

GOVERNOR WENDELL R. ANDERSON

SPECIAL MESSAGE

SECURING A QUALITY ENVIRONMENT IN MINNESOTA



To the 68th Session
of the Legislature of Minnesota

February 14, 1973

SECURING A QUALITY ENVIRONMENT IN MINNESOTA

"If Minnesota is to achieve an equilibrium where people and nature coexist, not just for the next 100 years, but for the life of the planet, the state must now establish some long-term environmental goals and must make a serious commitment to the attainment of those goals."

- Environmental Quality Council
Citizens Advisory Committee
Report

- Man himself has become
our greatest hazard and
our only hope.

- John Steinbeck

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INTRODUCTION

No issue will confront the members of the 68th Legislature more frequently than the quality of Minnesota's environment. In my Inaugural Address two years ago, I stated that "our first concern must be the preservation of what we have left of the natural resources that sustain our very lives."

Minnesota's environmental problems have been a century in the making. Since statehood began, we have exploited our tremendous resources with substantial disregard for the environment.

The results are now visible all around us --- clogged air, eutrophied streams and lakes, mounting solid waste, and unregulated development.

It is not surprising that fully one-quarter of the bills introduced in the last legislative session related to the restoration and preservation of Minnesota's air, water, land, and related natural resources.

Paradoxically, the environmental crisis may be viewed as a product of our success. One analyst terms it "very largely the result of doing too much of the right

sort of things ... cutting down the rate of infant mortality (which has given us the population explosion),... raising farm outputs sufficiently to prevent mass famine (which has given us contamination by insecticides, pesticides, and chemical fertilizers),... getting people out of the noisy tenements of the 19th century and into the privacy of a single-family home in the suburbs (which has given us urbans all our traffic jams)."

Obviously, our growth has been a major factor in bringing us to our present state of difficulty.

Now, complex questions are arising as to whether continued growth is compatible with maintaining a livable environment.

It is my strong belief that our Minnesota economy can continue to expand and thrive, and our environmental problems can be alleviated, without further deteriorating effects upon the environment - if we are careful.

To study the question of growth thoroughly, I have already recommended the creation of a Commission on Minnesota's Future.

But there are also a number of immediate steps

we must take to protect the environment and its threatened resources.

They are outlined in Section I: 1973 Legislative Proposals.

To provide a basis for assessing the magnitude of the environmental problems with which we are confronted, I have also appended a description of our air, water, and land resources as they exist today together with a section highlighting some of the activities of my office since the end of the 1971 legislative session.

SECTION I. 1973 LEGISLATIVE PROPOSALS

1. LAND USE

Perhaps the ultimate constraint on our resources is the earth itself, technologically a limited, non-expandable space. There is serious question as to whether this planet can continue to accumulate unrestricted numbers of people and their possessions.

The abuse of our land is termed by many as the ultimate problem of pollution.

Decisions about the use of land have major impact on the quality of the environment. Whether these decisions are made by a municipality, an industry, a county, or the state, all too often, unintended consequences result. Land use decisions affect our resources not only in the location where development takes place but elsewhere in the state.

In the past, too many such decisions have been made without adequate consideration of their impact. These decisions have been made almost exclusively at local levels by local government or by private developers on the basis of local criteria.

In the next few years, many major land use decisions with significant environmental implications must be made in Minnesota. Sites for power plants and other major industrial facilities will be chosen. The shores of our rivers and lakes will be developed. Shopping centers and industrial parks will be planned.

Because of their size and nature, these developments are capable of causing damage both to people and to the natural environment. Decisions regarding their establishment are too important to the state as a whole to be left exclusively to local authorities.

Even where local units of government and state agencies have attempted to plan, such planning has not been able to consider all of the implications of a development project or of certain management practices on the total environmental, economic and social systems in the state. This we can no longer tolerate.

This Legislature must act swiftly and courageously to insure that state authority is adequate to govern the use of our land.

The state possesses certain land use controls at

present. The Shoreland Management Act permits the Department of Natural Resources to regulate the zoning of our lakes. Lakeshores are being developed with adequate public access and proper regard for types of structures and their construction.

Working with local units of government, the state is carrying out its authority to zone floodplains along our major rivers and prevent unnecessary destruction of property.

The Minnesota Land Management Information System provides governmental officials with resource data to assist them in land management.

The "Project 80" report on Minnesota's resource potential in outdoor recreation has provided valuable insight into the state's recreational needs. It identifies areas crucial for preservation, recreation, or environmental education.

However, existing authority is not sufficient for today's pace of growth and development. I, therefore, make the following proposals to insure proper state involvement in the development of public and private land in Minnesota.

A. I recommend enactment of a Critical Areas Act.

This legislation would mandate the state to define, delineate and inventory environmentally sensitive areas of scenic, recreational, agricultural, or commercial value. The Act provides the authority to protect these areas from unwise development. Areas will be deemed "critical" if they possess important natural resource characteristics and are threatened with irreversible environmental change unless immediate attention to their problems is forthcoming.

Critical geographic and resource areas, once designated, will require the immediate initiation of action programs by local units of government. Such actions could include preparation of comprehensive development plans, the use of tax incentives, and zoning, easements, and other appropriate controls to guide developments and protect threatened areas and resources. If local controls were not enacted or were not adequate, the Act would give the Governor authority to control development in those areas consistent with a management plan.

This legislation is vital if we are to stop unwise development in areas whose preservation is

essential to the future quality of life in Minnesota.

B. I recommend passage of a Minnesota Scenic Waterways Act to establish a state system for preserving and managing scenic waterways.

Numerous rivers in Minnesota must be afforded the same protection now given to the St. Croix River by federal action. Appropriate legislation will constitute an affirmation that our rivers are a most critical area for preservation.

My proposal empowers the Commissioner of Natural Resources to classify certain state rivers as wild, scenic and recreational. It allows the state, in cooperation with the appropriate county unit, to establish land use controls that prohibit or guide development along various rivers. Any easement or state management costs would be allocated by the Legislature. Under this legislation, I will immediately instruct the Commissioner of Natural Resources to protect the Kettle River, Big Fork River, and the Mississippi River above the confluence of the Rum River. The immediate protection of these rivers is essential.

C. I recommend that the state choose the location of all future power plants.

The Environmental Quality Council has just completed a successful cooperative arrangement with Northern States Power Company in the siting of the next major NSP generating facility. The citizens task force that analyzed the alternative sites for the Environmental Quality Council is working to recommend a detailed proposal for state siting of power plants.

Decisions on power plant sites should rest by law with the Environmental Quality Council. The cost of the siting of power plants in an environmentally acceptable manner should be a part of the business expense of providing electric power to the people, commerce, and industry of the state. Electric utility companies should continue to expend the funds necessary for siting new plants through an assessment on the use of electricity or a license application fee.

D. I recommend the enactment of a Minnesota Subdivision and Land Development Control Act.

This Act would provide both state and local control over land developments that entail more than local significance. The Act would define the basic elements of an environmental quality land management system for the

State of Minnesota. It would provide an enforcement procedure for insuring compliance with the provisions of the Act. Included in the Act would be an appeal mechanism to an Environmental Hearing Board.

Under the terms of a state subdivision and land development act, a developer would be required to submit a development plan to state and local governmental agencies and receive their approval before subdivision or construction activities begin. The plans would be reviewed to assure compliance with land use and environmental quality criteria.

