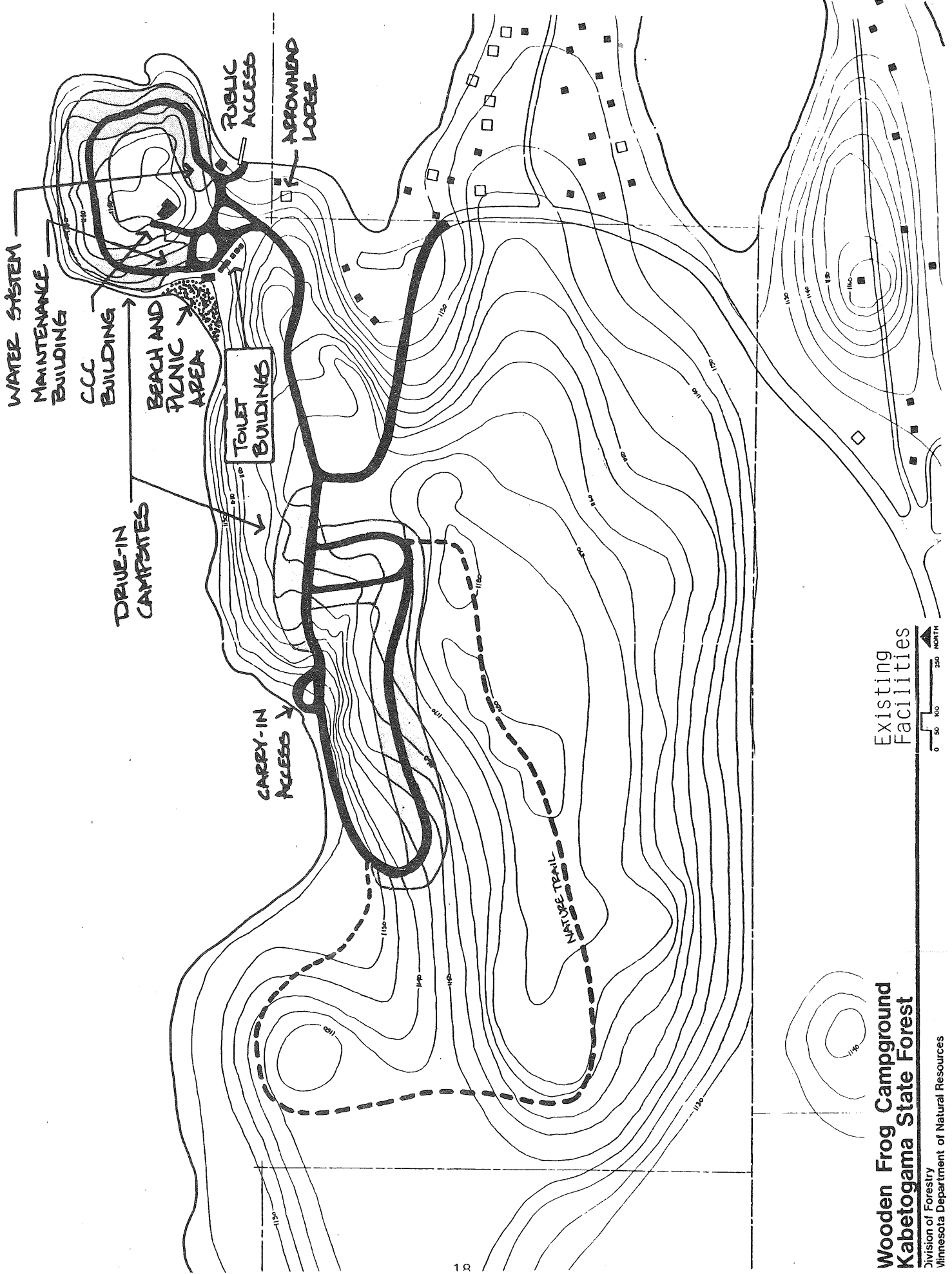
Maintenance Building

This building is located adjacent to the beach for storage of maintenance equipment. This building is also stone. It is in good shape and adequate for the purpose it serves.

Proposed Renovation and Development

Campground

Twenty of the 57 campsites are located on a point which is dominated by a closed canopy of pines and bedrock outcrops. The campsites on the point are the most popular since they are all located close to the water and are



