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VOYAGEURS NATIONAL PARK

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HEARING

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETY-FIRST CONGRESS

SECOND SESSION

ON

S. 1962 and H.R. 10482

A BILL TO AUTHORIZE THE ESTABLISHMENT
OF THE VOYAGEURS NATIONAL PARK IN THE
STATE OF MINNESOTA

DECEMBER 4, 1970



Printed for the use of the
Committee on Interior and Insular Affairs

U.S. GOVERNMENT PRINTING OFFICE

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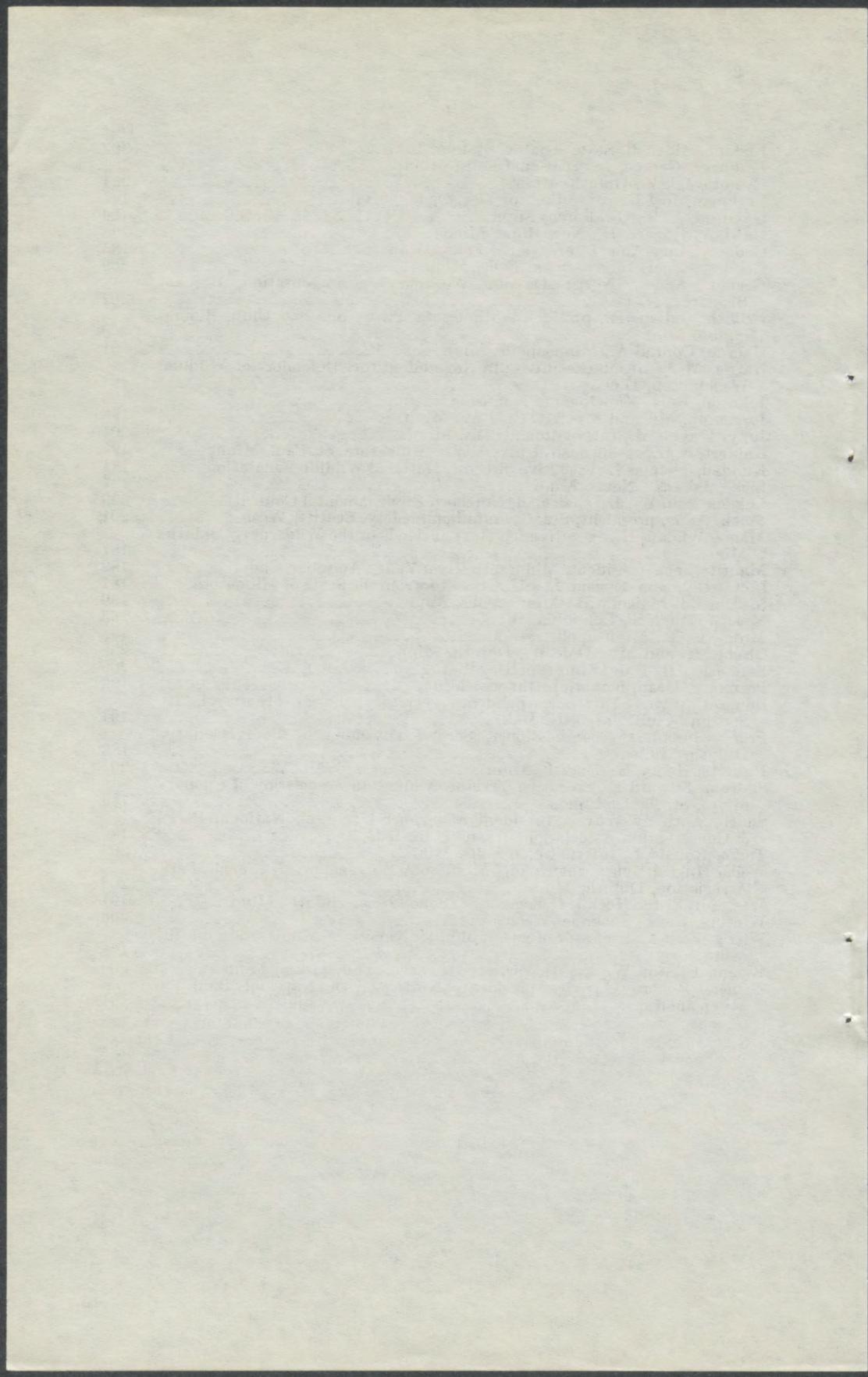
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VOYAGEURS NATIONAL PARK

FRIDAY, DECEMBER 4, 1970

U.S. SENATE,
SUBCOMMITTEE ON PARKS AND RECREATION
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:05 a.m., in room 3110, New Senate Office Building, Senator Alan Bible (chairman of the subcommittee) presiding.

Present: Senators Bible, Anderson, Moss, Hansen, Hatfield.

Also present: Jerry T. Verkler, staff director; Bernard Hartung, professional staff member; Charles F. Cook, minority counsel; and Thomas Nelson, assistant minority counsel.

Senator BIBLE. The hearing will come to order.

This is a meeting of the Senate Parks and Recreation Subcommittee, and this is the time that we regularly noted and set for an open public hearing on S. 1962, and H.R. 10482 to authorize the establishment of the Voyageurs National Park in the State of Minnesota.

We will ask that the text and Government reports on S. 1962 and H.R. 10482 be incorporated in full in the record at this point.

(S. 1962, H.R. 10482 and report follow :)

[S. 1962, 91st Cong., first sess.]

A BILL To authorize the establishment of the Voyageurs National Park in the State of Minnesota, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the purpose of this Act is to preserve, for the inspiration and enjoyment of present and future generations, the outstanding scenery, geological conditions, and waterway system which constituted a part of the historic route of the Voyageurs who contributed significantly to the opening of the Northwestern United States.

ESTABLISHMENT

SEC. 101. In furtherance of the purposes of this Act, the Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to establish the Voyageurs National Park (hereinafter referred to as the "park") in the State of Minnesota, by publication of a notice to that effect in the Federal Register at such time as the Secretary deems sufficient interests in lands or waters have been acquired for administration in accordance with the purposes of this Act. The park shall include the lands and waters within the boundaries as generally depicted on the drawing entitled "A Proposed Voyageurs National Park, Minnesota. Numbered LNPMW-VOYA-1000, dated July 1968," which shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The Secretary may revise the boundaries of the park from time to time by publishing in the Federal Register a revised drawing or other boundary description, but such revisions shall not increase the land acreage within the park by more than one thousand acres.

LAND ACQUISITION

SEC. 201. (a) The Secretary may acquire lands or interests therein within the boundaries of the park by donation, purchase at the fair market value thereof with donated or appropriated funds, or exchange. When any tract of land is only partly within such boundaries, the Secretary may acquire all or any portion of the land outside of such boundaries in order to minimize the payment of severance costs. Land so acquired outside of the park boundaries may be exchanged by the Secretary for non-Federal lands within the park boundaries. Any Federal property located within the boundaries of the park may be transferred without consideration to the administrative jurisdiction of the Secretary for the purposes of the park.

(b) In exercising his authority to acquire property under this section, the Secretary shall give immediate and careful consideration to any offer made by any individual owning property within the park area to sell such property to the Secretary. In considering such offer, the Secretary shall take into consideration any hardship to the owner which might result from any undue delay in acquiring his property.

SEC. 202. (a) Any owner or owners (hereinafter in this section referred to as "owner") of improved property on the date of its acquisition by the Secretary may, as a condition of such acquisition, retain for themselves and their successors or assigns a right of use and occupancy of the improved property for noncommercial residential purposes for a definite term not to exceed twenty-five years, or, in lieu thereof, for a term ending at the death of the owner, or the death of his spouse, whichever is the later. The owner shall elect the term to be retained. The Secretary shall pay to the owner the fair market value of the property on the date of such acquisition less the fair market value on such date of the right retained by the owner.

(b) Any lessee or lessees (hereinafter in this section referred to as "lessee") of State-owned lands shall, at such time as the State of Minnesota shall convey the underlying fee title to the United States, be granted by the United States, a right of use and occupancy for such period of time as will permit an amortization by such lessee of the value as of the date of enactment, of improvements made by the lessee. Such amortization period shall be measured by the greater of (1) the remaining average useful life of the improvements, or (2) ten years.

(c) Any right of use and occupancy retained or granted pursuant to this section shall be subject to termination by the Secretary upon his determination that such use and occupancy is being exercised in a manner not consistent with the purposes of this Act, or upon his determination that the property is required for the proper administration of the park. The Secretary shall tender to the holder of the right so terminated an amount equal to the fair market value of that portion of the right which remains unexpired on the date of termination.

(d) The term "improved property", as used in this section shall mean a detached, noncommercial residential dwelling, the construction of which was begun before the date of enactment of this Act together with so much of the land on which the dwelling is situated, the said land being in the same ownership as the dwelling, as the Secretary shall designate to be reasonably necessary for the enjoyment of the dwelling for the sole purpose of noncommercial residential use, together with any structures accessory to the dwelling which are situated on the land so designated.

(e) The term "State-owned lands" as used in this section, shall mean lands within the boundaries of the park owned by the State of Minnesota as of the date of enactment, and leased to and occupied by individuals for noncommercial recreational purposes, and on which lands a structure for such purposes was erected and completed prior to the date of enactment of this Act.

SEC. 203. (a) The Secretary shall acquire the properties hereinafter specifically identified, in accordance with the applicable provisions of this Act:

LOCATION AND DESCRIPTION OF PROPERTY

(1) Township 70, range 18, section 33, lots 3 and 4; Rainy River Improvement Company (Boise Cascade Corporation) between Namakan Lake and Rainy Lake.

(2) Township 70, range 18, section 33, northeast of southeast; Charlie Williams, Kettle Falls Hotel, old logging hotel and restaurant located at Kettle Falls.

(3) Township 69, range 19, section 27, lot 6; Mac McClusky, Mac's Island Resort, located on an island in Moose Bay on Namakan Lake.

(4) Township 69, range 19, section 34, lot 4; Ted Monson, Hoist Bay Resort, located on Hoist Bay on Namakan Lake.

(5) Township 69, range 20, section 20, lot 1; Maynard W. Manzke, Pine Island Resort, located on Knox Island, Lake Kabetogama.

(6) Township 69, range 20, section 25, lot 3; Harold Hansen, Meadwood Resort, located on Lake Kabetogama at the Narrows.

(7) Township 69, range 20, section 25, lot 4; Robert Berggren, Whispering Pines Resort, located on Lake Kabetogama at the Narrows.

(8) Township 69, range 20, section 26, lot 2, except the easterly 175 feet lying north of the southerly 1,325 feet; Oscar Youngstrom, Youngstrom Resort, located on Lake Kabetogama at the Narrows.