From the developer's standpoint, approval of a project would provide him with assurances that his proposal is consistent with land use and environmental quality criteria. He could then proceed with a measure of certainty that his project would not be challenged on land use or environmental grounds if he continues to meet state permit standards.

From the private citizen's point of view, this act will protect those lands which contribute to Minnesota's high quality of life and insure that development takes place in environmentally acceptable locations.

E. I recommend legislation to implement many of the proposals in "Project 80", through a Minnesota Outdoor Recreation Act.

Our state parks are known nationwide for their multiple resources and high-quality administration.

The legislative study of outdoor recreation potential in Minnesota entitled "Project 80" was completed in the fall of 1971. This study provides the framework for achieving excellence in the state's outdoor facilities.

The outdoor recreational system recommended in the study will provide a means for preserving and interpreting our natural and historical heritage in Minnesota. At the same time, it will permit our citizens to enjoy a diversity of recreational pursuits without conflicting purposes.

The Outdoor Recreation Act will define the state's objectives in outdoor recreation. Planning and development of appropriate programs by local governments and the private sector can proceed in relation to those objectives.

F. I endorse the request of the State Planning Agency to the Minnesota Resources Commission for funds to accelerate state land use planning.

The foregoing recommendations, in conjunction with present state land use authority and plans, must be integrated into a comprehensive land use plan for the state. The State Planning Agency is proceeding with

this plan with the assistance of the Department of Natural Resources. The Agency request to the Minnesota Resources Commission includes support to complete the first phase of this plan by the 1975 legislative session.

Our land use plan will guide us in determining the proper use of lands in the State of Minnesota. With this knowledge, we can define growth, air, water, and energy strategies necessary to achieve an adequate land use program. We can also identify land areas for growth and development consistent with overall growth and development policies for the state.

2. ENERGY POLICY

The Environmental Quality Council has established an Energy Policy Task Force charged with developing specific recommendations on energy supply, demand, use and conservation. The charge to the task force states, "if present energy consumption trends continue unabated, the resultant diminution of the quality of life most certainly will be profound."

America consumes twice as much energy per capita as any western country. Our total energy demand now

doubles every seventeen years. The present energy shortage has forced citizens and governments to reexamine our energy resources and their use.

The current shortage of energy is not just a fuel oil problem. Gasoline, electrical power, natural gas, and propane are all in short supply for the foreseeable future. There is little our state acting alone can do to solve the energy supply problem. But there is much that we can do to lessen energy demands.

At least 30 percent of the energy we use represents waste in production, transportation and consumption. Today's wasted energy depletes tomorrow's resources. This is environmental folly.

Obvious questions about present day values arise. Why, for example, does government allow the production of unlimited gasoline for automobiles which average 15 miles per gallon, while a fuel oil supplier is able to order a 25 percent cutback for buses averaging 100 passenger miles to the gallon?

A. I recommend legislation to provide the Governor with authority to monitor the distribution of energy supplies and to affect demand for energy in times of crisis.

To conserve our resources intelligently, we need information from the oil, natural gas, propane, and electrical industries on their plans and projections for our state.

We must also be able to monitor their activities to forestall future energy crises.

State authority is clearly inadequate to cope with this winter's shortage of fuel supplies. If a situation presents itself where electrical demand must be dramatically reduced over a short term, I predict the authority of the state will likewise be inadequate.

B. I recommend legislation to establish an Energy Commission.

Such a Commission would prepare a comprehensive plan to guide the distribution and use of energy in times of supply shortages and high demand. This plan would guide the Governor in these periods of inadequate supply to meet existing demand. It also would provide long-term direction to the state in planning its use of energy resources.

The Commission would work with the Environmental Quality Council's Energy Policy Task Force until that task force completes its assignment. The Energy Commission would

be appointed by the Governor and operate under the aegis of the Environmental Quality Council.

C. Energy conservation measures must be reviewed by this Legislature.

I have asked the Energy Policy Task Force to accelerate its review of energy demand patterns in Minnesota and make any recommendations feasible before the end of the current session of the Legislature.

I have requested the Commissioner of Administration, consistent with the recommendation of the Environmental Quality Council, to amend the building code to provide minimum insulation standards for new construction in Minnesota. I have also requested the Commissioner of Administration to advise me of the feasibility of requiring all public buildings in Minnesota to have the capability to burn coal in periods of severe energy supply shortages.

Other energy conservation measures that should be evaluated by the Legislature are requirements that energy efficiency ratings be displayed on all new appliances, restrictions on advertising the uses of energy, control of decorative gas lights, and a public conservation awareness campaign.

Conservation of energy can reduce the demand on the sources of our energy. Better distribution of supplies of energy can help alleviate shortages over the long-term. But the energy question centers on the future availability of energy resources.

The growth in demand for energy must be slowed. It can be slowed by voluntary and governmental action.

But demand for energy will inevitably increase. How will we meet these demands? I believe government should encourage the development of new methods to produce energy. I have supported federal funding increases for research into alternate sources of energy. The geothermal process, magnetohydrodynamics, fusion, and solar power must be rigorously researched.

While we investigate new sources of energy, we must not stall the use of any feasible current source of energy.

Two years ago, I supported a moratorium on the construction of nuclear power plants in Minnesota. I cannot in good conscience support such an action at this time. As demand for energy increases, nuclear power must remain an alternative to support that demand.

The health effects of low-level radiation emissions or potential failure of emergency reactor cooling equipment are identified as principal justification for a moratorium on the development of nuclear power. But we must be equally concerned about the health effects of the major alternative - fossil fuel. Pollution from fossil fuel is particularly visible in the Twin Cities area and in the vicinity of the St. Croix River Valley, and in periods of atmospheric inversion.

Furthermore, the debate over nuclear power is more appropriately conducted on the federal level.

With the prospect of an NSP generator just east of Minnesota, outside the jurisdiction of any Minnesota state statute, it seems questionable that a single state can effectively control the development of nuclear power.

3. ENVIRONMENTAL QUALITY COUNCIL

A. I recommend legislation to establish an Environmental Quality Council, and an appropriation of \$150,000 to support its activities during the coming biennium.

Environmental problem solving in Minnesota has, in the past, taken place on a highly fragmented basis. There

are no less than 122 organizations with environmentally oriented programs, plus 87 county units, 91 soil and water conservation districts, 32 watershed districts, and a variety of lesser agencies. All have some sort of environmental decision-making authority. As a result, many costly programs are duplicated or overlap.

A mechanism to coordinate our environmental efforts is urgently needed.

Since last April, by executive order, an Environmental Quality Council has been working at such coordination. The major items considered thus far by the Council and its task forces and citizens advisory committee have included a state environmental policy, power plant siting, and a state energy policy.

The Environmental Quality Council is performing well. I regard it as the best state structure for dealing with all of the complex issues that surround the preservation and protection of our resources.

I recommend that the following provisions be included in legislation establishing a permanent Environmental Quality Council:

(1) The Council should be composed of the Commissioners of Natural Resources and Highways and the Directors of the State Planning Agency, State Board of Health and Pollution Control Agency. A representative of the Governor's Office should also be seated on the Council. In addition, the chairman of the Citizens Advisory Committee should be a member of the Council.