Existing
Facilities

Wooden Frog Campground
Kabetogama State Forest

Division of Forestry
Minnesota Department of Natural Resources

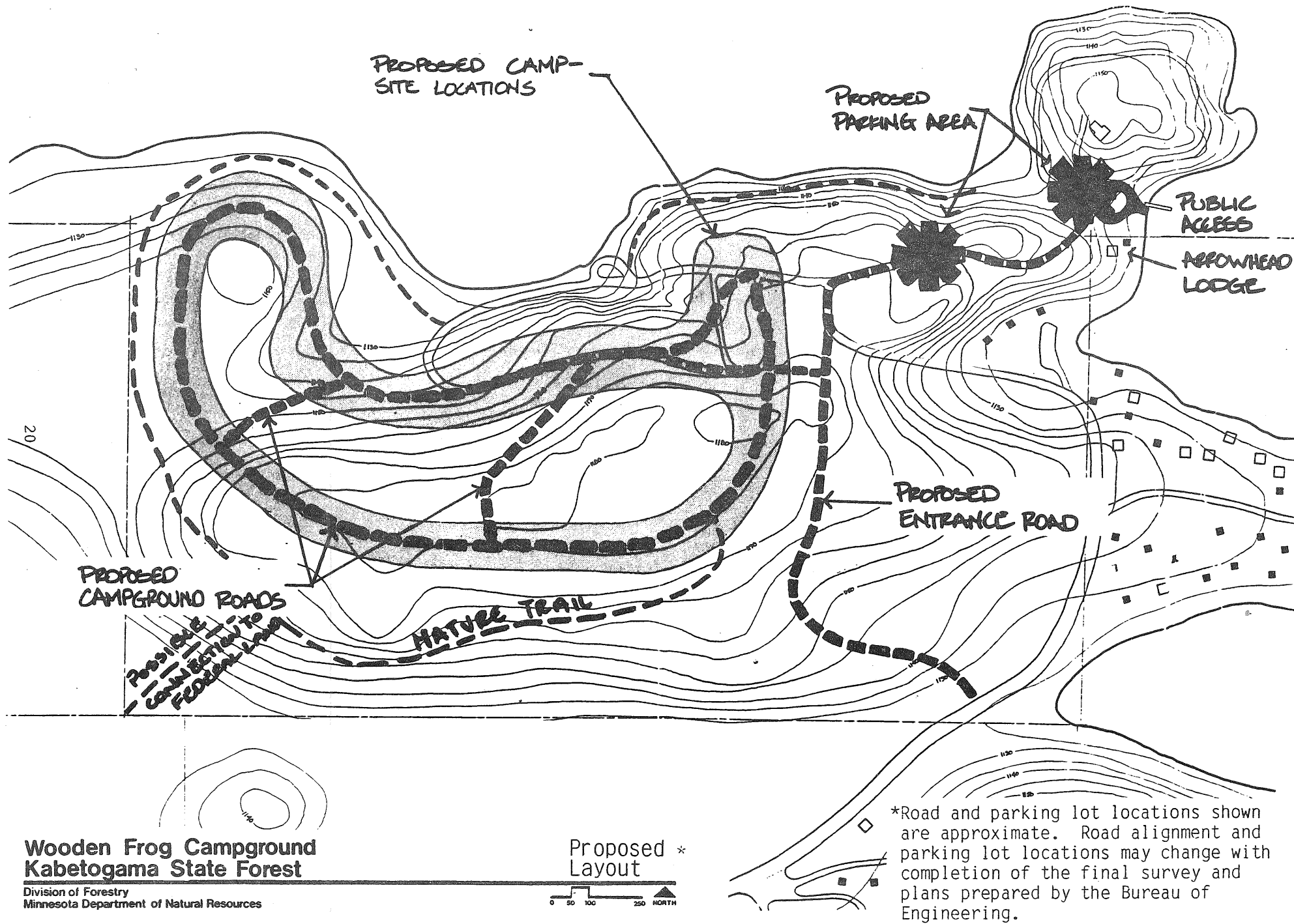
exposed to the lake breezes. Camping on the point has compacted the soil reducing some of the vegetative ground cover and left the area in need of attention. The remaining 37 sites are west from the point on a ridge where bedrock outcrops are less frequent and an open canopy allows more vegetation for the screening of campsites from one another. Approximately 20 of these sites are too small for both vehicular parking and camping. A number of deteriorated fireplaces on both the point and upper camping loops should be removed.

At the present time campers use the area where the campground road is closest to the lake to load and unload their boats as a carry-in access and as a place to tie up their boats on a short time basis. Work is needed in this area to better serve the needs of the campers.