(9) Township 68, range 17, section 25; Lane Peterson, back of the Moon Lodge.

(10) Township 68, range 17, section 25; Christopher Clark, Clarks' Sand Point Lodge.

(11) Township 68, range 17, section 23; Everett L. McDonald, San Pat Resort.

(12) Township 69, range 17, section 27; Mel Drew, Namakan Narrows Lodge.

(13) Township 68, range 18, section 4; Anna M. Shanklin, Chet's Border Camp.

(b) Notwithstanding any other provision of law, the Secretary is authorized to negotiate and enter into concession contracts with former owners of property described in subsection (a) of this section, for the provision of services at such former owners location, as he may deem necessary for the accommodation of visitors.

SEC. 204. The Secretary is authorized to pay a differential in value, as hereinafter set forth, to any owner of commercial timberlands within the park with whom the State of Minnesota has negotiated, for the purpose of conveyance to the United States, an exchange of lands for State lands outside the park. Payment hereunder may be made when an exchange is based upon valuations for timber purposes only, and shall be the difference between the value of such lands for timber purposes, as agreeable to the State, the Secretary, and any owner, and the higher value, if any, of such lands for recreational purposes not attributable to establishment or authorization of the park: *Provided*, That any payment shall be made only at such time as fee title of lands so acquired within the boundaries is conveyed to the United States.

ADMINISTRATION

SEC. 301. (a) Except as hereinafter provided, the Secretary shall administer the park in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), as amended and supplemented, including the Act of October 9, 1965 (79 Stat. 969; 16 U.S.C. 20(a) et seq.).

(b) In furtherance of the purposes of this Act, the Secretary is authorized to cooperate with the State of Minnesota, its political subdivisions, and other Federal agencies and organizations in formulating comprehensive plans for the park and for adjacent lands and waters, and to enter into agreements for the implementation of such plans. Such plans may provide for land use and development programs, for preservation and enhancement of the natural beauty of the landscape and for the conservation of outdoor resources on land and water areas adjacent to the park.

(c) Until such time as the park is established pursuant to section 101 of this Act, hunting of deer shall be permitted in accordance with existing laws and regulations. When the park is established, the Minnesota Department of Conservation and the National Park Service shall devise, from technical information and other pertinent data assembled or produced by necessary field studies of investigations conducted jointly by the technical and administrative personnel of the agencies involved, and recommend to the Secretary of the agencies involved, and recommend to the Secretary of the Interior and the Governor of Minnesota for their joint approval a program to insure the permanent conservation of the deer within Voyageurs National Park established by this Act. Such program shall include the controlled reduction of deer in such park by hunters licensed by the State of Minnesota and deputized as rangers by the Secretary of the Interior, when it is found necessary for the purpose of proper management and protection of the deer.

(d) Until such time as the park is established pursuant to section 101 of this Act, trapping and waterfowl hunting shall be permitted in accordance with existing laws and regulations.

Upon establishment of the park, the Secretary shall permit trapping and waterfowl hunting on lands and waters under his jurisdiction in accordance with the applicable laws of Minnesota. The Secretary, after consultation with the Minnesota Department of Conservation, may designate zones and establish periods where and when no trapping or waterfowl hunting shall be permitted for reasons of public safety, administration, or public use and enjoyment. The Secretary shall, after consultation with such Department, issue regulations consistent with this section, as he may determine necessary to carry out the provisions of this section.

(e) Until such time as the park is established pursuant to section 101 of this Act, all other hunting not mentioned under subsections (c) and (d) of this section shall be permitted in accordance with existing laws and regulations.

Upon establishment of the park, all other hunting not mentioned under subsections (c) and (d) of this section may be permitted by the Secretary on lands and waters under his jurisdiction in accordance with the applicable laws of Minnesota. The Secretary, after consultation with the Minnesota Department of Conservation, may designate zones and establish periods where and when no hunting not mentioned under subsections (c) and (d) of this section may be permitted for reasons of public safety, administration, or public use or enjoyment. The Secretary may, after consultation with such Department, issue regulations, consistent with this section, as he may determine necessary to carry out the provisions of this section.

(f) The Secretary is authorized to sell or dispose of timber in those cases where, in his judgment, the cutting of such timber is required in order to control the attacks of insects or diseases, or otherwise conserve the scenery or the natural or historic objects within the Voyageurs National Park and, for such purposes, may utilize private contractors obtained through competitive bidding.

(g) Fees may be collected in accordance with the provisions of the Land and Water Conservation Fund Act of May 28, 1963 (77 Stat. 49; 16 U.S.C. 460-L et seq.), which provides for free use of waters, for such time as the fee provisions of said Act remain in effect.

(h) Nothing contained in this Act shall be deemed to affect any existing private property rights, or use and enjoyment of such property, until such property or interests therein have been acquired pursuant to this Act.

SEC. 302. (a) The Secretary shall permit recreational and commercial fishing within the park, in accordance with the laws of the State of Minnesota.

(b) The fisheries resources of Shoepac Lake shall be managed in accordance with plans mutually acceptable to the State of Minnesota and the Secretary.

SEC. 303. The Secretary shall, when planning for development of the park, include appropriate provisions for (1) winter sports, including the use of snowmobiles, (2) use by seaplanes, and (3) use by all types of watercraft, including houseboats, runabouts, canoes, sailboats, fishing boats, and cabin cruisers.

SEC. 304. Nothing in this Act shall be construed to abrogate the provisions of the treaties between the United States and Great Britain ratified August 22, 1848 (8 Stat. 572), and April 1, 1910 (36 Stat. 2448), which by their terms would be applicable to lands and waters which are included in the park.

SEC. 305. The Secretary is authorized to make provision for such roads within the park as are, or will be, necessary to assure access from present and future State roads to public and private facilities within the park.

SEC. 306. (a) In the event any governmental taxing bodies in which the park is situated sustain tax losses due to acquisition of privately owned real property by the Secretary pursuant to the provisions of this Act, the Secretary of the Treasury is authorized and directed to make payments of them in lieu of taxes. These payments shall be made only to taxing bodies which have been authorized, under the laws of the State of Minnesota to assess taxes upon real property to the person who is in possession and to assess taxes upon any present interest in real property to the owner of such interest. Payments hereunder shall be made annually, for five consecutive years following acquisition of property, in an amount equal to the average tax on such property for the five years preceding acquisition, such amount to be certified by the Secretary, and paid by the Secretary of the Treasury out of any money in the Treasury not otherwise appropriated.

(b) No payment shall be made hereunder after the tenth year following the establishment of the park pursuant to section 101 of this Act.

APPROPRIATIONS

SEC. 401. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 27, 1970.

Hon. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs, U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: Your Committee has requested the views of this Department on S. 1962, a bill "To authorize the establishment of the Voyageurs National Park in the State of Minnesota, and for other purposes."

We recommend the enactment of the bill, if amended as hereinafter set forth.

The bill authorizes the establishment of the Voyageurs National Park and refers to a drawing numbered LNPW-VOYA-1000. Within the boundaries of the proposed national park the Secretary may acquire lands or interests in lands by donation, purchase at the fair market value with donated or appropriated funds, or by exchange. The park would be established by publication of a notice to that effect at such time as the Secretary deems sufficient lands or waters have been acquired for administration in accordance with the purposes of the Act.

The Secretary may acquire lands outside the boundaries to minimize the payment of severance damages. Federal property within the boundaries may be transferred from other agencies to the Secretary for the purposes of the park. It is also provided that the Secretary shall consider immediately any offer to sell land by an owner within the park.

An owner of improved property being acquired may retain a right of use and occupancy for noncommercial residential purposes for a term of either 25 years, or the later of his or his spouse's life. "Improved property" is defined as meaning a detached, noncommercial residential dwelling, construction of which was begun before the date of enactment of the bill.

A similar, but diminished right is given to lessees of State owned lands who have erected and completed a noncommercial recreational structure prior to the date of enactment. Such persons would be granted a right of use and occupancy for the lesser of the remaining average useful life of any improvements, or 10 years.

Section 203 (a) of the bill lists 13 resort or hotel properties within the boundaries of the park to be acquired in accordance with the applicable provisions of section 201. Subsection (b) authorizes the Secretary to enter into agreements with these former resort or hotel owners to provide such visitor services at their former locations as the Secretary deems necessary.

Section 204 provides for an additional payment by the Secretary of the Interior to lumber companies with which the State of Minnesota may have negotiated an exchange of lands to be conveyed to the United States for park purposes. This payment is to be in an amount equal to the difference between the value of the company's lands for timber purposes and the higher value, if any, of those lands for recreational purposes.

Administration of the park is to be in accordance with the Act of August 25, 1916, the basic authority of the National Park Service, and the Act of October 9, 1965, which has reference to concession policies.

It is also provided that, until the park is established, deer hunting, waterfowl hunting, and trapping would continue in accordance with existing law. After establishment, waterfowl hunting, and trapping would be carried out in accordance with the applicable laws of Minnesota except that the Secretary may designate zones where and times when no hunting shall be permitted. Deer hunting shall be continued as a management tool, by licensed Minnesota hunters deputized by the Secretary, in accordance with a jointly approved plan therefor. All other hunting not mentioned shall be continued in accordance with state laws, except for the designation by the Secretary of zones and times when no such hunting shall be permitted.

Section 301 (f) authorizes the Secretary to sell or dispose of timber in certain circumstances, and to utilize private contractors therefor.

Fees are to be collected in accordance with the provisions of the Land and Water Conservation Fund Act, and the bill also states that existing property rights would be retained until acquired.

Recreational and commercial fishing within the park would be permitted in accordance with State law, and Shoepac Lake fisheries resources would be managed in a manner mutually acceptable to the State of Minnesota and the Secretary.

Section 303 authorizes the Secretary to include appropriate provisions for winter sports including use of snowmobiles, use by seaplanes, and use by all types of watercraft.

Section 304 contains a disclaimer as to any effect on two existing treaties between the United States and Great Britain which affect the area.

Section 305 authorizes construction of roads within the park, and section 306 authorizes payments to local taxing bodies for up to 10 years, by reason of loss of taxes.

Section 401 authorizes appropriations for the purposes of the Act.

The forested lake country along Minnesota's northern border was the scene of an epic chapter in North American history. For a century and a half, French-Canadian voyageurs plied this maze of lakes and streams in frail canoes. Though the voyageur may be gone, the lands and waters he travelled remain essentially as he left them.

The area, shaped by continental glaciation into an endless system of internal waterways, has a sense of vastness reinforced by the uniformity of the forest mantle. Fir, spruce, pine, aspen and birch reach to the waters' edge, broken only by bogs, sand beaches and cliffs.