(2) A Citizens Advisory Committee should act in an advisory capacity to the Council, with its chairman appointed by the Governor.

(3) Special task forces should be created as issues arise.

(4) Staff for the Council should be provided through the Environmental Planning Section, State Planning Agency.

(5) The Council should prepare an annual report on the state of the environment for transmittal to the Legislature and the Governor.

(6) The Council should be given the authority biennially to convene a congress to consider the status of the environment in Minnesota.

I would request the Council to report to me by

July 1, 1974, on the status of environmental decision-making in Minnesota. I would also ask the Council to consider how the natural resources and pollution control functions of state government can best be coordinated.

B. I recommend the creation of a three-member Hearing Board on the Environment, appointed by the Governor.

The Environmental Quality Council will fulfill the need for improved decision-making in areas of environmental concern. There is also a need for improved public accessibility to this decision-making process. An Environmental Hearing Board would meet as required to hear appeals to decisions of all state agencies and make its findings of fact and decisions binding on the parties of a dispute. It would also make findings of fact at the request of the Environmental Quality Council on matters under its jurisdiction, such as power plant siting.

4. ENVIRONMENTAL POLICY

I recommend the passage of an Environmental Policy Act.

This legislation would be similar to that proposed by the interim committees of the House and Senate.

Such an Act would insure that consideration of environmental impact becomes an established part of the governmental process. All agencies, in issuing or denying permits for natural resources management and development, would be directed to consider the environmental impact of each proposed action.

Each state agency would also review its authority and policies to determine whether any are inconsistent with the provisions of such an Act. This review would be completed by July 1, 1974, at which time the Governor would recommend to the 1975 Legislature necessary revisions of state statutes pertaining to natural resources.

5. WATER RESOURCES

A. To comply with the Federal Water Pollution Control Act of 1972, I recommend that the Water Pollution Control Fund be amended to allow state grants to municipalities for sewage treatment projects for 15 percent to match federal grants of 75 percent.

The most significant and far-reaching piece of environmental legislation passed by the 1971 Legislature was Chapter 953, the Minnesota State Water Pollution Control Fund. I am proud to have recommended this proposal to the Legislature.

We entered the 1971 session as the only state in our federal region not providing a state share for the federal sewage facilities grant program then assisting municipalities. As a result, we were literally bankrupting communities across our state which endeavored to provide proper treatment for their sewage.

I recommended that the Legislature establish a municipal sewage facilities assistance fund for grant and loan assistance to municipalities to provide up to 25 percent of their costs of constructing sewage treatment facilities, where the federal share was up to 55 percent.

The Legislature approved the fund, appropriating \$34.75 million for the program. The constitutional challenge to the legality of this bonding authority delayed the allocation of funds for fiscal 1971 projects. But with the recent favorable court ruling, checks totaling more than \$9 million will now be forthcoming to nearly 50 communities

for 25 percent of their costs of projects approved in fiscal 1971.

However, the wording of our state legislation has, in effect, frozen the state grant program for fiscal 1972 and 1973 projects. The amendment to the Fund I propose will allow state grants of 15 percent consistent with the Federal Water Pollution Control Act of 1972.

Together with the 75 percent federal share, communities could then be compensated for 90 percent of their construction costs. This is far more in accord with the actual fiscal ability of many of Minnesota's communities, already in precarious financial shape but required by law to finance expensive treatment works.

B. I further recommend additional bonding authority to finance 1974 and 1975 projects at 15 percent state support.

Bonding authority of up to \$30 million should be enacted for this purpose.

C. I recommend appropriate revisions in Chapter 115 and 116 to place Minnesota in compliance with the Federal Water Pollution Control Act of 1972.

Several changes in state law are necessary to permit the Pollution Control Agency to administer the National Pollution Discharge Elimination System provided in the new federal water pollution law. To efficiently take over the present federal permit system and to provide the mechanics for a comprehensive state permit system for liquid effluents, these amendments to the PCA authority must be enacted quickly by the Legislature.

D. I recommend passage of comprehensive revisions to the state water law to improve the management of our water resources.

The state must better define what constitutes public waters; develop a statewide water information system to provide the basis for planning, management and development of Minnesota's water resources, and provide for improved administrative clarification of the water appropriation permit system.

The amendments would strengthen enforcement by permitting restoration of areas where work was done without a permit, by holding negligent contractors responsible, and by making it easier to prosecute those responsible for water violations.

E. I propose alterations to the State Drainage Law, including a cessation of certain types of drainage and careful assessment of all drainage proposals as to their environmental impact.

Drainage has substantially affected our state agricultural economy and altered the environment in which we live.

Minnesota is second only to Indiana in the amount of drainage that is carried out to make the land tillable. But our completely outmoded drainage law was last amended more than 25 years ago. As a result, our quest for drainage has led to localized downstream flooding, lowered water tables, water pollution, and the destruction of fish and wildlife habitat.

Conflicting drainage policies meanwhile have developed on both the state and national scene. Drainage laws provide for the continued drainage of wetland areas and marshes, while both the state and federal government are also spending substantial amounts to acquire wetlands and prevent their drainage.

The state has spent almost \$9 million to acquire wetlands and Congress has appropriated \$10 million nationwide

to encourage landowners to retain water on their land. Minnesota has been a leader in the nation in the wetlands program.

At the same time, compare these appropriations to the nearly \$1 billion we have spent during the 1960's in Minnesota alone to drain land and keep it out of production! Nearly 20 percent of the agricultural land in many counties is already in land retirement programs. Yet we continue to drain more land and fill many of our wetland areas. Clearly guidelines must be formulated to clarify our drainage and agricultural land use.

F. I recommend legislation to allow adequate regulation of dams.

A survey of our state following the Rapid City, South Dakota, disaster shows that the state is inadequately prepared to deal with dam repair and improvement. Seven dams represent potential hazards.

Legislation must be approved to provide state government the authority to survey and repair state-owned dams. A comprehensive study of the dams in Minnesota has been completed by the Department of Natural Resources and demonstrates the need for this legislation. The Department of Natural Resources should be empowered to use state funds in my budget recommendations for this program.

G. I recommend an expanded reclamation program to increase grants for lake reclamation and improvement programs.

This program supports efforts to curb the siltation and eutrophication that is destroying many of our lakes. Under its provisions, the Department of Natural Resources can make grants to counties and municipalities for reclamation projects. I have included funds in my budget recommendations for this purpose.

I have also recommended funds for hydrologic studies and floodplain information studies.

H. In my budget, I have recommended an increase of 12 new staff members for the Division of Waters, Soils and Minerals, Department of Natural Resources.

The Division is seriously understaffed. The staff must process 1600 applications a year for permits for water appropriation and shoreland alterations. Inadequate staff has caused delays in the processing of these applications and inadequate handling of complaints. Additional staff will improve this situation, providing better service to our citizens. Funding for these staff increases will be provided by a fee system for water permit applications as recommended by the Governor's

Loaned Executives Action Program.

I. I recommend the transfer of the Water Resources Board to the Department of Natural Resources.

This change will not alter the principal statutory duty of the Water Resources Board, which is charged with establishing and monitoring watershed districts. But it will insure that the policies, programs and projects undertaken in the state's watershed districts are compatible with statewide water resources management activities of the Department of Natural Resources.