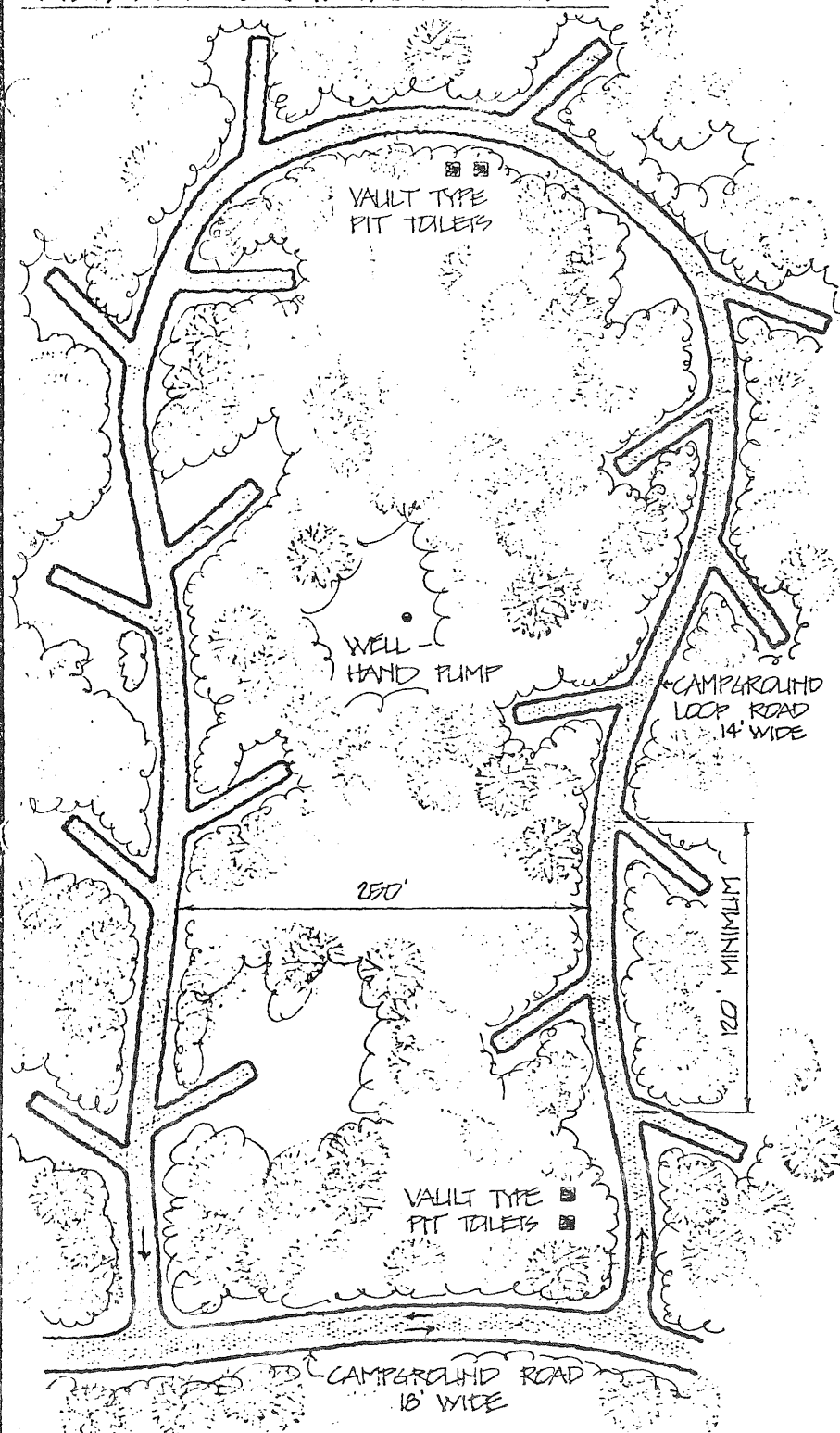
Six vault toilets serve the campsites on the point as well as the public access, a beach area and a building which was constructed by the Civilian Conservation Corps (CCC). (See section on Beach - Picnic Area - CCC Building - Parking Area.) The toilets which have been constructed in a long row with a fence for screening detract from the aesthetics of the area. A water seepage problem into the vaults also makes them a maintenance problem. Four pit toilets serve the upper campground loops.

A water purification system supplies water to the campgrounds through a system of pipes and hoses which are exposed on the ground's surface because of the numerous bedrock outcrops and otherwise limited depth to bedrock. The water system is capable of handling a campground expansion.

Proposed Action	Estimated Costs	Funding Source
1. Close 20 campsites on the point and use area less intensively (see picnic area) to allow recovery of vegetation. Consult with Minnesota DNR, Natural Heritage Program, foresters, soil specialists and insect and disease specialists on the rehabilitation of the area.	\$ 5,000	C&D
2. Close the 20 campsites that are too small or too close together on the upper loop and revegetate.	3,000	C&D
3. Remove deteriorated fireplaces.	1,000	C&D



RUSTIC CAMPGROUND LOOP



NOTES:

LOOP ROAD TO CURVE AND FLOW NATURALLY WITH THE TERRAIN AND VEGETATION. SURFACING TO BE GRAVEL.

CAMPSITES SHOULD BE LOCATED TO ELIMINATE CROSS THROUGH FOOT TRAFFIC FROM OTHER SITES TO THE WELL AND SANITATION FACILITIES.

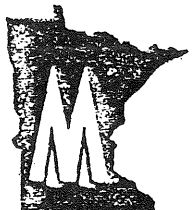
WELL SCREENED TRASH COLLECTION AREAS TO BE PROVIDED NEAR TOILETS.

VAULT TYPE PIT TOILETS TO BE SCREENED.

SEE SPUR TYPICALS FOR LAYOUT DETAILS.