Of the original northern animal species, moose, deer, black bear, and timber wolves remain, and caribou might be restored. Other species present include the snowshoe hare, porcupine, chipmunk muskrat, fox, red squirrel, mink, weasel, otter, fisher, coyote, bobcat, and Canada lynx. Many species of birds are found in the proposed park, and the area has long been famous for its sport fishing.

The Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, at its meeting of October 9, 1968, recommended the establishment of a Voyageurs National Park. We concur in the Board's recommendation. S. 1962, however, contains certain provisions which we believe are inappropriate in legislation to establish a national park, as discussed below.

S. 1962 refers to a map numbered LNPBW-VOYA-1000. This map encompasses approximately 139,000 acres, 35,000 acres of which constitute a major portion of the Crane Lake Recreation Area currently administered for recreational purposes by the Forest Service, Department of Agriculture. Since these lands are now administered by the Forest Service, we defer to the Department of Agriculture as to the desirability of including these lands in the proposed park.

Section 201 (a) allows the Secretary to acquire lands or interests therein within the park boundaries by donation, purchase at the fair market value thereof with donated or appropriated funds, or exchange. Included in this authority is the power to condemn land by eminent domain. The United States Constitution requires the Federal Government to pay just compensation for the taking of private property. The requirement in the bill to purchase "at the fair market value thereof" is surplusage. We recommend the following amendment:

1. On page 2, line 21, delete the words "at the fair market value thereof".

We note that section 201 (a) provides that lands acquired outside the park to avoid the payment of severance costs may be exchanged. We interpret this language to mean that any land acquired to avoid severance damages may be classified for exchange by the Secretary and may be exchanged under the Act of July 15, 1968 (82 Stat. 354).

However, no provision has been made for disposition of land acquired outside the park, if not used for exchange. We therefore recommend the following amendment:

2. On page 3, line 3, insert a new sentence after the word "boundaries." to read as follows:

"Any portion of land acquired outside of the park boundaries and not utilized for exchange shall be reported to the General Services Administration for disposal under the Federal Property and Administrative Services Act of 1949 (63 Stat. 377), as amended."

The rights of use and occupancy provided for in section 202 have an applicability which will be too broad to be acceptable. Though section 202(a) presents no problem as to the term to be retained for "improved property", the definition of this phrase in section 202(d) is too broad. Improved property is defined with reference to construction having begun "before the date of enactment of this Act . . .". With the expected lag between introduction of the bill in the 90th Congress and enactment, such a provision could spur building of detached, non-

commercial residential dwellings, prior to enactment, all of which would come within the purview of section 202(d), resulting in increased administrative difficulties for the National Park Service. We recommend that the bill be amended to provide a date having some closer relationship to notice of the park proposal.

3. On page 4, line 25, delete the last word, "the" and on page 5, line 1, delete "date of enactment of this Act", and insert in lieu thereof "January 1, 1969."

We further recommend a clarifying amendment to section 202(a), as follows:

4. On page 3, line 17, after "may," and before "as", insert the following:

"If the Secretary determines that such improved property is not, as of the time of its acquisition, required for the proper administration of the park,"

This amendment would clarify the intention, exhibited in section 202(c), that the retention of use and occupancy rights is limited to those situations in which the "improved property" is not required for administration of the park.

Section 202(b) would afford lessees of State owned lands a similar, but lesser, right, for an apparent maximum period of 10 years. However, the term would not begin until such time as the State conveyed the fee to the United States. Further, the definitions used in section 202(e) could afford this period to a wider class than is warranted.

The two amendments following would correct this situation:

5. On page 4, delete lines 3 through 12 inclusive and insert in lieu thereof the following:

"(b) At such time as the State of Minnesota shall convey lands owned by it to the United States for the purposes of the park, and on which lands a lessee of the State has erected and completed a structure for noncommercial recreational purposes prior to January 1, 1969, the Secretary shall, as to any such lands which he determines are not at the time of conveyance from the State required for the proper administration of the park, grant to such lessees a right of use and occupancy for such period of time as the Secretary, in his discretion shall determine: *Provided*, That no such right of use and occupancy shall, in any event, be granted, extended, or continue after 10 years from the date of establishment of the park as provided in section 101 of this Act."

6. On page 5, delete lines 8-14.

It is unnecessary to have the specific listing of properties in section 203(a), which are to be acquired. The National Park Service would, under its normal procedures, acquire all private property within the boundaries of the authorized park. Subsection (b) authorizes the Secretary to negotiate concession agreements with former owners of property referred to in subsection (a). The Act of October 9, 1965 (79 Stat. 989), authorizes similar negotiations, generally, in units of the National Park System in regard to concession operators who have proven a capability in providing visitor services. In view of the fact that these resort owners may well be able to similarly demonstrate both a familiarity and experience with providing quality services of the type required in the park, we believe that the Secretary should have the discretionary authority to negotiate with such former owners. The result could be beneficial in terms of service to visitors and savings to the Government. The following amendments will correct this situation:

7. On page 5, line 15, delete section 203 in its entirety and renumber section 204 as section 203.

Under the Secretary's general exchange authority an exchange could be negotiated directly by him with an owner based on the fair values of properties exchanged. Valuation would be based on highest and best use, and not on the basis of value for recreation purposes. However, the proposed three-party method contained in section 204 (renumbered section 203 under our amendment number 6) could provide an additional method of acquiring lands, and could further provide some incentives for negotiation which might result in savings to the United States. Since the Secretary must agree to the initial valuation, we believe the interests of the United States to be adequately protected. On the other hand there are obvious drawbacks to working out an exchange involving land ownerships of differing values among three parties. Accordingly, we would prefer simply to purchase the private land involved (and the cost estimates set out in this report contemplate such purchase) and leave the private owner to work out any subsequent arrangements desired.

Section 301(a) includes, specifically, the general administrative authority of the National Park Service in addition to the concession policy statute. The former is supplemented by the latter, making specific reference to the Act of October 9, 1965, superfluous.

Section 301(b) authorizes the Secretary to cooperate in land use and development programs adjacent to the park. Though this section is phrased in broad, general terms, we understand it to mean that the National Park Service would be considered a member of the Minnesota community, and as such should participate when requested to do so.

However, this section may be construed as granting new authority. Permissible activities which can be undertaken under existing authority need no restatement, and it is our policy to cooperate fully in this regard but, since new authority or, at least, a misunderstanding of the intent of this section could be created, we would have to object to its inclusion in the bill.

8. On page 8, delete section 301(b), lines 10-19.

The first sentence of section 301(c) states a partial legal conclusion since, prior to establishment, there would be no change in status of the area. However, lands acquired for park purposes by the Secretary and, therefore, owned by the United States would, prior to establishment of the park, not be exempted from continuation of hunting. Under any circumstances, the remainder of the paragraph and sections 301(d) and (e), while leaving some discretion to the Secretary, makes clear an intention to permit hunting and trapping, which is inconsistent with the establishment of a national park.

If an area is to be accorded the dignity and stature of designation as a national park, then many ordinary recreational and commercial influences, including hunting and trapping, must be subordinated to the larger achievement of preservation.

While other avenues of national recognition can accommodate such uses, such as a national recreation area, we cannot support the establishment of a national park which includes recreational or commercial hunting and trapping.

In connection with wildlife management, programs of the Service involving indigenous and feral animals in National Parks, it is the policy of the National Park Service to consult with the States in carrying out programs of control of overabundant or otherwise harmful populations, including research programs incident thereto. Where direct reduction programs are necessary involving significant numbers of animals, it is the policy of the National Park Service, moreover to utilize part-time deputy park rangers to assist in the execution of these programs. Reduction programs initiated since the promulgation of these administrative policies and procedures have found acceptance with the respective State Fish and Game Commissions involved.

Accordingly, we strongly recommend the following amendment:

9. On pages 8, 9, and 10, delete sections 301(c), 301(d), and 301(e), and redesignate subsequent sections "(f)", "(g)", and "(h)" on pages 10 and 11, as "(b)", "(c)", and "(d)", respectively.

Subsection (f) of section 301, redesignated (b), above, is a restatement of existing National Park Service authority found in 16 U.S.C. § 3, and subsection (g), redesignated (c), provides for fee collection in accordance with the Land and Water Conservation Fund Act. Both merely restate existing authorities.

Section 301(h), redesignated section 301(d), above, appears to be another restatement of existing law in regard to the use and enjoyment of private property.

Editorially, we note that the citation of the Land and Water Conservation Fund is incorrect, we recommend the following perfecting amendments:

On page 11, revise lines 4 and 5 to read: "visions of the Land and Water Conservation Act of 1965 (78 Stat. 897) as amended."

Section 302 contains limitations on the Secretary's authority to administer the area in regard to fishing, in that recreational and commercial fishing within the park shall be in accordance with State law. While it is the practice of the National Park Service to require State fishing licenses, and to follow State season, size, and bag limits for fishing, there are circumstances which arise that could dictate a deviation from State standards. Management of the area and all its resources must ultimately rest with the Secretary and not have one resource, in fact, administered by a State agency.

The general authority of the National Park Service to manage areas of the National Park System (39 Stat. 535; 16 U.S.C. 1, 2-4) includes, among other things, the necessary regulatory authority in regard to recreational and commercial fishing. A regulation in regard to fishing and having applicability, generally, to all areas administered by the National Park Service is currently in effect. (36 C.F.R. § 2.13). In essence, this regulation states that, with certain exceptions, fishing shall be in accordance with the laws and regulations of the

State in which the park area is located, and that such laws or regulations are adopted as part of the National Park Service regulations.

In addition, a special regulation relating to commercial fishing has been promulgated for Isle Royale National Park (36 C.F.R. Part 20), and another special regulation is in effect having applicability to commercial fishing within Everglades National Park (36 C.F.R. § 7.45(g)). Since the restrictive language regarding fishing contained in S. 1962 is not acceptable and, further, since existing authority to promulgate regulations applicable to recreational and commercial fishing would be adequate to permit the Secretary to manage the resource after establishment of the park, we recommend the deletion of section 302(a).

10. On page 11, lines 12-14, delete section 302(a).

11. On page 11, line 15, delete "(b)" and insert "Sec. 302."

The activities of the State in seining fish to secure eggs for propagation purposes, conducted at Shoepac Lake, should be continued on a basis mutually acceptable to the State and the Secretary, as set forth in section 302(b). We feel, however, that the term "fisheries resources" is too imprecise, and could be construed as a broad limitation on the authority of the Secretary in regard to fishing, generally, in that area.

Accordingly, we recommend the following amendment:

12. On page 11, line 15, revise the new section 302, as renumbered under our amendment number 11 to read as follows:

"Sec. 302. The seining of fish at Shoepac Lake by the State of Minnesota to secure eggs for propagation purposes shall be continued in accordance with plans mutually acceptable to the State and the Secretary."