Precedent for this action was established by the 1971 Legislature which also placed the Soil and Water Conservation Commission under the direction of the Commissioner of Natural Resources. Policy and program development within this framework is proceeding well without adversely affecting the operations of the Soil and Water Conservation Commission.

J. I recommend a two-year extension for the Minnesota-Wisconsin Boundary Area Commission, the Southern Minnesota River Basin Commission, and Minnesota's participation in the four federal-state river basin commissions we are involved in under the authority of the Water Resources Planning Act of 1965.

The Boundary Area Commission was the prime mover behind the Lower St. Croix River Act and continues to perform admirably in coordinating water and land resource management with our sister state, Wisconsin.

In 1971, the Legislature established the Southern Minnesota River Basin Commission to coordinate state planning in the Minnesota River basin. Future operations of the Upper Mississippi River Basin Commission, the establishment of regional development commissions, and the implementation of the Federal Water Pollution Control Act of 1972, could eliminate the need for this Commission, but there is clearly a need for two more years of operation.

6. RECREATIONAL RESOURCES

A. I recommend that legislation be enacted to enable Minnesota to participate in the management of the Lower St. Croix River.

In 1968, after three years of intensive effort, the Upper St. Croix River was included as part of the National Wild and Scenic Rivers System. In 1972, through the bipartisan efforts of our congressional delegation, particularly Senator Mondale and Congressmen Karth and Quie,

the lower 52 miles was added to the federal system.

The legislation provides for federal acquisition and management of 27 miles of the lower St. Croix from Taylors Falls to north of Stillwater. The states of Wisconsin and Minnesota are responsible for management of the lower 25 miles of the river from Stillwater to Prescott, Wisconsin, including acquisition of lands and easements.

This act gives us an invaluable tool for protecting the scenic and recreational qualities of the Lower St. Croix, perhaps the only remaining unspoiled river in America that runs within a few miles of a major metropolitan area.

I endorse the request of the Department of Natural Resources to the Minnesota Resources Commission for funds for the purchase of easements along the Minnesota side of the river.

I will also execute a cooperative agreement with the State of Wisconsin and the National Park Service to guide the planning and development of a master plan for the Lower St. Croix River Valley. This agreement will establish a management committee consisting of representatives of the two

states, the National Park Service and the Minnesota-Wisconsin Boundary Area Commission.

I am also instructing the Commissioner of Natural Resources to cease granting any permits for industrial development along the St. Croix River until such time as a management plan is developed. This action is consistent with similar actions taken by many of the governmental units along the St. Croix. At the same time, on the federal level, Senator Mondale is working to include the Kettle River in the National Wild and Scenic Rivers System.

B. I have recommended in my budget a doubling of the funds available to counties for the construction of multi-use trails.

Our park system, one of the finest in the nation, provides recreational opportunities for six million visits a year. The increasing desire for trails for recreational multi-use has led the Department of Natural Resources to establish trails for hiking, snowmobiles, and horseback riding throughout the state. The 1971 Legislature established 160 additional miles of trails throughout

our state. My budget recommendation makes possible a substantial increase in grants for such trails.

I will shortly establish an inter-agency advisory council for trail development and coordination by executive order. The creation of this council is recommended by the Governor's Trails Advisory Committee which has devoted much effort over the past year to assisting the state in the development of our trail system.

C. Snowmobiles

We are deeply concerned about the increasing number of snowmobile accidents and deaths. The snowmobile industry is one of Minnesota's largest and it is growing. Nearly 312,000 snowmobiles are registered in the state.

In 1972, there were well over 7,000 accidents. So far this year more than 20 deaths have been reported. We need much more snowmobile education in the state to reduce deaths and accidents.

The trespass law should also be clarified. All-terrain or off-road vehicles should be regulated. Young operators of these vehicles should complete safety training courses similar to those required of snowmobile operators.

For safety purposes, in special situations, the Commissioner of Natural Resources should be given authority to exempt certain county-state aid roads from current state laws prohibiting snowmobile operations.

Snowmobile operating speeds must also be controlled. I am requesting the Commissioner of Natural Resources to hold hearings this summer to establish limitations on the speed of snowmobiles. These controls would not apply to machines used in controlled racing situations.

7. MINING

I recommend changes in our present mining statutes, particularly those that relate to the development of a new copper-nickel industry in the state.

The economy of Minnesota, especially northern Minnesota, has benefited greatly from the mining industry. We are on the threshold of a new mining interest, that of copper-nickel.

Our present statutes on mining must be reviewed to assess the impact economically and environmentally of the new mining industry. In January, 1972, I requested the Commissioner of Natural Resources to establish an inter-

agency task force to conduct such a review of our regulatory authority to insure its adequacy.

Commissioner Herbst's task force has prepared an extremely detailed analysis of mining in Minnesota. The Environmental Quality Council will hold public meetings around the state in the next several months to inform the public of this report.

The task force will continue in operation to assess all future impacts associated with the base metal industry.

Let me emphasize that my administration has not allowed and will not allow mining or exploration in the Boundary Waters Canoe Area. I applaud the recent federal court decision on this matter in which the Izaak Walton League and the State of Minnesota vigorously pursued the permanent protection of this area.

A. I recommend that mine-land reclamation legislation be approved by the Legislature. For this authority to be adequate, regulatory powers should provide for reclamation planning prior to mine development, financial responsibility of operators for inadequate reclamation efforts, research

programs for reestablishing the biological productivity of mineral lands, and an effective program for reclaiming previously exhausted mine properties. This legislation would also serve as an enabling act for preparing a state reclamation plan when federal legislation is passed.

B. I recommend passage of a Mine Safety Act to insure the health and safety of workers in Minnesota in the mining industry.

Copper-nickel mining will undoubtedly involve underground operations that are much more hazardous from a health and safety standpoint than the open-pit operations of iron mining. Minnesota must accept responsibility for the occupational safety and health of workers in its mineral industries.

The new Occupational Safety and Health (OSHA) plan for Minnesota can serve as a nucleus for a program to protect the safety and health of workers in the mineral industry. The Department of Natural Resources is undertaking a study project to investigate the conditions for Minnesota to become an agreement state specified by the Federal Metal and Nonmetal Mine Safety Act.

C. I recommend legislation to eliminate the inequality in the real property tax laws which exempts severed mineral estates from taxation and to impose a minimum tax on severed minerals.

"Severed Mineral" is the term generally applied to mineral resources which are owned separately and apart from the surface land.

Two problems have evolved from separating surface and mineral interests: Creation of a separate property ownership, obscure and difficult to determine from ownership records, and an inequity in the tax laws which permits owners of a severed mineral estate to escape taxation except when successful drilling has taken place.

The legislation I have recommend will rectify this situation. I endorse forfeiture of the mineral rights to the state upon nonpayment of the tax, with the right to be held in trust for the local taxing district. The alternative, forfeiture to the surface owner, is unparalleled in Minnesota law and would not insure consistent environmental safeguards, as state leases do.

8. SOLID WASTE

A. I recommend continuation of the program passed by the 1971 Legislature for the collection and disposal of junk automobiles.

In 1971, 400,000 abandoned vehicles dotted the landscape in Minnesota, wasting precious natural resources and destroying the beauty of our countryside. Abandoned hulks also were frequently burned to reduce their bulk before being transported to a junk yard, thereby increasing air pollution.