NO SITES TO BE LOCATED SO AS TO THE LHP SHORELINE OR BLUFFLINE ACCESS. SET BACK FROM EITHER SHOULD BE 200' MINIMUM.

MINNESOTA DEPARTMENT OF NATURAL RESOURCES

BUREAU OF ENGINEERING		DIVISION OF PARKS AND RECREATION				
Designed TAYKE 4.80	Drawn BRADKE 9.80	LAYOUT DETAIL				
by	Checked LISKA 9.80	TYPICAL				
Date	Revised	RUSTIC CAMPGROUND LOOP				
9/3/80	John D. Exnator	Sec.	T.	N.	R.	W.
Date	Administrator	Dept. Code	Req.	Sheet	11	File
		21				T. 023

SINGLE CAMPGROUND SPUR

NOTES:

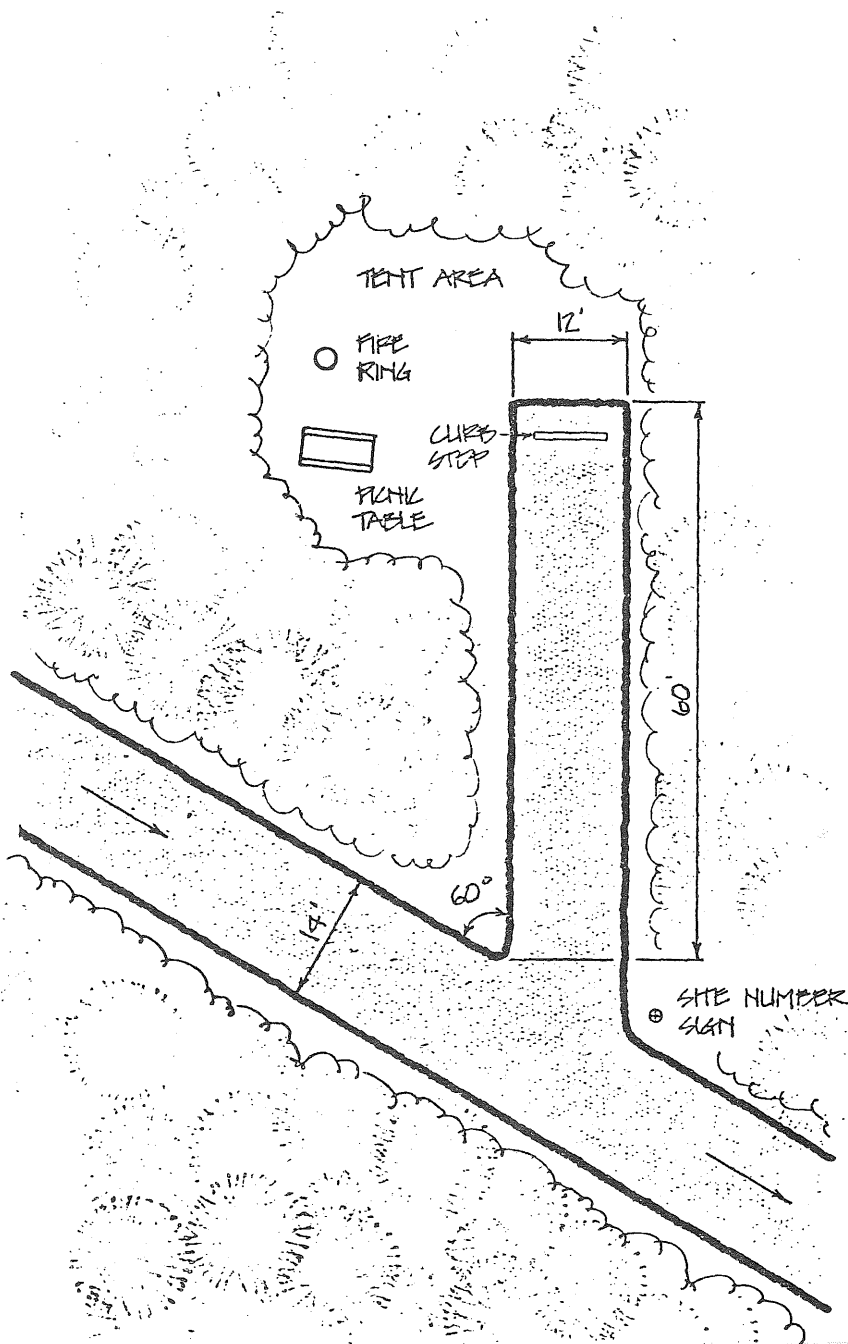
SPUR LOCATION SELECTED WITH RESPECT TO TOPOGRAPHY AND VEGETATION.

IF NECESSARY FOR CONTAINMENT OF VEHICLES, THE SPUR IS TO BE DELINEATED WITH A PROTECTIVE BARRIER COMPRISED OF SITE CHARACTERISTIC MATERIALS IE BOULDERS, TREES, LOGS, BERMS, ETC.