Section 303 could be misconstrued as imposing a requirement on the Secretary in regard to specified uses and physical facilities therefor. We believe that the word "shall" (page 11, line 18) is ameliorated by the word "appropriate" (page 11, line 19) and, most important, that "appropriate" refers to administrative determinations regarding uses within the park, and that such uses are not predetermined.

With this interpretation, the section would constitute no more than a restatement of existing authority, and we would not object to its inclusion in the bill.

Section 304 refers to two existing treaties between the United States and Canada. We recommend that this section be broadened to include all treaties possibly dealing with the subject matter, and to make clear that the limitation contained in this section applies to all lands which may be acquired by this Department pursuant to the bill, and not just those within the proposed park. In particular, we believe reference should be made to the Rainy Lake Convention of 1938, since the proposed park will be located in the area directly affected by this Convention. We recommend the following amendment:

13. On page 11, line 24 through line 5 on page 12 revise section 304 to read:

"Sec. 304. Nothing in this Act shall be construed to affect the provisions of any treaty now or hereafter in force between the United States and Great Britain relating to Canada or between the United States and Canada, or of any order or agreement made or entered into pursuant to any such treaty, which by its terms would be applicable to the lands and waters which may be acquired by the Secretary hereunder, including, without limitation on the generality of the foregoing, the Convention between the United States and Canada on Emergency Regulation of Level of Rainy Lake and of other Boundary Waters in the Rainy Lake watershed, signed September 15, 1938, and any order issued pursuant thereto."

The reference to "private facilities" within the park overextends the road-building authorization in section 305. The deletion of such a reference would result in the section being a clearer restatement of the authority contained in the Act of April 9, 1969 (16 U.S.C. § 8), and the policy of the National Park Service. Though the language of the earlier Act may be sufficiently broad to encompass roads to private facilities, it is not the general policy of the National Park Service to undertake such projects, and the reference to private facilities might only create misunderstanding.

14. On page 12, line 9, delete "and private".

We believe that the "in lieu of tax" section in the bill should be deleted. While tax revenues may be decreased initially in the first few years after establishment, it has been demonstrated that, though national parks are not established for economic reasons, they do bring significant economic benefits to nearby communities. Economists from the University of Minnesota, Duluth, have estimated that gains to the recreation sector of the local economy brought by the park would more than make up for any other temporary losses. Tax revenues attributable to those factors would also increase.

15. On pages 12 and 13, delete section 306 in its entirety.

Exclusive of the Crane Lake area, there are approximately 104,000 acres within the proposed park of which 34% is public owned, including 27,000 acres in State and county ownership, which we intend to acquire by donation. The remainder of the land, approximately 67,700 acres, is in private ownership. Based upon current assumptions and estimates, the cost of acquiring the private lands is considered to be \$20,300,000. Development costs for the 104,000 acre area, based upon current assumptions and estimates, are estimated to be \$19,179,000.

It has been the practice of the Committees on Interior and Insular Affairs in considering new park legislation to place appropriation limitations on development costs. Although our estimates anticipate a certain time lag between the authorization and an appropriation to accomplish the work, budgetary restraints on Federal construction funds may cause a greater than usual wait until development funds are made available. Should this occur, the normal annual increases in construction costs, brought about by incremental rises in the cost of labor and materials, make the statutory ceiling on development costs too low at the time construction begins.

Development costs, unlike land costs, are stable, and reliable engineering cost indices exist which reflect the predictable rising and lowering of construction labor and materials.

In order to preclude seeking amendatory legislation to increase a development cost ceiling due to general construction cost increases, we recommend that, if a statutory ceiling on development costs is adopted, it be tied to the engineering cost indices applicable to the construction work involved. We offer the following amendment:

16. On page 13, lines 7 through 9, revise to read:

"SEC. 401. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, not to exceed, however \$19,179,000 for the acquisition of property, and not to exceed (1970 prices) for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indices applicable to the types of construction involved herein."

Virtually every reclamation project authorization contains similar language. (See, for example, the Act of August 27, 1967 (81 Stat. 173), authorizing the San Felipe division, Central Valley project, California.) Moreover, the Act of October 9, 1968 (82 Stat. 967), authorizing the Blue Ridge Parkway extension, and the Act of November 4, 1969 (83 Stat. 182), increasing the ceiling for an entrance road to Great Smoky Mountains National Park, contain similar language.

Although we support the establishment of a Voyageurs National Park, we intend to make a study to evaluate, in cooperation with the President's Quetico-Superior Committee, the Department of Agriculture, the Canadian Government, and the Province of Ontario, the feasibility of combining the Voyageurs proposal, the Superior National Forest, the Boundary Waters Canoe area, and the Quetico area in Canada into an international reality of cooperation, establishment, and management of outdoor recreation and natural area preservation.

This area, if accorded National Park status, may well experience substantially increased public visitation and use by people from throughout the Nation, and beyond. This is in keeping with the concept of the 1916 Act which sets enjoyment as one of two basic goals of the National Park System. And in keeping with the other goal set by that Act, i.e., to conserve (park areas) unimpaired for the enjoyment of future generations, the Department would expect to make continuing observations of the effects of public use on the natural values of the area, and to take appropriate actions to assure the preservation of those values. If it should become desirable in order to conserve the area, to impose restrictions on its use, the responsibility and authority of the Secretary of the Interior to do so under the measure are clear and adequate.

The man-years and cost data statement required by the Act of July 25, 1956 (70 Stat. 652), when annual expenditures exceed \$1 million, is enclosed.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely yours,

WALTER J. HICKEL,
Secretary of the Interior.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., June 12, 1970.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for a report of the Bureau of the Budget on S. 1962, a bill "To authorize the establishment of the Voyageurs National Park in the State of Minnesota, and for other purposes."

The Interior and Agriculture Departments, in reports they are submitting on this bill, recommend certain amendments. The Bureau of the Budget concurs in the Departments' reports and would favor the enactment of S. 1962 if amended as recommended therein.

Sincerely,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, June 8, 1970.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate.

DEAR MR. CHAIRMAN: As you asked, here is our report on S. 1962, a bill "To authorize the establishment of the Voyageurs National Park in the State of Minnesota, and for other purposes."

The Department of Agriculture would have no objection to the enactment of S. 1962 if it is amended as suggested herein.

S. 1962 would establish a Voyageurs National Park in the Kabetogama Peninsula region of northern Minnesota. The area included in the bill would affect the responsibilities of this Department in two ways. It includes approximately 8,000 acres in scattered tracts of National Forest lands outside the exterior boundaries of the Superior National Forest. It also includes a gross area of 53,530 acres within the Superior National Forest.

We strongly recommend that S. 1962 be amended to exclude any area within the Superior National Forest from the proposed Park. The outdoor recreation resources and values of the National Forest lands in this portion of the Superior National Forest are being fully protected and competently managed. National Forest administration of this area can best assure conservation and balanced use of all resources and interests, public and private. It also will effectively complement National Park management of the Kabetogama Peninsula and meet the needs of visitors to the adjacent Boundary Waters Canoe Area.

We would have no objection to transfer to the Secretary of the Interior for park purposes the approximately 8,000 acres of National Forest lands within the proposed Park which are outside the Superior National Forest. Subsection 201(a) of the bill would provide a means for such transfer.

We also note the provisions in S. 1962 relating to hunting. We understand the Department of the Interior is commenting on them.

A more detailed discussion of S. 1962 and its impact on the Superior National Forest is contained in the enclosed supplemental statement.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely,

CLIFFORD M. HARDIN,
Secretary, Agriculture.

USDA COMMENTS ON S. 1962

The purpose of S. 1962 would be to preserve the outstanding scenery, geological conditions, and waterway system which constituted a part of the historic route of the Voyageurs who contributed significantly to the opening of the North-western United States. S. 1962 would authorize the Secretary of the Interior to establish the Voyageurs National Park, to include lands and waters within boundaries designated on a map referenced by the bill.

The Secretary of the Interior would be authorized to acquire lands or interests therein within the park boundaries. Any Federal property located within the park boundaries could be transferred to the Secretary of the Interior for park purposes. The bill would specifically direct the Secretary of the Interior to acquire certain listed resort properties. He would also be authorized to negotiate and enter into concession contracts with the former owners of these properties for the accommodation of visitors.

Except as provided in the bill, the Voyageurs National Park would be administered in accordance with the Act of August 25, 1916 (39 Stat. 535, as amended, 16 U.S.C. 1-4, 20 (a)). The principal exception relates to hunting. The bill would provide that until the park is established, hunting of deer, trapping, waterfowl hunting, and all other hunting would be permitted in accordance with existing laws and regulations. When the park is established, the Minnesota Department of Conservation and the National Park Service would be directed to devise and recommend to the Secretary of the Interior and the Governor of Minnesota a program to insure permanent conservation of deer. This program would include controlled reduction of deer by hunters licensed by the State of Minnesota and deputized as rangers by the Secretary of the Interior. Trapping, waterfowl hunting, and all other hunting would be allowed in the park except in certain areas and places designated by the Secretary of the Interior.

The proposed Voyageurs National Park includes a gross area of 53,530 acres now within the Superior National Forest. Of this, 35,280 acres is land and 18,250 acres is water area. The land includes 17,379 acres of National Forest, 6,678 acres of State and County lands, and 11,221 acres of private property.

The proposed Park includes the approximately 40,000-acre Crane Lake Area which is being managed by the Forest Service in a way that gives special attention to its key recreational values. The Department of Agriculture has adequate authority to protect and interpret the resources of this area, and to acquire additional lands needed to serve public needs or protect public values. Current and planned programs will fully meet public recreational needs, in harmony with use of other resources and the interests of other land owners.

In addition to its special recreation values, the Crane Lake Area is particularly important because of its relationship to the Boundary Waters Canoe Area administered as a part of the Superior National Forest. It is becoming a popular take off point for trips into the Canoe Area. The private resorts and facilities are needed to serve and equip the growing numbers of people who visit the Canoe Area. The Crane Lake Area also serves as a base for administration and application of the unique system of resource management conducted in the Boundary Waters Canoe Area in accordance with the Wilderness Act and other Acts which govern the use of this unit of the National Wilderness Preservation System.

Continued National Forest management of the Crane Lake Area would best assure that its several key values will be maintained. It will allow a level of development and a nature of use that is needed to serve both an adjoining Park and the Boundary Waters Canoe Area, but which would not be appropriate for National Park management. It can also relieve the pressures for intensive use of the Canoe Area, and the Park should it be established. Thus it will serve to protect these more primitive land areas from overuse.