Two years ago, I recommended a program to collect and transport junked vehicles to recycling centers.

In response, the 1971 Legislature passed the Abandoned Motor Vehicle Act, authorizing the imposition of a \$1 tax on the registration of any motor vehicle weighing over 1,000 pounds. The \$1 is used to pay local government units to collect and transport auto hulks to recycling centers.

Our new, highly successful auto recycling program is unique in the nation. In less than 24 hours, an entire junked car can be reduced to fist-sized metal chunks to be made into usable steel. By the end of this fiscal year,

25,000 abandoned motor vehicles will be collected, reduced and transported.

By July 1, 1975, the Pollution Control Agency projects that 100,000 vehicles can be collected and transported for recycling. By 1978, we should completely rid our state of these unsightly hulks.

B. I recommend that the Legislature expand the authority of the Pollution Control Agency to regulate the dumping of toxic wastes.

We can no longer tolerate the dumping of these dangerous by-products into landfills or into even more ill-prepared dumping grounds. These wastes must be incinerated.

C. I am requesting the State Planning Agency to determine what state support is necessary to assist in cleaning up our solid waste problems and to report to me in time to prepare legislation for the 1975 session.

Mounting sludge and waste oil problems, as well as feedlot pollution, are prospects for state action. Two years ago, the state provided massive support to clean up our waters. If we are to solve our mounting solid waste problem, state action on a parallel scale may be necessary.

D. I recommend that the Industrial Revenue Bond Act be amended to allow tax-exempt financing of solid waste equipment and facilities.

This amendment would allow those businesses interested in the reduction of solid waste through recycling and other methods to finance these improvements with tax exempt bonds.

E. Non-returnable Containers

The ban-the-can issue will be in the forefront again this session as it was in 1971. Bills have already been introduced to ban the can or to place a mandatory deposit on all non-returnable containers.

This issue involves the question of economic versus environmental impact of environmental policy decisions.

A well-publicized study by the National Council on Environmental Quality regarding the economic effects of pollution control concluded that few industries would be required to close to comply with pollution control regulations. And these, they noted, were marginal industries.

But the beverage container industry in Minnesota is not marginal. More than 300 workers in six manufacturing

plants produce non-returnable containers. Many more manufacture non-returnable bottles.

These workers face immediate economic losses from any proposal to ban the can or require a mandatory deposit. Non-returnable legislation could cost them their jobs. Understandably, they are not convinced by an argument of an overall net gain in jobs in Minnesota if their own jobs are to be sacrificed.

Furthermore, non-returnable containers comprise only a minor portion of the solid waste and litter problems in Minnesota. Controlling non-returnables alone will not solve either problem.

Those concerned about economic impact ask other sound questions: Why ban only beverage containers? Why not other packaging materials? Why is recycling not an answer to cope with the disposal of all non-returnable containers, beverage or otherwise?

To date, proponents of ban-the-can legislation have not adequately answered these arguments. Yet the environmental consequences of the non-degradable, non-returnable beverage container is symptomatic of the challenge we face.

The convenience, and therefore the popularity of such containers, is unquestionable from the immediate point of view of the purchaser. But a principle of today's changed view of the environment is that we can no longer risk taking short-range steps with undesirable long-range consequences. Discarded beverage containers consume natural resources and require substantial amounts of energy in their manufacture.

The environmental arguments on this issue reflect the long-term social and economic effects of a throw-away economy.

What should state policy be on this sensitive issue? Some action on the state level is necessary. Municipalities acting alone cannot adequately control the manufacture and distribution of containers.

I continue to support the control of non-returnable containers. But, I believe legislation should deal with the larger solid waste issue and involve joint consideration of environmental and economic consequences.

I, therefore, urge the Legislature to expand the authority of the Pollution Control Agency to permit the promulgation of regulations to control the disposal of all

forms of solid waste.

The Pollution Control Agency was established by the Legislature to protect the environment of Minnesota. Its authority should logically extend to controlling solid waste disposal. The Pollution Control Agency does presently approve sanitary landfills. Regulations can be researched and proposed to control the disposal of wastes, including containers.

All aspects of the non-returnable issue and its relationship to the larger solid waste issue should be considered before the Pollution Control Agency. By law, in its deliberations, the Agency must consider economic effects.

The regulation process is governed by the Administrative Procedure Act. In addition, regulations can be modified when desirable without legislative action.

Further research on the economic impact of any ban or mandatory deposit on non-returnable beverage containers is needed before regulations are considered.

Reports conflict today on the number of jobs affected, the ramifications for the brewing industry,

interstate competition consequences, and the net loss or gain of jobs and the type of jobs that are lost or created. I will ask the Department of Economic Development and the Council of Economic Advisors to conduct a study on this matter and report by January 1, 1974, in time for consideration by the Pollution Control Agency in promulgating solid waste disposal regulations.

I urge all concerned about the non-returnable container issue to support this expanded authority for the Pollution Control Agency. No one need fear the regulation process, and the proponents of strict regulation should welcome clarification of the economic issues.

9. LEGAL REMEDIES

A. I recommend that the Minnesota Constitution be amended to declare that the Legislature can enforce the maintenance of a healthy environment.

In 1969, as a state senator, I introduced the first bill in Minnesota authorizing citizens' suits to protect the environment. The struggle for such legislation culminated in the passage of the Minnesota Environmental Rights Act, which, as Governor, I signed into law on June 7, 1971.

This act proclaims that "each person is entitled by right to the protection, preservation and enforcement of air, water, land and other natural resources located within the state." To protect this right, the act authorizes any citizen to go to court to enforce or challenge existing official environmental quality standards or to prohibit conduct which adversely affects the environment. It also authorizes any citizen to intervene in administrative proceedings or the courts to review their outcome, involving conduct which is claimed to have caused pollution.

This act helps protect the environment in a number of different ways. By giving the ordinary citizen the right to fight his own battle, it encourages citizen initiative to protect the environment. It gives the courts more power to prohibit further deterioration of the environment, and it spurs the administrative agencies of state government to act more effectively to preserve our natural resources.

In 1971, I proposed that an Environmental Bill of Rights be added to the Minnesota Constitution. The Constitutional Study Commission has now recommended that

the Constitution be amended to declare that it is the public policy of the state to provide and maintain a healthy environment for the benefit of living and future generations, and to mandate the Legislature to implement and enforce this declared public policy.

Such an amendment will not only serve as a constant reminder of the fundamental duty of state government to create a healthy environment for its people, but it will also provide a basic guide to courts in reviewing the work of state administrative agencies.

I support the amendment to the Constitution for this purpose as proposed by the Constitutional Study Commission.

B. I again recommend the passage of a bill authorizing civil fines of up to \$10,000 per day for violation of Pollution Control Agency regulations and standards.

At the present time, the violation of a Pollution Control Agency regulation is a misdemeanor subject to a maximum fine of \$300 per day.

Minnesota's regulations concerning industrial waste discharges are strict. Our standards for acceptable discharges are high. However, enforcement is limited

because of the inability of the Pollution Control Agency to readily impose appropriate fines when violations occur.

Such civil penalties legislation is overdue. The state is required by the Federal Water Pollution Control Act of 1972 to have a system of civil and criminal penalties for violation of its regulations in order to administer the National Pollution Discharge Elimination System.