NOW ONLY THE IMMEDIATE AREA OF THE CAMPSITE, VEGETATIVE OR TOPOGRAPHIC SCREENING SHOULD BE RETAINED OR ESTABLISHED FOR EACH CAMPSITE.

AT LEAST THE BACK 30' OF THE SPUR IS TO BE LEVEL. ENTIRE CAMPSITE TO BE ELEVATED AND GENTLY SLOPED TO DRAIN.

SURFACING TO BE INDIVIDUAL PROJECT SPECIFIC. GRAVEL OR ASPHALT SURFACE FOR THE SPUR AND GRASS OR FINE GRAVEL FOR THE CAMP SITE.



MINNESOTA DEPARTMENT OF NATURAL RESOURCES

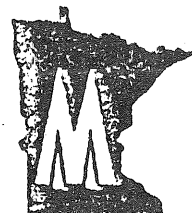
BUREAU OF ENGINEERING

Designed
BRALKE 4-80
by
Checked
LISKA 9-80
Datum
Revised

DIVISION OF PARKS AND RECREATION

LAYOUT DETAIL

TYPICAL SINGLE CAMPGROUND SPUR



9/3/80

John J. Ernst

Date

Administrator

Sec.

Dept. Code

22

T.

Req.

N.

R.

W.

Sheet

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File

T.028

4. Replace the 40 campsites that have been removed by constructing a new campground loop adjacent to the upper campground loops. Clear views to the lake from campsites whenever practical.	88,000	C&D
5. Construct 6 new vault toilets or acceptable substitutes in association with new camping loop. At least two of these toilets should be handicapped accessible.	18,000	C&D
6. Expand water system to new loop.	10,000	C&D
7. Construct a floating dock along campground road. Clear and brush the area near the dock.	1,000	C&D
TOTAL	\$126,000	

Access

The public access which is located on a narrow strip of land that connects the point to the mainland consists of a single boat ramp and dock. The lead-in to the boat ramp comes off from a T intersection. A loop should be developed to ease congestion. Facilities for parking are almost totally lacking and the area immediately adjacent to the access is too small to accommodate all vehicles and trailers during peak times. An area approximately 200 yards from the access and up a hill provides adequate space for the development of an overflow parking area to serve parking needs. Spaces for an average number of access users during non-peak days will be provided in the beach and picnic area parking lot adjacent to the access. These spaces should be signed "for access use only." Overnight parking should only be allowed in the larger parking lot, up the hill.

In addition to the parking and congestion problems associated with the access, the ramp needs to be lengthened 20 feet to better facilitate launching during low water periods.

Proposed Actions	Estimated Costs	Funding Source
1. Develop lead-in loop.	\$ 5,000	PA
2. Construct a parking lot for 25 vehicles with trailers.	15,000	PA
3. Lengthen launching ramp to facilitate launching during low water levels.	2,000	PA
4. See Beach/Picnic Area/CCC Building/ Parking Area.		
TOTAL	\$ 22,000	

Day-Use Area/CCC Building/Parking Area

The existing sand swimming area is opposite the access on the narrow piece of land which connects the point and the mainland. Although small, the area is adequate for swimming use. However, National Park rules do not permit areas without lifeguards to be designated as beaches therefore, the area will not be signed as a beach. For safety reasons, boat traffic will be restricted near the area.

To serve the needs of picnickers a picnic area should be developed on the point after removal of the existing campsites. This will allow all visitors to the facility an equal chance to use this popular area.

The six existing toilet buildings should be removed and replaced with a 4 stall toilet building that would eliminate the seepage problem. The toilet building could have a common vault to minimize seepage. Another possibility which would eliminate the seepage problem would be to use mulching toilets. The new toilet building should also be able to double as a changing facility. This could be accomplished by enlarging the building slightly and adding benches inside.

The building located on the point near the access and beach area was built by the Civilian Conservation Corps (CCC) during the 1930's and is presently being used by the National Park Service for Voyageur National Park interpretive programs. If the Park Service intends to continue the use of this building for their interpretive programs they should work with the DNR to develop a cooperative agreement for upgrading and maintenance of the building. A bulletin board should be constructed near the parking area and CCC building for posting notices of interpretive programs and other events. A log amphitheater should be constructed on the point near the building for use when large crowds gather for the programs.

Parking is inadequate for all of the above mentioned facilities and the public access. The development of a common parking lot on the point mainland connecting strip would solve this problem.

Proposed Actions	Estimated Costs	Funding Source
1. Develop picnic area - 10 tables and fire rings.	\$ 2,000	C&D
2. Obtain cooperative agreement or lease CCC building to National Park Service with specifications that they be responsible for upgrading and maintenance. If they do not wish to continue to use the building, develop it as a picnic shelter.	0	
3. Develop a 25 car parking lot to serve these facilities and 5-10 public access users.	10,000 5,000	C&D PA
4. Properly sign parking lot and construct bulletin board (see sign section).	---	
5. Construct new 4 stall toilet building to replace six existing vault toilets at the beach/picnic area. This building should be handicapped accessible.	30,000	C&D
6. Construct a log amphitheater (about 100 person capacity).	1,000	C&D
TOTAL	\$ 48,000	

Nature Trail

A 3/4 mile nature trail leaves and returns to the upper campground. Development of the new camping loop will make rerouting necessary. The possibility exists to expand the trail on Federal land to the southwest. Voyageur's national Park has been contacted about this possibility.