National Forest management also provides for resource uses which are not permitted within National Parks. Hunting and trapping are important uses of the Crane Lake Area. The seasons and hunts are regulated by the State of Minnesota. The area also includes important volumes of commercial timber, on both public and private lands. Through the use of special timber harvesting techniques, a large portion of this timber can be harvested without impairing other resources, or interfering with the natural character and primitive setting of the bulk of the area. Private ownership of lands can continue under National Forest management, so long as local property owners use their lands in a manner compatible with the National Forest management, and their tracts are not necessary for public use.

The boundaries of the proposed Park also include approximately 8,000 acres of scattered tracts of National Forest land which were acquired or reserved as potential additions to the Superior National Forest. These tracts would be of value to the proposed Park and we would have no objection to their transfer to the Secretary of the Interior for these purposes should a Park be established.

The provisions of S. 1962 which would allow hunting and trapping within the Voyageurs National Park are not consistent with the longstanding objectives and purposes for which National Parks are established.

1 "Secretary") is authorized to establish the Voyageurs Na-
2 tional Park (hereinafter referred to as the "park") in the
3 State of Minnesota, by publication of notice to that effect in
4 the Federal Register at such time as the Secretary deems suf-
5 ficient interests in lands or waters have been acquired for ad-
6 ministration in accordance with the purposes of this Act:
7 *Provided*, That the Secretary shall not establish the park until
8 the lands owned by the State of Minnesota and any of its polit-
9 ical subdivisions within the boundaries shall have been do-
10 nated to the Secretary for the purposes of the park.

11 SEC. 102. The park shall include the lands and waters
12 within the boundaries as generally depicted on the drawing
13 entitled "A Proposed Voyageurs National Park, Minnesota,"
14 numbered LNPMW-VOYA-1001, dated February 1969,
15 which shall be on file and available for public inspection in
16 the offices of the National Park Service, Department of the
17 Interior. Within one year after acquisition of the lands owned
18 by the State of Minnesota and its political subdivisions within
19 the boundaries of the park the Secretary shall affix to such
20 drawing an exact legal description of said boundaries. The
21 Secretary may revise the boundaries of the park from time
22 to time by publishing in the Federal Register a revised draw-
23 ing or other boundary description, but such revisions shall
24 not increase the land acreage within the park by more than
25 one thousand acres.

LAND ACQUISITION

1
2 SEC. 201. (a) The Secretary may acquire lands or
3 interests therein within the boundaries of the park by dona-
4 tion, purchase with donated or appropriated funds, or ex-
5 change. When any tract of land is only partly within such
6 boundaries, the Secretary may acquire all or any portion of
7 the land outside of such boundaries in order to minimize the
8 payment of severance costs. Land so acquired outside of the
9 park boundaries may be exchanged by the Secretary for non-
10 Federal lands within the park boundaries. Any portion of
11 land acquired outside the park boundaries and not utilized
12 for exchange shall be reported to the General Services Ad-
13 ministration for disposal under the Federal Property and
14 Administrative Services Act of 1949 (63 Stat. 377), as
15 amended. Any Federal property located within the bound-
16 aries of the park may be transferred without consideration to
17 the administrative jurisdiction of the Secretary for the pur-
18 poses of the park. Lands within the boundaries of the park
19 owned by the State of Minnesota, or any political subdivision
20 thereof, may be acquired only by donation.

21 (b) In exercising his authority to acquire property
22 under this section, the Secretary shall give immediate and
23 careful consideration to any offer made by any individual
24 owning property within the park area to sell such property
25 to the Secretary. In considering such offer, the Secretary

1 shall take into consideration any hardship to the owner which
2 might result from any undue delay in acquiring his property.

3 SEC. 202. (a) Any owner or owners (hereinafter re-
4 ferred to as "owner") of improved property on the date of
5 its acquisition by the Secretary may, if the Secretary deter-
6 mines that such improved property is not, at the time of its
7 acquisition, required for the proper administration of the
8 park, as a condition of such acquisition, retain for themselves
9 and their successors or assigns a right of use and occupancy
10 of the improved property for noncommercial residential pur-
11 poses for a definite term not to exceed twenty-five years, or,
12 in lieu thereof, for a term ending at the death of the owner,
13 or the death of his spouse, whichever is later. The owner shall
14 elect the term to be retained. The Secretary shall pay to the
15 owner the fair market value of the property on the date of
16 such acquisition less the fair market value on such date of
17 the right retained by the owner.

18 (b) If the State of Minnesota donates to the United
19 States any lands within the boundaries of the park subject
20 to an outstanding lease on which the lessee began construction
21 of a noncommercial or recreational residential dwelling prior
22 to January 1, 1969, the Secretary may grant to such lessee
23 a right of use and occupancy for such period of time as the
24 Secretary, in his discretion, shall determine: *Provided*, That
25 no such right of use and occupancy shall be granted, ex-

1 tended, or continue after ten years from the date of the estab-
2 lishment of the park.

3 (c) Any right of use and occupancy retained or granted
4 pursuant to this section shall be subject to termination by the
5 Secretary upon his determination that such use and occu-
6 pancy is being exercised in a manner not consistent with the
7 purposes of this Act, or upon his determination that the prop-
8 erty is required for the proper administration of the park.
9 The Secretary shall tender to the holder of the right so termi-
10 nated an amount equal to the fair market value of that por-
11 tion of the right which remains unexpired on the date of
12 termination.

13 (d) The term "improved property", as used in this sec-
14 tion, shall mean a detached, noncommercial residential dwell-
15 ing, the construction of which was begun before January 1,
16 1969, together with so much of the land on which the dwell-
17 ing is situated, the said land being in the same ownership as
18 the dwelling, as the Secretary shall designate to be reason-
19 ably necessary for the enjoyment of the dwelling for the sole
20 purpose of noncommercial residential use, together with any
21 structures accessory to the dwelling which are situated on the
22 land so designated.

23 SEC. 203. Notwithstanding any other provision of law,
24 the Secretary is authorized to negotiate and enter into con-
25 cession contracts with former owners of commercial, recrea-

1 tional, resort, or similar properties located within the park
2 boundaries for the provision of such services at their former
3 location as he may deem necessary for the accommodation of
4 visitors.

5 SEC. 204. The Secretary is authorized to pay a differ-
6 ential in value, as hereinafter set forth, to any owner of
7 commercial timberlands within the park with whom the
8 State of Minnesota has negotiated, for the purpose of con-
9 veyance to the United States, an exchange of lands for State
10 lands outside the park. Payment hereunder may be made
11 when an exchange is based upon valuations for timber pur-
12 poses only, and shall be the difference between the value of
13 such lands for timber purposes, as agreeable to the State, the
14 Secretary, and any owner, and the higher value, if any,
15 of such lands for recreational purposes not attributable to
16 establishment or authorization of the park: *Provided*, That
17 any payment shall be made only at such time as fee title of
18 lands so acquired within the boundaries is conveyed to the
19 United States.

20 ADMINISTRATION

21 SEC. 301. (a) Except as hereinafter provided, the
22 Secretary shall administer the lands acquired for the park,
23 and after establishment shall administer the park, in accord-
24 ance with the provisions of the Act of August 25, 1916 (39
25 Stat. 535) as amended and supplemented (16 U.S.C. 1-4).

1 (b) Within four years from the date of establishment, the
2 Secretary of the Interior shall review the area within the
3 Voyageurs National Park and shall report to the President,
4 in accordance with subsections 3 (c) and 3 (d) of the Wilder-
5 ness Act (78 Stat. 890; 16 U.S.C. 1132 (c) and (d)), his
6 recommendation as to the suitability or unsuitability of any
7 area within the lakeshore for preservation as wilderness, and
8 any designation of any such area as a wilderness may be
9 accomplished in accordance with said subsections of the
10 Wilderness Act.

11 SEC. 302. (a) The Secretary shall permit recreational
12 fishing on lands and waters under his jurisdiction within the
13 boundaries of the park in accordance with applicable laws
14 of the United States and of the State of Minnesota, except
15 that the Secretary may designate zones where and establish
16 periods when no fishing shall be permitted for reasons of
17 public safety, administration, fish and wildlife management,
18 or public use and enjoyment. Except in emergencies, any
19 regulations of the Secretary pursuant to this section shall
20 be put into effect only after consultation with the appropriate
21 agency of the State of Minnesota.

22 (b) The seining of fish at Shoepac Lake by the State
23 of Minnesota to secure eggs for propagation purposes shall
24 be continued in accordance with plans mutually acceptable
25 to the State and the Secretary.

1 SEC. 303. The Secretary may, when planning for devel-
2 opment of the park, include appropriate provisions for (1)
3 winter sports, including the use of snowmobiles, (2) use by
4 seaplanes, and (3) use by all types of watercraft, including
5 houseboats, runabouts, canoes, sailboats, fishing boats, and
6 cabin cruisers.

7 SEC. 304. Nothing in this Act shall be construed to
8 affect the provisions of any treaty now or hereafter in force
9 between the United States and Great Britain relating to
10 Canada or between the United States and Canada, or of any
11 order or agreement made or entered into pursuant to any such
12 treaty, which by its terms would be applicable to the lands
13 and waters which may be acquired by the Secretary here-
14 under, including, without limitation on the generality of the
15 foregoing, the Convention Between the United States and
16 Canada on Emergency Regulation of Level of Rainy Lake
17 and of Other Boundary Waters in the Rainy Lake Water-
18 shed, signed September 15, 1938, and any order issued pur-
19 suant thereto.

20 SEC. 305. The Secretary is authorized to make provision
21 for such roads within the park as are, or will be, necessary
22 to assure access from present and future State roads to public
23 facilities within the park.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 27, 1970.

HON. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Your Committee has requested the views of this Department on H.R. 10482, a bill "To authorize the establishment of the Voyageurs National Park in the State of Minnesota, and for other purposes."

We recommend the enactment of the bill, if amended as hereinafter set forth.

The bill authorizes the establishment of the Voyageurs National Park and refers to a drawing numbered LNP MW-VOYA-1000. Within the boundaries of the proposed national park the Secretary may acquire lands or interests in lands by donation, purchase at the fair market value with donated or appropriated funds, or by exchange. The park would be established by publication of a notice to that effect at such time as the Secretary deems sufficient lands or waters have been acquired for administration in accordance with the purposes of the Act.

The Secretary may acquire lands outside the boundaries to minimize the payment of severance damages. Federal property within the boundaries may be transferred from other agencies to the Secretary for the purposes of the park. It is also provided that the Secretary shall consider immediately any offer to sell land by an owner within the park.

An owner of improved property being acquired may retain a right of use and occupancy for noncommercial residential purposes for a term of either 25 years, or the later of his or his spouse's life. "Improved property" is defined as meaning a detached, noncommercial residential dwelling, construction of which was begun before the date of enactment of the bill.