C. I also recommend, as in 1971, that the burden of proof should be on the defendant in civil cases where a prima facie showing of pollution has been demonstrated by the plaintiff.

10. ENVIRONMENTAL EDUCATION

A. My budget recommendations include \$250,000 for the Department of Natural Resources and the Department of Education to continue their work in environmental education.

Environmental education is necessary to help us live in harmony with nature, with each other, and with the world.

In July, 1971, I created the Minnesota Environmental Education Council by executive order. I charged

the Council with developing a comprehensive plan for environmental education for all citizens of the state. Funded under the federal Environmental Education Act of 1969, this Council has worked successfully to produce a program for environmental education in all of Minnesota's schools, including adult education classes. Now it must begin to implement this environmental education plan.

B. I recommend legislation to establish the Minnesota Environmental Education Council and regional environmental education councils throughout the state.

The Minnesota Environmental Education Council would report to the Environmental Quality Council. Six regional councils would ultimately be created to implement the Council's environmental education plan. I urge the Minnesota Resources Commission to use its budget to fund the Minnesota Environmental Education Council and to fund one of the six councils for the next two years as an experimental beginning.

C. I recommend that the Legislature appropriate \$100,000 to continue the Environmental Conservation Library during the coming biennium.

The 1971 Legislature established the Environmental Conservation Library (ECOL) at the Minneapolis Public Library. The library is to act as a focal point for

information around the state. It is the depository for important federal documents. It is performing both tasks well and I urge its continuation through funds provided by the Minnesota Resources Commission.

11. POLLUTION CONTROL AGENCY STAFFING

A. I recommend an increase of 49 staff members for the Pollution Control Agency, 25 of whom are to be headquartered in regional offices outside of St. Paul.

The Pollution Control Agency's scope of activities has grown rapidly since the agency was founded in 1967. After four years of operation, the agency has a complement of 145 people.

Unfortunately there are delays in the handling of citizen inquiries and review of pollution control plans. Also, agency representatives see governmental and business officials only in time of crisis.

I believe we can respond best to this situation by a decentralization of the agency. Consequently, beginning with this biennium, regional offices for the Pollution Control Agency will be established in five municipalities across the state. Each Pollution Control Agency office will be staffed by a district director and a representative of the Divisions of Water Quality, Air Quality and Solid Waste.

It is my intention to house regional offices of the Pollution Control Agency and the Department of Natural Resources together to form environmental regional service centers for the public, and local government and industrial officials. Inquiries, complaints, and problems will be handled far more efficiently.

B. I recommend that the Pollution Control Agency, through a separate budget account, be given the authority to hire those employees necessary for Minnesota to comply with the Federal Water Pollution Control Act, as federal funds are available.

The Pollution Control Agency has submitted a supplemental request to implement the Federal Water Pollution Control Act of 1972. Employees hired under this request will be funded solely out of program monies under the Act. If the optimum level of funding is released to the state, an additional 55 employees can be hired to comply with the provisions of the Act.

12. AGRICULTURAL SOURCES OF POLLUTION

I support the need for a coordinating agency on the state level to evaluate pesticides programs in the state. This I see as a logical function of the Environmental Quality Council.

In 1971, I recommended the creation of a pesticide review board. This proposal was not enacted into law. Since the membership of my proposed permanent Environmental Quality Council includes the agencies involved in my 1971 proposal, it is appropriate to assign this responsibility to the Council. The Commissioner of Agriculture would sit on the Environmental Quality Council in instances where pesticide matters are considered.

Substantial progress has been made in the interim by the Department of Agriculture in eliminating possible future problems arising from the use of some pesticides in Minnesota.

During the past year, Congress enacted Public Law 92-516, the Federal Environmental Pesticide Control Act of 1972. I am designating the Minnesota Department of Agriculture as the appropriate agency for state implementation of this Act.

13. NOISE POLLUTION

My budget recommendations include new staff for a noise pollution control unit in the Division of Air Quality of the Pollution Control Agency.

The 1971 Legislature supported my recommendation to expand the authority of the Pollution Control Agency to include the regulation of noise pollution, although no funds were appropriated to provide additional staff.

The Legislature also set noise limits for motor vehicles and provided for the construction of aircraft sound abatement measures at Minneapolis-St. Paul International Airport. An enlarged staff will enable us to initiate a vigorous noise control program.

SECTION II: INTERIM ACTIVITIES SINCE THE 1971 LEGISLATIVE
SESSION

Earlier this month, a delegation of state officials met with the Minnesota congressional delegation to discuss environmental issues before the 94th Congress, including land use, surface mining regulation, resource recovery, energy policy, wildlife resources and the effects of federal budget cutbacks on programs in Minnesota. This meeting was the most recent of a series of activities that have been carried on since the Legislature adjourned in 1971.

We are fortunate that Minnesota's Congressional delegation is committed to assist us in securing a wide array of federal legislation to make these environmental concerns more manageable.

FEDERAL WATER POLLUTION CONTROL ACT OF 1972

In December, 1971, I testified at a hearing on federal water pollution statutes before the Public Works Committee of the U.S. House of Representatives, chaired by Minnesota's 8th District Congressman, John Blatnik.

I expressed great concern about the lack of strong, uniform national pollution control standards and the consequent inability of state government to enforce such standards locally.

Unfortunately, a polluter can now blackmail state government by threatening to move a factory and employees when the state seriously tries to protect its environment.

A Governor's efforts to put teeth into his state's anti-pollution laws are likely to be met by the cry that clean air and water may mean fewer jobs.

The only real answer is national in scope--tough, fair, uniform standards of pollution control in all fifty states and a set of meaningful and comprehensible rules that permit neither exception nor evasion anywhere in the nation.

Pollution does not stop at state boundaries, and neither must its regulation. That was the thrust of my testimony.

I am pleased to note that the new Federal Water Pollution Control Act of 1972 (FWPCA), does achieve strong, national, uniform standards in water quality control.

The significance of the Act, however, goes far beyond the assurance of consistent nationwide standards for discharge.

The Act imposes three deadlines: installation by 1977 of the "best practicable" water quality control technology

by industry, of the "best available" control technology by 1983, and "zero discharge" of pollutants by 1985.

Every industry must apply for a discharge permit with the composition of its effluent governed by these three deadlines. Many industries and municipalities may be hard put to comply with the demands of the Act, but the Congress is to be commended for taking this bold step to establish national standards to insure the future quality of our nation's waters.

To protect the health and welfare of our citizens even further, the State of Minnesota has sought federal legislation to allow state regulatory standards to prevail over national standards when state standards are stronger and more protective of the public interest than those of the federal government.

For example, Minnesota's suggested standards regarding the regulation of nuclear power plants will better protect our citizens than any standards yet proposed by the federal government. Minnesota's isotopic limits on radioactive materials released to water are some 300 times to more than 100 million times more restrictive than the

limits set by the Atomic Energy Commission.

Yet our inability to regulate the NSP nuclear facility at Monticello, particularly following the accidental discharge of radioactive waste in November, 1971, is a cause for concern.

We must continue to push for congressional action to permit us to demand strict emission standards at nuclear power plants. Congressman Fraser and Senator Mondale have introduced such legislation in this session of Congress.

In the last congressional session, we were successful in establishing Minnesota's right to enforce stricter standards for marine discharges than those imposed by the federal government.