Proposed Actions	Estimated Costs	Funding Source
1. Reroute trail as necessary.	\$ 1,500	C&D

Maintenance Building

A small maintenance building located near the beach was built by the Civilian Conservation Corps. This building is adequate for the purpose it serves.

Proposed Actions -- None.

Entry Road

The existing entry road to the campground passes immediately adjacent to resort cabins, winds up and around a hill to the upper campgrounds, then

back down the hill to the picnic area/beach/public access/CCC building parking lot. The Arrowhead Lodge and bar facilities border on this lot. This situation presents two problems. The first is a problem of perception. State forest campground policy states that state forest campgrounds are to portray a primitive camping experience. The location of the present road (i.e., passing immediately adjacent to the cabins) gives campground visitors the idea that they are entering a resort area, not a primitive camping area. The second problem concerns bar patrons' use of the picnic area/beach/CCC building parking lot and the road that passes adjacent to the campgrounds. One o'clock a.m. bar closing times are not compatible with most campers' schedules. The noise and disruption of vehicles passing so close to the campground (sometimes driving through) at that late hour is not acceptable. Additionally, the potential for vandalism is increased in areas and facilities adjacent to the parking lot under the present arrangement. To alleviate these situations a new 1/4 mile segment of road should be built to route traffic away from the cabin sites (see map). The old road will be left open to the resort but closed and revegetated up the hill. The new road will connect to the old at the top of the hill. The new road should be properly signed to indicate that its use is for campers, day use area and public access visitors only. The existing road to the access and day use area should be posted that it is closed from 10 p.m. to 6 a.m. Overnight parking will be available in the larger 25 car lot on the hill. Access to the resort via this route shall be for supply deliveries and handicapped patrons only. Access to the existing two car parking lot shall be maintained for this purpose.

Proposed Actions	Estimated Costs	Funding Source
1. Develop 1/4 mile of new entry road.	\$ 20,000	
2. Close and revegetate road segment.	5,000	
3. Properly sign road (see sign section).	---	
TOTAL	\$ 25,000	

Signs

Proper signing of an area is necessary for users' convenience and safety. Proper signs are detailed in the DNR Sign Manual.

Proposed Actions	Estimated Costs	Funding Source
1. Properly sign all use areas.	\$ 2,500	C&D
2. Properly sign all trails and provide "you are here" signs at all trail heads.	500	C&D
3. Provide information bulletin boards at campground and in association with facilities on point.	1,000	C&D
TOTAL	\$ 4,000	

Totals by Funding Source:

C&D - Campground and Day Use	\$ 171,000
PA - Public Access	32,500
R - Roads	<u>17,500</u>

Grand Total of all Wooden Frog Campground recreational development:

\$ 221,500

Funding Sources

Funding for the projects proposed in this plan will come from various Department of Natural Resources accounts. In general funding for campgrounds, picnic areas, roads, and most other facilities will come from the Division of Forestry. Monies for trails, trail associated development, and public access will come from the Trails and Waterways Unit.

The monies that are available or will be available for these projects are appropriated by the legislature in a number of different ways. These include direct appropriations (much of the present funding is through the Legislative Commission on Minnesota Resources), the establishment and sale of bonds, revenue generated by the sale of various licenses, and non-refunded gasoline tax monies. A limited amount of money for maintenance (insufficient to do the job) is generated by receipts of the various Division of Forestry camping facilities. Monies from federal government grants and cost-sharing programs may also pick up part of the costs.

Implementation

Rehabilitation of Wooden Frog Campground will be completed in phases so that inconvenience to campers, boaters and day users caused by construction will be kept to a minimum. Although all reconstruction is dependent upon approval of this plan and the availability of DNR Engineering Services, it is anticipated that contracts for construction could be let in the summer of 1984 and that work could be completed by fall of 1985.

The first stages of reconstruction will include the new entrance road and campground loops since this work should cause the least disturbance to the existing campground loops. The existing campsites on the point will be left open until the new loops are completed and open for use.

The second stage of reconstruction will involve closing of the campsite loop on the point and rehabilitation of the day use area and water access site. This work will be scheduled to begin during the fall of 1984 after the major camping season is over. Work will involve a new parking area for the access site, reconstruction of the existing parking lot, toilets and repair of vegetative damage which has occurred on the point.

All work will be dependent on the weather and availability of contractors, but complete rehabilitation should be completed by the fall of 1985.