A similar, but diminished right is given to lessees of State owned lands who have erected and completed a noncommercial recreational structure prior to the date of enactment. Such persons would be granted a right of use and occupancy for the lesser of the remaining average useful life of any improvements, or 10 years.

Section 203(a) of the bill lists 13 resort or hotel properties within the boundaries of the park to be acquired in accordance with the applicable provisions of section 201. Subsection (b) authorizes the Secretary to enter into agreements with these former resort or hotel owners to provide such visitor services at their former locations as the Secretary deems necessary.

Section 204 provides for an additional payment by the Secretary of the Interior to lumber companies with which the State of Minnesota may have negotiated an exchange of lands to be conveyed to the United States for park purposes. This payment is to be in an amount equal to the difference between the value of the company's lands for timber purposes and the higher value, if any, of those lands for recreational purposes.

Administration of the park is to be in accordance with the Act of August 25, 1916, the basic authority of the National Park Service, and the Act of October 9, 1965, which has reference to concession policies.

It is also provided that, until the park is established, deer hunting, waterfowl hunting, and trapping would continue in accordance with existing law. After establishment, waterfowl hunting, and trapping would be carried out in accordance with the applicable laws of Minnesota except that the Secretary may designate zones where and times when no hunting shall be permitted. Deer hunting shall be continued as a management tool, by licensed Minnesota hunters deputized by the Secretary, in accordance with a jointly approved plan therefor. All other hunting not mentioned shall be continued in accordance with state laws, except for the designation by the Secretary of zones and times when no such hunting shall be permitted.

Section 301(f) authorizes the Secretary to sell or dispose of timber in certain circumstances, and to utilize private contractors therefor.

Fees are to be collected in accordance with the provisions of the Land and Water Conservation Fund Act, and the bill also states that existing property rights would be retained until acquired.

Recreational and commercial fishing within the park would be permitted in accordance with State law, and Shoepac Lake fisheries resources would be managed in a manner mutually acceptable to the State of Minnesota and the Secretary.

Section 303 authorizes the Secretary to include appropriate provisions for winter sports including use of snowmobiles, use by seaplanes, and use by all types of watercraft.

Section 304 contains a disclaimer as to any effect on two existing treaties between the United States and Great Britain which affect the area.

Section 305 authorizes construction of roads within the park and section 306 authorizes payments to local taxing bodies for up to 10 years, by reason of loss of taxes.

Section 401 authorizes appropriations for the purposes of the Act.

The forested lake country along Minnesota's northern border was the scene of an epic chapter in North American history. For a century and a half, French-Canadian voyageurs plied this maze of lakes and streams in frail canoes. Though the voyageur may be gone, the lands and waters he travelled remain essentially as he left them.

The area, shaped by continental glaciation into an endless system of internal waterways, has a sense of vastness reinforced by the uniformity of the forest mantle. Fir, spruce, pine, aspen and birch reach to the waters' edge, broken only by bogs, sand beaches and cliffs.

Of the original northern animal species, moose, deer, black bear and timber wolves remain, and caribou might be restored. Other species present include the snowshoe hare, porcupine, chipmunk, muskrat, fox, red squirrel, mink, weasel, skunk, otter, fisher, coyote, bobcat, and Canada Lynx. Many species of birds are found in the proposed park, and the area has long been famous for its sport fishing.

The Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, at its meeting of October 9, 1968, recommended the establishment of a Voyageurs National Park. We concur in the Board's recommendation. H.R. 10482, however, contains certain provisions which we believe are inappropriate in legislation to establish a national park, as discussed below.

H. R. 10482 refers to a map numbered LNPMW-VOYA-1000. This map encompasses approximately 139,000 acres, 35,000 acres of which constitute a major portion of the Crane Lake Recreation Area currently administered for recreational purposes by the Forest Service, Department of Agriculture. Since these lands are now administered by the Forest Service, we defer to the Department of Agriculture as to the desirability of including these lands in the proposed park.

Section 201(a) allows the Secretary to acquire lands or interests therein within the park boundaries by donation, purchase at the fair market value thereof with donated or appropriated funds, or exchange. Included in this authority is the power to condemn land by eminent domain. The United States Constitution requires the Federal Government to pay just compensation for the taking of private property. The requirement in the bill to purchase "at the fair market value thereof" is surplusage. We recommend the following amendment:

1. On page 2, line 21, delete the words "at the fair market value thereof".

We note that section 201(a) provides that lands acquired outside the park to avoid the payment of severance costs may be exchanged. We interpret this language to mean that any land acquired to avoid severance damages may be classified for exchange by the Secretary and may be exchanged under the Act of July 15, 1968 (82 Stat. 354).

However, no provision has been made for disposition of land acquired outside the park, if not used for exchange. We therefore recommend the following amendment:

2. On page 3, line 3, insert a new sentence after the word "boundaries." to read as follows:

"Any portion of land acquired outside of the park boundaries and not utilized for exchange shall be reported to the General Services Administration for disposal under the Federal Property and Administrative Services Act of 1949 (63 Stat. 377), as amended."

The rights of use and occupancy provided for in section 202 have an applicability which will be too broad to be acceptable. Though section 202(a) presents no problem as to the term to be retained for "improved property", the definition of this phrase in section 202(d) is too broad. Improved property is defined with reference to construction having begun "before the date of enactment of this Act * * *". With the expected lag between introduction of the bill in the 90th Congress and enactment, such a provision could spur building of detached, noncommercial residential dwellings, prior to enactment, all of which would come within the purview of section 202(d), resulting in increased administrative difficulties for the National Park Service. We recommend that the bill be amended to provide a date having some closer relationship to notice of the park proposal.

3. On page 4, line 25, delete the last word, "the" and on page 5, line 1 delete "date of enactment of this Act," and insert in lieu thereof "January 1, 1969."

We further recommend a clarifying amendment to section 202(a), as follows:

4. On page 3, line 17, after "may," and before "as", insert the following: "if the Secretary determines that such improved property is not, as of the time of its acquisition, required for the proper administration of the park,".

This amendment would clarify the intention, exhibited in section 202(c), that the retention of use and occupancy rights is limited to those situations in which the "improved property" is not required for administration of the park.

Section 202(b) would afford lessees of State owned lands a similar, but lesser, right, for an apparent maximum period of 10 years. However, the term would not begin until such time as the State conveyed the fee to the United States. Further, the definitions used in section 202(e) could afford this period to a wider class than is warranted.

The two amendments following would correct this situation:

5. On page 4, delete lines 3 through 12 inclusive and insert in lieu thereof the following:

"(b) At such time as the State of Minnesota shall convey lands owned by it to the United States for the purposes of the park, and on which lands a lessee of the State has erected and completed a structure for noncommercial recreational purposes prior to January 1, 1969, the Secretary shall, as to any such lands which he determines are not at the time of conveyance from the State required for the proper administration of the park, grant to such lessees a right of use and occupancy for such period of time as the Secretary, in his discretion shall determine: *Provided*, That no such right of use and occupancy shall, in any event, be granted, extended, or continue after 10 years from the date of establishment of the park as provided in section 101 of this Act."

6. On page 5, delete lines 8-14.

It is unnecessary to have the specific listing of properties in section 203(a), which are to be acquired. The National Park Service would, under its normal procedures, acquire all private property within the boundaries of the authorized park. Subsection (b) authorizes the Secretary to negotiate concession agreements with former owners of property referred to in subsection (a). The Act of October 9, 1965 (79 Stat. 989), authorizes similar negotiations, generally, in units of the National Park System in regard to concession operators who have proven a capability in providing visitor services. In view of the fact that these resort owners may well be able to similarly demonstrate both a familiarity and experience with providing quality services of the type required in the park, we believe that the Secretary should have the discretionary authority to negotiate with such former owners. The result could be beneficial in terms of service to visitors and savings to the Government. The following amendments will correct this situation:

7. On page 5, line 15, delete section 203 in its entirety and renumber section 204 as section 203.

Under the Secretary's general exchange authority an exchange could be negotiated directly by him with an owner based on the fair values of properties exchanged. Valuation would be based on highest and best use, and not on the basis of value for recreation purposes. However, the proposed three-party method contained in section 204 (renumbered section 203 under our amendment number 6) could provide an additional method of acquiring lands, and could further provide some incentives for negotiation which might result in savings to the United States. Since the Secretary must agree to the initial valuation, we believe the interests of the United States to be adequately protected. On the other hand there are obvious drawbacks to working out an

exchange involving land ownerships of differing values among three parties. Accordingly, we would prefer simply to purchase the private land involved (and the cost estimates set out in this report contemplate such purchase) and leave the private owner to work out any subsequent arrangements desired.

Section 301(a) includes, specifically, the general administrative authority of the National Park Service in addition to the concession policy statute. The former is supplemented by the latter, making specific reference to the Act of October 9, 1965, superfluous.

Section 301(b) authorizes the Secretary to cooperate in land use and development programs adjacent to the park. Though this section is phrased in broad, general terms, we understand it to mean that the National Park Service would be considered a member of the Minnesota community, and as such should participate when requested to do so.

However, this section may be construed as granting new authority. Permissible activities which can be undertaken under existing authority need no restatement, and it is our policy to cooperate fully in this regard but, since new authority or, at least, a misunderstanding of the intent of this section could be created, we would have to object to its inclusion in the bill.

8. On page 8, delete section 301(b), lines 10-19.

The first sentence of section 301(c) states a partial legal conclusion since, prior to establishment, there would be no change in status of the area. However, lands acquired for park purposes by the Secretary and, therefore, owned by the United States would, prior to establishment of the park, not be exempted from continuation of hunting. Under any circumstances, the remainder of the paragraph and sections 301 (d) and (e), while leaving some discretion to the Secretary, makes clear an intention to permit hunting and trapping, which is inconsistent with the establishment of a national park.

If an area is to be accorded the dignity and stature of designation as a national park, then many ordinary recreational and commercial influences, including hunting and trapping, must be subordinated to the larger achievement of preservation.

While other avenues of national recognition can accommodate such uses, such as a national recreation area, we cannot support the establishment of a national park which includes recreational or commercial hunting and trapping.

In connection with wildlife management, programs of the Service involving indigenous and feral animals in National Parks, it is the policy of the National Park Service to consult with the States in carrying out programs of control of overabundant or otherwise harmful populations, including research programs incident thereto. Where direct reduction programs are necessary involving significant numbers of animals, it is the policy of the National Park Service, moreover to utilize part-time deputy park rangers to assist in the execution of these programs. Reduction programs initiated since the promulgation of these administrative policies and procedures have found acceptance with the respective State Fish and Game Commissions involved.

Accordingly, we strongly recommend the following amendment:

9. On pages 8, 9, and 10, delete sections 301(c), 301(d), and 301(e), and redesignate subsequent sections "(f)", "(g)", and "(h)" on pages 10 and 11, as "(b)", "(c)", and "(d)", respectively.