Construction now underway of adequate pumpout facilities along interstate waters will preserve our right to prohibit marine discharges totally. That will be a major contribution to water quality.

I am also pleased that my position on the federal-state permit system relative to effluent discharges prevailed in the final version of the Federal Water Pollution Control Act.

To prevent any state from approving more lenient permits as a device to lure industry away from more conscientious

states, the Federal Environmental Protection Agency has been empowered to exercise its veto on any permit granted by a state, so long as the Agency acts within 90 days.

My final recommendation to Chairman Blatnik's Committee concerned funding for the proposed act. I endorsed the \$18 billion in construction funds, a federal share of 75 percent of construction costs, the provision for user fees to support construction and operating costs for a municipal facility, and the inclusion of collection systems as eligible for federal assistance.

This past November, President Nixon announced his allocation of the construction funds authorized under the Act by Congress. The distribution formula in the Act gave Minnesota almost \$100 million in this fiscal year compared to fiscal year 1972 appropriation of \$35 million. However, the President's recent cutback in these funds, a decrease of more than half of the funds authorized by Congress, will seriously hamper our state's effort to control water pollution.

The Minnesota Pollution Control Agency file presently has more than 150 applications for fiscal year 1973 funds. These requests total approximately \$215 million. Allowing for 75 percent federal support, that is \$160 million

in costs eligible for federal reimbursement. Even with the \$100 million Congress originally provided for Minnesota, some communities would still have been forced to wait another year.

But the President gave Minnesota only \$40 million of this amount -- to meet \$160 million in needs.

This means that perhaps only 15 of 150 Minnesota communities will now be able to receive federal funds. This is a most shortsighted action. Each year that we permit pollution to go unchecked, we dramatically increase the ultimate price of controlling pollution.

The FWPCA will enable the state to take two other positive steps.

First, it will specifically provide us with funds which we can distribute through our regional development commissions to enable local communities to carry out the planning and management of water quality standards in their areas. This local responsibility is vital to good planning as regional commissions continue to develop in Minnesota.

Second, we intend to make maximum use of our share of the funds to improve deteriorated lakes and protect those lakes which are still of high quality. This "Clean Lakes" section of the legislation is a product of the diligence of Senator Mondale.

SET-ASIDE PROGRAM

In December, 1971, I appealed to our congressional delegation to assist our farmers in getting protective cover on lands diverted from crop production under the U.S. Department of Agriculture's (USDA) Set-Aside Program. This program, now in its thirteenth year, has had a far greater impact on rural land use than any other federal program in the history of this nation.

Over 2 million acres have been set aside in Minnesota each year at a cost of \$100 million dollars each year.

But there is a major flaw in this program. More than half of the cropland in Minnesota under the Federal Set-Aside Program lacks protective cover and is subject to erosion. Furthermore, because ground covers provide habitat areas for Minnesota's wildlife, the survival of many of these species is increasingly endangered. In 10 years, Minnesota's ring-necked pheasant population has fallen to less than one-fifth of its former size.

It seems incongruous for the U.S. Department of Agriculture to sponsor a program that leaves our rich farmland barren, subjecting it to wind and water erosion, while the same agency warns us that Minnesota is suffering acute losses of its topsoil.

I will continue to press for revision of the USDA guidelines to provide for planting protective ground cover so that our agricultural and conservation programs can be coordinated.

I am disturbed with the withdrawal of support by the Nixon Administration for the popular REAP and Waterbank Programs. REAP has been the only program wherein our citizens could cooperate with farmers in developing practices on land that produced long range benefits in soil and water protection practices, such as the seeding of cover crops on diverted acres for soil and wildlife protection and stream bank protection.

Termination of funding for the Waterbank Program is an abrupt reversal of a growing public sentiment for the preservation of natural areas which have become extremely important for production of wildlife and for water and soil retention.

Creation of the Waterbank Program only two years ago was heralded by conservationists as a logical approach to the problem of retaining areas that are of broad public benefit through a program financed by the public. Otherwise, their drainage and conversion to cropland simply adds to the existing surplus of cropland which continues to be diverted from production under the Set-Aside Program at a cost of billions of dollars annually.

I am pleased that the U.S. House of Representatives, through the efforts of Congressman Bergland, voted on February 9th to reinstate REAP. Also, several members of the Minnesota delegation have agreed to introduce necessary amendments to federal farm legislation. These amendments will provide for a greater emphasis on cover crops on diverted acres and for the participation of state agencies in formulating cover practices. As citizens, we are partners in providing programs to preserve and enhance our agricultural resources. It is only fitting that government officials be responsive to public needs in implementing them.

To encourage wildlife habitat in Minnesota, I endorse the request of the Department of Natural Resources to the Minnesota Resources Commission for a natural resources tax study. We must consider all opportunities, including tax incentives, to preserve wetlands and breeding grounds for our wildlife.

CHANNELIZATION AND IMPOUNDMENT

In May, 1972, my office was requested by a coalition of more than 20 environmental groups to withdraw state support for channelization and impoundment projects carried out by the U.S. Army Corps of Engineers and the Soil Conservation Service of the U.S. Department of Agriculture.

They presented information that these projects, nationwide, will convert one-half of the nation's free-flowing streams into artificial ditches and sterile reservoirs by the end of the century, resulting in drastic declines in fish population, loss of wildlife and water fowl habitat, lowering of water tables, erosion of banks and heavy siltation, extinction of aquatic species and increased downstream flooding.

I was requested to declare a moratorium on all channelization and dam impoundment projects within the State of Minnesota. The governors of Michigan and Ohio had previously halted such projects in their states. I deferred the request for a complete moratorium until a project-by-project review could be undertaken.

To facilitate this, Commissioner Herbst has requested the Soil Conservation Service and U.S. Army Corps of Engineers to provide detailed information to the Department of Natural Resources on all ongoing or proposed projects.

The state will do whatever is reasonable to assure that any federal government projects affecting our water resources are in the best interests of both the public and the natural environment.

VOYAGEURS NATIONAL PARK

In June, 1971, I signed historic legislation establishing Voyageurs National Park as the first national park in our state. To insure that the park's development protects the environment, preserves the visual amenities, and provides the maximum economic potential for the surrounding area, a major land use planning effort by state and local government has begun in the national park area.

I have appointed the heads of the Departments of Highways, Natural Resources, Administration, Economic Development, Health and the Pollution Control Agency to serve on the Governor's Voyageurs National Park Management Committee with the Director of State Planning as chairman. This committee is currently assisting local governments in the area to develop the park area and make land use decisions. The committee also serves as a link between federal and local officials.

An important partner in this effort has been the Arrowhead Regional Development Commission. It has provided valuable assistance to state agencies in assessing appropriate areas of growth, existing quality of air, water and sanitary systems, and recreational resources. It also has aided in

classifying state-owned lands, implementing shoreland regulations, and planning safe, scenic transportation routes.

These are all extremely important elements in developing a land use plan for the area adjacent to Voyageurs Park during the next biennium to reflect an environment suitable to use both by tourists and the area's permanent residents.

In September, 1972, I participated in the transfer of the first state land in the Park to the National Park Service. The development of Voyageurs Park was thus begun. Appraisals are underway on other parcels of state land in the Park.