Maintenance

Ongoing maintenance of recreational facilities is necessary if they are to maintain their quality. Each individual facility differs as to its maintenance requirements. For example, pick-up of garbage at campgrounds is a routine maintenance procedure which must occur frequently to insure user health and aesthetics. Other maintenance is more long-term in nature such as the grading of roads or the repair of trails. The money and personnel necessary to carry out the maintenance of forest recreational facilities has been, for the most part, inadequate for the task. Proper levels of funding for maintenance of recreational facilities is a cost-effective means of preventing deterioration and maintaining quality facilities.

Because Wooden Frog is the largest and most heavily used campground that the Division of Forestry operates, it is a recommendation of this plan that a full time technician be hired to supervise Wooden Frog Campground and other recreation sites in the Kabetogama District. This technician's primary responsibilities during the official open camping season would be to manage Wooden Frog. Duties would include enforcement of campground and day use area rules (NR-1), minor maintenance, supervision of the Greenview Maintenance Contract, collection of fees and being available to assist campers with information or answers to questions which they may have. The position would require that the individual hired would work weekends and in many cases evenings.

Other responsibilities could include supervision of the Tower to International Falls Trail, Ash River Campground, Ash River Hiking and Ski Touring Trail, and other DNR recreation sites in the Kabetogama District. Maintenance of the Tower to International Falls Trail will also be a full-time responsibility. The technician would be available to perform other duties assigned by the areas of District Forester during periods of low use at the campground and the trails.

A full time position is necessary in order to assure that a qualified person will be hired and available for this position. By hiring a full time person it is felt that the Division could be assured of keeping the position filled and not have to go to the expense of training a new person each year which might be the case if the job were only a four to five month position. The possibility of splitting the funding for the technician position with the Trails and Waterways Unit will be explored further.

The hiring of this technician should help the campground to operate more efficiently and provide security to its users. It is estimated that the technician would spend about half the year working directly with the Wooden Frog and Ash River campgrounds.

Estimated Annual Maintenance Needs: \$7,000

Estimated Cost/Year Natural Resources Technician: \$19,000

Enforcement

An effective enforcement program is necessary for forest recreation facilities to provide adequate protection to forest visitors, natural resources, and public and private property. The objective of any enforcement program is to gain compliance with that which is considered to be an acceptable standard of conduct and behavior. State laws passed by the legislature, and forest campground and day use rules (NR-1) and other rules and regulations promulgated by the Department of Natural Resources establish bounds of acceptable behavior and provide a legal framework for enforcement action. These measures do not go far enough in some instances, however. Additional rules are necessary to adequately manage dispersed recreation activities which occur outside of specifically designated recreational areas. Current laws and rules pertaining to trails lack clarity, which causes interpretation and thus enforcement problems.

It is the responsibility of the DNR, Division of Forestry to promulgate rules for the lands it administers. New rules pertaining to dispersed recreation, and more concise trails rules, must be promulgated if recreation on state forest lands is to be managed effectively.

Appropriate laws, rules and regulations are only a beginning step to adequate enforcement. Necessary manpower must be supplied at recreation sites. Manpower for the enforcement of laws and rules on DNR, Division of Forestry administered lands is the primary responsibility of DNR conservation officers. Other enforcement personnel such as county sheriffs also have enforcement authority. In some cases DNR Forestry personnel, when delegated authority by the Commissioner, can enforce NR-1 within forest campgrounds and day use areas.

Most of the time this level of manpower is adequate to do the task. In some cases increased manpower and/or innovative approaches are necessary to insure compliance. The responsibility of dealing with these cases rests with the Division of Forestry and law enforcement officials. To insure that rules are obeyed, it is again recommended that a full time technician be hired to supervise the campground and other recreation sites in the Kabetogama District as mentioned in the maintenance section.

Signing and campground patrols are methods designed to make enforcement easier. In order to educate the public, copies of NR-1 and other rules have been printed and will be distributed. Rule signs will be posted in conspicuous places at the entrance to the Wooden Frog Campground, public water access and the picnic area (day use area). Rule signs will be posted in other conspicuous areas as necessary. In addition to the rules sign, the boundaries of the areas within which these rules apply will be posted so that the visitors are aware that they are entering into a public use area within which special rules apply. Signing of areas in this manner should leave little doubt that the visitor is aware of the rules should it become necessary to enforce them. Another important sign which will be constructed near the entrance to the facility is an information board that will list telephone numbers and addresses of enforcement and emergency personnel that the visitor should contact should trouble occur.

Recreation operations and maintenance personnel patrolling the area will be asked to maintain close contact with visitors while working at the site to assist and inform users of rules to try and prevent rule violations before they occur. Other methods which can be used to educate the public of rules, if needed, include news articles, public information meetings and interpretive programs.