Subsection (f) of section 301, redesignated (b), above, is a restatement of existing National Park Service authority found in 16 U.S.C.

§ 3, and subsection (g), redesignated (c), provides for fee collection in accordance with the Land and Water Conservation Fund Act. Both merely restate existing authorities.

Section 301(h), redesignated section 301(d), above, appears to be another restatement of existing law in regard to the use and enjoyment of private property.

Editorially, we note that the citation of the Land and Water Conservation Fund is incorrect, we recommend the following perfecting amendments:

On page 11, revise lines 4 and 5 to read: "visions of the Land and Water Conservation Act of 1965 (78 Stat. 897) as amended."

Section 302 contains limitations on the Secretary's authority to administer the area in regard to fishing, in that recreational and commercial fishing within the park shall be in accordance with State law. While it is the practice of the National Park Service to require State fishing licenses, and to follow State season, size, and bag limits for fishing, there are circumstances which arise that could dictate a deviation from State standards. Management of the area and all its resources must ultimately rest with the Secretary and not have one resource, in fact, administered by a State agency.

The general authority of the National Park Service to manage areas of the National Park System (39 Stat. 535; 16 U.S.C. 1, 2-4) includes, among other things, the necessary regulatory authority in regard to recreational and commercial fishing. A regulation in regard to fishing and having applicability, generally, to all areas administered by the National Park Service is currently in effect. (36 C.F.R. § 2.13). In essence, this regulation states that, with certain exceptions, fishing shall be in accordance with the laws and regulations of the State in which the park area is located, and that such laws or regulations are adopted as part of the National Park Service regulations.

In addition, a special regulation relating to commercial fishing has been promulgated for Isle Royale National Park (36 C.F.R. Part 20), and another special regulation is in effect having applicability to commercial fishing within Everglades National Park (36 C.F.R. § 7.45(g)). Since the restrictive language regarding fishing contained in H.R. 10482 is not acceptable and, further, since existing authority to promulgate regulations applicable to recreational and commercial fishing would be adequate to permit the Secretary to manage the resource after establishment of the park, we recommend the deletion of section 302(a).

10. On page 11, lines 12-14, delete section 302(a).

11. On page 11, line 15, delete "(b)" and insert "SEC. 302."

The activities of the State in seining fish to secure eggs for propagation purposes, conducted at Shoepac Lake, should be continued on a basis mutually acceptable to the State and the Secretary, as set forth in section 302(b). We feel, however, that the term "fisheries resources" is too imprecise, and could be construed as a broad limitation on the authority of the Secretary in regard to fishing, generally, in that area.

Accordingly, we recommend the following amendment:

12. On page 11, line 15, revise the new section 302, as renumbered under our amendment number 11 to read as follows:

"SEC. 302. The seining of fish at Shoepac Lake by the State of Minnesota to secure eggs for propagation purposes shall be continued in accordance with plans mutually acceptable to the State and the Secretary."

Section 303 could be misconstrued as imposing a requirement on the Secretary in regard to specified uses and physical facilities therefor. We believe that the word "shall" (page 11, line 18) is ameliorated by the word "appropriate" (page 11, line 19) and, most important, that "appropriate" refers to administrative determinations regarding uses within the park, and that such uses are not predetermined.

With this interpretation, the section would constitute no more than a restatement of existing authority, and we would not object to its inclusion in the bill.

Section 304 refers to two existing treaties between the United States and Canada. We recommend that this section be broadened to include all treaties possibly dealing with the subject matter, and to make clear that the limitation contained in this section applies to all lands which may be acquired by this Department pursuant to the bill, and not just those within the proposed park. In particular, we believe reference should be made to the Rainy Lake Convention of 1938, since the proposed park will be located in the area directly affected by this Convention. We recommend the following amendment:

13. On page 11, line 24 through line 5 on page 12 revise section 304 to read:

"SEC. 304. Nothing in this Act shall be construed to affect the provisions of any treaty now or hereafter in force between the United States and Great Britain relating to Canada or between the United States and Canada, or of any order or agreement made or entered into pursuant to any such treaty, which by its terms would be applicable to the lands and waters which may be acquired by the Secretary hereunder, including, without limitation on the generality of the foregoing, the Convention between the United States and Canada on Emergency Regulation of Level of Rainy Lake and of other Boundary Waters in the Rainy Lake watershed, signed September 15, 1938, and any order issued pursuant thereto."

The reference to "private facilities" within the park overextends the road-building authorization in section 305. The deletion of such a reference would result in the section being a clearer restatement of the authority contained in the Act of April 9, 1929 (16 U.S.C. § 8), and the policy of the National Park Service. Though the language of the earlier Act may be sufficiently broad to encompass roads to private facilities, it is not the general policy of the National Park Service to undertake such projects, and the reference to private facilities might only create misunderstanding.

14 On page 12, line 9, delete "and private".

We believe that the "in lieu of tax" section in the bill should be deleted. While tax revenues may be decreased initially in the first few years after establishment, it has been demonstrated that, though national parks are not established for economic reasons, they do bring significant economic benefits to nearby communities. Economists from the University of Minnesota, Duluth, have estimated that gains to the recreation sector of the local economy brought by the park would more than make up for any other temporary losses. Tax revenues attributable to those factors would also increase.

15 On pages 12 and 13, delete section 306 in its entirety

Exclusive of the Crane Lake area, there are approximately 104,000 acres within the proposed park of which 34% is public owned, including 27,000 acres in State and county ownership, which we intend to acquire by donation. The remainder of the land, approximately 67,700

acres, is in private ownership. Based upon current assumptions and estimates, the cost of acquiring the private lands is considered to be \$20,300,000. Development costs for the 104,000 acre area, based upon current assumptions and estimates, are estimated to be \$19,179,000.

It has been the practice of the Committees on Interior and Insular Affairs in considering new park legislation to place appropriation limitations on development costs. Although our estimates anticipate a certain timelag between the authorization and an appropriation to accomplish the work, budgetary restraints on Federal construction funds may cause a greater than usual wait until development funds are made available. Should this occur, the normal annual increases in construction costs, brought about by incremental rises in the cost of labor and materials, make the statutory ceiling on development costs too low at the time construction begins.

Development costs, unlike land costs, are stable; and reliable engineering cost indices exist which reflect the predictable rising and lowering of construction labor and materials.

In order to preclude seeking amendatory legislation to increase a development cost ceiling due to general construction cost increases, we recommend that, if a statutory ceiling on development costs is adopted, it be tied to the engineering cost indices applicable to the construction work involved. We offer the following amendment:

16. On page 13, lines 7 through 9, revise to read:

"Sec. 401. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, not to exceed, however, \$19,179,000 for the acquisition of property, and not to exceed (1970 prices) for development, plus or minus such amounts, if any, as may be justified by reason of ordinary fluctuations in construction costs as indicated by engineering cost indices applicable to the types of construction involved herein."

Virtually every reclamation project authorization contains similar language. (See, for example, the Act of August 27, 1967 (81 Stat. 173), authorizing the San Felipe division, Central Valley project, California.) Moreover, the Act of October 9, 1968 (82 Stat. 967), authorizing the Blue Ridge Parkway extension, and the Act of November 4, 1969 (83 Stat. 182), increasing the ceiling for an entrance road to Great Smoky Mountains National Park, contain similar language.

Although we support the establishment of a Voyageurs National Park, we intend to make a study to evaluate, in cooperation with the President's Quetico-Superior Committee, the Department of Agriculture, the Canadian Government, and the Province of Ontario, the feasibility of combining the Voyageurs proposal, the Superior National Forest, the Boundary Waters Canoe area, and the Quetico area in Canada into an international reality of cooperation, establishment, and management of outdoor recreation and natural area preservation.

This area, if accorded National Park status, may well experience substantially increased public visitation and use by people from throughout the Nation, and beyond. This is in keeping with the concept of the 1916 Act which sets enjoyment as one of two basic goals of the National Park System. And in keeping with the other goal set by that Act, i.e., to conserve (park areas) unimpaired for the enjoyment of future generations, the Department would expect to make continuing observations of the effects of public use on the natural values of the area, and to take appropriate actions to assure

the preservation of those values. If it should become desirable in order to conserve the area, to impose restrictions on its use, the responsibility and authority of the Secretary of the Interior to do so under the measure are clear and adequate.

The man-years and cost data statement required by the Act of July 25, 1956 (70 Stat. 652), when annual expenditures exceed \$1 million, is enclosed.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely yours,

WALTER J. HICKEL,
Secretary of the Interior.

DEPARTMENT OF THE INTERIOR

Subject matter: Establishment of Voyageurs National Park, Minn., proposed.

Estimated additional man-years of civilian employment and expenditures for the first 5 years of proposed new or expanded programs.

ESTIMATED ADDITIONAL MAN-YEARS OF CIVILIAN EMPLOYMENT

| | 19CY | 19CY+1 | 19CY+2 | 19CY+3 | 19CY+4 |
|--|-------------|-------------|-------------|-------------|-------------|
| Executive direction: | | | | | |
| Superintendent..... | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 |
| Administrative assistant..... | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 |
| Clerk-stenographer..... | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 |
| Total, executive direction..... | 3.0 | 3.0 | 3.0 | 3.0 | 3.0 |
| Substantive: | | | | | |
| Chief internal and resident management..... | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 |
| Park naturalist..... | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 |
| Supervisory park ranger..... | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 |
| Resource manager..... | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 |
| Construction and maintenance supervisor..... | 1.0 | 1.0 | 1.0 | 1.0 | 1.0 |
| Park ranger..... | | 2.0 | 5.0 | 6.0 | 6.0 |
| Clerk-stenographer..... | | 1.0 | 2.0 | 2.0 | 2.0 |
| Clerk..... | | 1.0 | 3.0 | 3.0 | 3.0 |
| Foremen..... | 2.0 | 3.0 | 4.0 | 4.0 | 5.0 |
| Laborers..... | | 2.0 | 4.0 | 6.0 | 8.0 |
| Park naturalist (seasonal)..... | 1.0 | 2.0 | 4.0 | 4.5 | 5.5 |
| Park ranger (seasonal)..... | | | 1.5 | 3.0 | 3.5 |
| Fire-control aid (seasonal)..... | | .8 | 1.5 | 1.5 | 1.5 |
| Foreman (seasonal)..... | | .5 | .5 | .5 | .5 |
| Clerk-typist (seasonal)..... | .5 | .5 | .5 | .5 | 1.0 |
| Laborers (seasonal)..... | | .5 | 1.0 | 2.0 | 2.5 |
| Total, substantive..... | 8.5 | 18.3 | 32.0 | 38.0 | 43.5 |
| Total, estimated additional man-years of civilian employment..... | 11.5 | 21.3 | 35.0 | 41.0 | 46.5 |

ESTIMATED ADDITIONAL EXPENDITURES

| | | | | | |
|---|------------------|------------------|-------------------|-------------------|-------------------|
| Personal services..... | \$122,400 | \$190,900 | \$288,200 | \$328,500 | \$363,800 |
| | 516,100 | 8,299,500 | 8,299,500 | 12,181,800 | 11,533,600 |
| Total..... | 638,500 | 3,629,700 | 8,587,700 | 12,510,300 | 11,897,400 |
| Estimated obligations: | | | | | |
| Land and property acquisitions..... | 774,000 | 2,500,000 | 5,000,000 | 6,000,000 | 6,026,000 |
| Development..... | 697,700 | 4,873,500 | 6,190,300 | 5,055,600 | 2,362,000 |
| Operations (management protection and maintenance)..... | 165,800 | 265,200 | 396,400 | 454,700 | 509,400 |
| Total, estimated obligations..... | 1,637,500 | 7,638,700 | 11,586,700 | 11,510,300 | 8,897,400 |

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., June 8, 1970:

HON. WAYNE N. ASPINALL,
*Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: As you asked, here is our report on H.R. 10482, a bill "To authorize the establishment of the Voyageurs National Park in the State of Minnesota, and for other purposes."