SECTION III: THE STATE OF MINNESOTA'S ENVIRONMENT - 1973WATER RESOURCES

We are a land of 15,000 lakes, 25,000 miles of rivers and streams, with a wealth of water resources beneath the ground. Minnesota is the source of the mighty Mississippi and fronts on the largest freshwater lake in the world - Lake Superior.

It is regrettable that the degradation of Lake Superior continues. Sixty-seven thousand tons of taconite tailings pour into the lake each day at Silver Bay.

If these tailings were dried and stacked on land, in an area the dimension of a quarter city block, in one year they would reach 8,000 feet into the air - ten times as high as the I.D.S. tower in Minneapolis. I pledge the continued efforts of my administration to end this degradation by litigation or negotiation.

Furthermore, despite our efforts to end the dumping of effluent into Lake Superior, raw sewage from Canada continues to pollute the Lake. However, the 1972 Great Lakes Water Quality agreement will insure international cooperation in cleaning up not only Lake Superior, but all of the Great Lakes.

This agreement serves to remind us that pollution is a universal problem. It will yield to final solution only through the most determined national and international efforts.

The daily water needs of two-thirds of our population are met through untreated water supplied by underground aquifers throughout Minnesota. This source appears to be adequate at present, but alarming incidents of groundwater pollution are appearing, which should alert us to be on guard.

Municipal and Industrial Waste Discharges

It is good to report that we seem, slowly, to be cleaning up municipal discharges.

In 1971, of Minnesota's 854 municipalities, 232 (27 percent), representing a population of 153,570, were without sewer systems. A total of 532 communities, representing 2,761,609 persons, had sewer systems of which 508 (96 percent) provided primary treatment, 458 (86 percent) provided primary and secondary treatment, and 15 provided tertiary treatment. Four percent provided no treatment of waste.

The number of industries discharging wastes through separate outlets was reduced from 1,214 to 732 between 1957 and 1967. This reduction was the result of industry tie-ins to

municipal systems. At present there are 403 industries that must apply for discharge permits under the Federal Water Pollution Control Act of 1972. The majority of these are for cooling water discharges.

The Pollution Control Agency estimates that more than half of the industrial sources currently not in compliance--lacking secondary treatment or its equivalent--will be constructing these facilities by July 1, 1974.

Thanks to these municipal and industrial process improvements, we are making additional headway in preserving the quality of our waters.

Last spring, the 3M plant in Cottage Grove, for example, invested \$4.5 million for an incinerator with an air pollution control device, to burn the waste products it previously dumped into the Mississippi River. The product of that incinerator is only a puff of smoke.

The St. Regis Paper Company, which conducts business in 47 states, has installed a primary and secondary treatment plant in Sartell, Minnesota, at a cost of \$3.2 million. The company's profits nationally are approximately \$20 million per year. But between now and 1976, it plans to spend five times that amount on pollution control equipment throughout

the United States to underscore the company's strong commitment to end any pollution caused by its various plants.

Water Quality and Tourism

Water quality which affects the productivity of our streams and lakes influences our tourist industry as well. In fact, tourism, nearly a billion dollar industry in Minnesota, is based primarily on the widespread recreational opportunities afforded by our lakes and rivers.

There are 3,000,000 acres of fishing waters in Minnesota, complemented by 500 trout streams which are stocked with over 200 million fish each year. At least 1,750,000 fishermen spend well over \$160 million annually in Minnesota and are rewarded with approximately 30 million pounds of fish.

Minnesota waters also offer abundant surface use. There are 375,000 licensed watercraft in the state, including an estimated 120,000 canoes. An added attraction for tourists will be Minnesota's new Voyageurs National Park to be opened in the mid-'70's which will preserve and make this unique water area of North America available to the people of the United States and Canada.

AIR QUALITY

Our entire state has been blessed with good air quality, although our large metro areas are increasingly subject to alarming air inversions.

Air pollution problems do exist in the state, in small as well as large communities. In a 1959-60 survey conducted by the State Board of Health, more than half of the state's communities with populations of over 1,000 reported noticeable sources of air pollution. Under the Clean Air Act of 1970, we are required to enter into agreements with all large air emitters to treat their effluent. The Pollution Control Agency estimates that 80 percent of the 307 large air emission sources will have begun installation of effluent facilities by July 1, 1974.

Power plants contribute 14 percent to the ambient air pollution, other industries 17 percent. Federal and state standards are now operative to clean up these polluters.

But again, as in water quality, the cost of compliance is not cheap. Reserve Mining Company at Silver Bay has recently agreed with the Pollution Control Agency to install air pollution equipment costing \$3 million. just been broken for an NSP generating plant in Sherburne County. Its air pollution control equipment, the most

sophisticated to be installed anywhere in the nation, costs almost \$60 million.

The largest contributor to air pollution is the automobile. Sixty percent of air pollution comes from motor vehicles. While emission control equipment is now mandatory on new cars, the problem is by no means solved. The Twin Cities had its first air quality alert last summer--largely from automobile pollution.

The Pollution Control Agency is required by the Environmental Protection Agency to submit a transportation control plan for the Minneapolis-St. Paul area this month. That plan must detail steps to meet federal ambient air standards by 1977. Such a plan will involve controls on auto use in times of poor air quality.

LAND RESOURCES

Minnesota's terrain is characterized by broad prairies and rolling hills. Seventy-two percent of our state is in private ownership, 16 percent is owned by the State of Minnesota, and the remainder is owned by the U.S. government.

The total value of our forest products in 1972 was \$350 million. It is estimated that the current market value of our timber crop is over one billion dollars.

Mineral products in Minnesota in 1972 contributed over \$600 million to the state's economy. About 90 percent of this income came from iron ore. The mining industry in Minnesota employs 11,800 persons at present. Minnesota has produced 60 percent of all the iron ore ever produced in the nation. Based on explorations to date, the Duluth Gabbro complex, which contains copper and nickel, is the largest sulfide resource in the United States.

Minnesota has the third largest area of agricultural land in the nation. Our 122,000 farms cover 32 million acres of the state. The total cash farm income marketing of crops, livestock, and poultry exceeds \$2 billion annually and ranks us fifth in the nation.

The Division of Parks and Recreation, Department of Natural Resources, operates 61 major parks and 33 waysides. There were 6 million visits to our parks in 1972, increasing at a rate of 12 percent a year. Five hundred thousand hunting licenses are issued each year.

But by and large, Minnesota's land has been sadly neglected. We have littered it with rubbish of every description.

Aesthetics apart, such solid wastes cause serious air and water pollution. In 1969, there were about 1,460 solid waste dumps throughout the state. The Legislature ordered the Pollution Control Agency to close these dumps and replace them with sanitary landfills.

One thousand open dumps still exist statewide. One hundred were closed as of the end of 1972. An additional 350 will be closed by July, 1975.

A major cause of solid waste--abandoned automobile hulks--is being removed by the state's auto hulk recycling program.

Other solid waste recycling efforts have also been started in Minnesota.

Land resources form the basis of Minnesota's economy. We cannot survive as a state without our agricultural, timber, and mineral production. Our forests, parks and wildlife areas also provide a variety of recreational opportunities. But the offshoots of work and play--feedlots, tailings, litter and solid waste--are all deposited on the land. We can handle these wastes if we plan properly, encourage recycling and require reclamation of all land scarred by industrial uses.