BIBLIOGRAPHY AND APPENDIX

BIBLIOGRAPHY

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- Minnesota Department of Natural Resources, Division of Forestry. St. Paul, Minnesota. June 1982. State Forest Road Plan.
- Minnesota Department of Natural Resources, Natural Heritage Program. 1983. Wooden Frog Campground, Kabetogama State Forest, Evaluation of Unique Biological Features.
- Minnesota Department of Natural Resources, Office of Planning, Research and Policy Section. 1979. Minnesota State Comprehensive Outdoor Recreation Plan.
- Minnesota Department of Natural Resources/Minnesota Historical Society. St. Paul, Minnesota. December 1971. Agreement between Minnesota Department of Natural Resources and Minnesota Historical Society.
- United States Department of the Interior, National Park Service. Denver Colorado. 1979. Final Environmental Impact Statement, Voyageurs National Park.

AGREEMENT
between
MINNESOTA DEPARTMENT OF NATURAL RESOURCES
and
MINNESOTA HISTORICAL SOCIETY

This Agreement, entered into this 27th day of December, 1971, by and between the Minnesota Department of Natural Resources, acting through the Commissioner of Natural Resources, pursuant to Minnesota Statutes, Chapters 84 and 85, hereinafter called the Department, the Minnesota Historical Society, acting through its Director, hereinafter referred to as the Society, to coordinate effective efforts to develop, maintain and administer for public benefit historic sites, historic districts and monuments and archaeological sites as they now exist as individual entities or as parts of large state land areas administered by the Department of Natural Resources, hereinafter referred to as state land, do hereby define areas of responsibility and authority on state land.

1. The Society or State Archaeologist agrees to provide research and analysis to determine the sites of historic and/or archaeological significance to be set aside, identified and marked with suitable inscriptions for preservation and interpretation on state land. These sites shall be delineated on any inventory and classification of sites prepared by the Society. This process will directly relate to the funding and staff time available for this purpose determined by the Minnesota Historical Society.

2. The Department desires to prepare master plans for the development of facilities, essential to public access and use for recreational purposes as well as updated resource management plans on such land under its jurisdiction so as to avoid and minimize depredation or damage to the historic and/or archaeological areas on such land. Such plans shall be furnished to the Society for their information and guidance. Agreement between the Department and the Society must be reached on plans relating to historical areas before development can proceed. Unless objections are received within 30 days, agreement will be assumed. The Department shall present copies of all developmental plans affecting sites delineated as historical or archaeological on any inventory and classification of such areas to the Society prior to advertising for bid on any construction so that the Society may make studies and investigations of the archaeological and historical values.

3. When archaeological or historic sites are known or, based on investigations, are suspected to exist on state land or waters the Society upon request from the Department shall obtain for the Department a licensed, qualified professional archaeologist to help preserve these sites.

4. The Department shall notify the Society at least forty days prior to the offering for sale or lease state lands under its jurisdiction, timber, minerals, or gravel or the altering of any body of water within designated historic and/or archaeological sites or areas.

5. The Department of Natural Resources will enforce the provisions of the Minnesota Field Archaeology Act of 1963, Minnesota Statutes 138.31 to 138.42, and to subsequent Amendments to these statutes on state land under its jurisdiction.

6. The Society and the Department may prepare and install interpretive exhibits (in existing buildings or proposed buildings) which, in its judgment, on lands or waters administered by the Departments of Natural Resources which the Society and Department jointly determine are suitable for such purposes, and costs of such features shall be met by any funds appropriated for such purposes to either the Department or the Society.

7. The Society shall identify original sites or buildings of historical or archaeological significance deserving preservation, restoration or reconstruction on state land administered by the Department of Natural Resources. The Society and the Department jointly shall determine which buildings or sites are suitable for such historical purposes, and decide on alterations in them to render them more suitable for interpretative and public service purposes. Costs of development shall be met by any funds appropriated for such purposes to either the Department or the Society.

8. The Department shall administer, develop, maintain, and operate all buildings, facilities and utilities as required for public accommodation and compatible recreation features, and enforce all rules and regulations and operate special fee services in these state parks as authorized by statutes... Except in those historical areas as described in Minnesota Session Laws 1969, Chapter 956.

9. This agreement imposes no liability upon the State, the Commissioner of Natural Resources, or any other officers, employees or agents of the State for the acts or omissions of any officer, employee or agent of the Society.

10. This Agreement is in force until amended or repealed by mutual agreement between the Department and the Society.

11. This Agreement shall supercede Agreement number 2 entered into by the State and the Society on the 14th day of August, 1968.

12. To keep this Agreement in force the Department and Society agree to meet at least semi-annually to review the operation of this Agreement and to correct problems that may have arisen because of it.

13. This Agreement shall be subject to the Minnesota Historic Sites Act of 1965 and to subsequent amendments to that statute.

14. Nothing in this Agreement shall be contrary to existing Minnesota Statutes nor to Rules and Regulations as adopted by each agency.

15. This Agreement shall be in effect until rescinded or superceded by joint agreement of the two agencies affected.

IN WITNESS WHEREOF, the respective authorities affix their seals and signatures this 27th day of December 1971.

Robert L. Herbst
Commissioner
Department of Natural Resources

Russell W. Fridley
Director
Historical Society