The Department of Agriculture would have no objection to the enactment of H.R. 10482 if it is amended as suggested herein.

H.R. 10482 would establish a Voyageurs National Park in the Kabetogama Peninsula region of northern Minnesota. The area included in the bill would affect the responsibilities of this Department in two ways. It includes approximately 8,000 acres in scattered tracts of National Forest lands outside the exterior boundaries of the Superior National Forest. It also includes a gross area of 53,530 acres within the Superior National Forest.

We strongly recommend that H.R. 10482 be amended to exclude any area within the Superior National Forest from the proposed Park. The outdoor recreation resources and values of the National Forest lands in this portion of the Superior National Forest are being fully protected and competently managed. National Forest administration of this area can best assure conservation and balanced use of all resources and interests, public and private. It also will effectively complement National Park management of the Kabetogama Peninsula and meet the needs of visitors to the adjacent Boundary Waters Canoe Area.

We would have no objection to transfer to the Secretary of the Interior for park purposes the approximately 8,000 acres of National Forest lands within the proposed Park which are outside the Superior National Forest. Subsection 201(a) of the bill would provide a means for such transfer.

We also note the provisions in H.R. 10482 relating to hunting. We understand the Department of the Interior is commenting on them.

A more detailed discussion of H.R. 10482 and its impact on the Superior National Forest is contained in the enclosed supplemental statement.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely,

CLIFFORD M. HARDIN,
Secretary of Agriculture.

Senator BIBLE. The purpose of this act is to preserve, for the inspiration and enjoyment of present and future generations, the outstanding scenery, geological conditions, and waterway system which constituted a part of the historic route of the Voyageurs who contributed significantly to the opening of the Northwestern United States.

The costs involved are \$26,014,000 for the acquisition of the property; \$19,179,000 for development purposes. With certain suggested amendments the Department of Interior recommends enactment of the bill and, of course, we will hear testimony from George Hartzog, the Director of the Park Service, after we have heard the congressional representations.

The first witness this morning is Senator Walter F. Mondale, the Senator from Minnesota, and we will be very happy to hear from you, Senator Mondale.

**STATEMENT OF HON. WALTER F. MONDALE, A U.S. SENATOR FROM
THE STATE OF MINNESOTA**

Senator MONDALE. Mr. Chairman and members of the committee, permit me to first express my deep appreciation to you for scheduling these hearings at this late date in the closing days of the session, and for permitting us to appear on behalf of the House-adopted proposed Voyageurs National Park.

I am particularly grateful to the chairman for the courtesies that he has extended to myself, Senator McCarthy, and Congressman Blatnik in this effort.

I am privileged to submit for the newly elected Governor, Governor-elect Wendell R. Anderson, a statement in which he is in accord with the adoption of this legislation in the Congress and I would ask this be inserted in the record.

Senator BIBLE. Without objection that will be the order.
(The statement follows:)

**STATEMENT OF HON. WENDELL R. ANDERSON, GOVERNOR-ELECT, STATE OF
MINNESOTA**

Mr. Chairman, I thank you and the committee for this opportunity to address the committee in this manner. I regret very much that I am unable to appear in person.

The Voyageurs National Park bill offers Minnesotans, indeed all Americans, the opportunity to have a national park in one of the most beautiful States in our Nation. Those of you who may have visited the Kabetogama Peninsula can attest to the rugged and natural beauty of the northwoods area. A national park would open this area to the enjoyment of very large numbers of Americans while at the same time providing the kinds of controls necessary to protect this wilderness region.

Mr. Chairman, I have traveled throughout our State for the past year, talking with my Minnesota neighbors at every opportunity. I know that I speak for the people of our State when I say that we intend to do all we can to insure that the proposed Voyageurs National Park is a success and to insure that the park is the best in the national park system.

Finally, I want to assure you of the complete cooperation of my administration in this matter.

Mr. Chairman, I respectfully request that the committee consider favorably the Voyageurs National Park bill and that the committee recommend passage by the Senate.

Thank you.

Senator MONDALE. Mr. Chairman, I have a long statement—

Senator BIBLE. Without objection the full statement will be incorporated in the record.

Senator MONDALE. I would simply make a few points that I think ought to be emphasized here.

First of all, this proposal for the creation of a Voyageurs National Park is an ancient and historic one. Since 1891 the State of Minnesota and others have proposed that a tract of land along the northern boundary of the State be set aside for a national park. Since that time and for these 80 years, time and time again conservationists, historians, and others have sought the establishment of a park in this unique natural and historic setting.

In 1964, the U.S. Park Service recommended much of the proposed area. The University of Minnesota made a special study which strongly supported it from an economic standpoint, and in the past 4 years, under the leadership of Congressman Blatnik in the House, we have sought adoption of this legislation.

It would be hard to find any nonpark area in the United States about which there is wider agreement as to national park quality. One might quote at length the glowing terms in which private experts, committees, and public officials have described its natural qualities, including not only land and water, but forest, wildlife, and geology; many will eloquently review these today. Hearings were held in the proposed park area in August 1969 and in Washington, D.C. in the summer of 1970, and I would say there have been few national park proposals which have enjoyed the wide bipartisan support enjoyed by this measure before us today. You will be hearing from, for example, Gov. Elmer Andersen, who is president of the Voyageurs Park Association. It was my privilege to serve as attorney general while he served as the Governor of our State, and perhaps as much as any other person, Governor Andersen has sustained the fight over the past decade, which hopefully this year will lead to the adoption of this park.

You will hear from Representatives Thomas Newcome, the State House, chairman of the Minnesota Resources Commission; State Senator Stanley Holmquist, Minnesota—I have got the majority leader here—since it is 33 to 33, I am not quite sure, but in any event State Senator Holmquist will be testifying on behalf of this proposal.

Congressman John Blatnik, Congressman Donald Fraser, Congressman John Zwach, I think, will all be here in person and, may I say, Mr. Chairman, that the Minnesota delegation, Republican and Democrat, unanimously supports the proposed Voyageurs National Park.

In addition to that, evidencing local support we will hear from an old friend of mine who is mayor of International Falls, which is the main community nearest this proposed location, Dr. Banen. We will hear from really the philosopher and saint of the conservation movement in the United States, the president of the Wilderness Society, Sigurd Olson, I think, is also an old friend of the chairman of this committee. We will hear from Ed Brigham, the president of the National Audubon Society of Red Wing, Minn.; Richard Thorpe, president of the Minnesota Sierra Club, and David Zentner, president of the Minnesota Izaak Walton League, and others in support of this park.

Let me conclude by saying that I think Minnesotans overwhelmingly hope that we can complete this job in this session.

In October 1969 a highly respected Minnesota poll found that 70 percent of Minnesotans favored the establishment of this park. One of my fellow Congressmen, Congressman Quie, sent 25,000 questionnaires to his constituency. Eighty percent of the 25,000 constituents responding said that they wanted it. Only 16 percent responded in the negative.

Mr. Chairman, this effort also has taken a good deal of my time in the Senate. I have been privileged to be the chief sponsor, along with Senator McCarthy these past two Congresses. I am personally familiar with the area. It is one of the most magnificent locations of natural beauty that one can see, but more than that there is probably no place in this country that has a more unique historic setting than this. It was the location, the transportation route, of the famous Voyageurs, it was the area through which the first white man came and visited and traded with the Indians, and I can't think of anything that I would rather have my Senate career stand for than the proposition that I was helpful in adopting and preserving this magnificent location for my generation and for generations that follow. I urge in the strongest possible terms the adoption in this session of the proposed Voyageurs National Park, and particularly wish to thank the committee for its generosity in the way we have been treated.

(Senator Mondale's prepared statement follows:)

STATEMENT OF HON. WALTER F. MONDALE, A U.S. SENATOR FROM THE STATE OF MINNESOTA

Mr. Chairman, Members of the Committee and friends of the proposed Voyageurs National Park.

I am indeed grateful for this chance to appear before this Committee. It is a pleasure to testify for anything so worthy as the proposed park. This is an important day because the proposal finally has reached a comparatively advanced stage of consideration. It has indeed been a long haul. If my reading is correct the Minnesota State Legislature, as early as 1891, before most of us were born, petitioned the President of the United States to "set apart a tract of land along the Northern boundary of the state . . . a national park."

That was nearly 80 years ago, a long time in the life of any human; indeed, a long time in our history. One might say it has been quite long enough; we have indeed proceeded with deliberation and a high degree of caution. There have been suggestions, studies and recommendations, unnumbered. Fortunately, there were those who would not or could not forget it. We are glad for this endurance. Persistence of an idea or a proposal for nearly 80 years may not be a record, but it is one test of merit.

In 1964 the U.S. Park Service, in an initial report, recommended much of the proposed area as a National Park. The University of Minnesota made a special study of probable economic impacts of such a park. The proposal reached bill form two years ago. In 1969, I introduced S. 1962, for myself and several other Senators. Congressman John Blatnik deserves the highest praise for his untiring leadership of the whole effort in stimulating the legislative attention the area has long deserved. His efforts were successful on October 5th, when H.R. 10482 was very affirmatively approved.

This park deserves your support in the Senate, because it is magnificently unique. Many of our existing national parks do not combine national historic aspect with their natural beauty, as is the case in this proposal. This magnificent lake and forest area was the 18th century route of the first European adventurers who traded with the North Central Indians; these famous fur-trading Voyageurs, traveling by canoe and portaging with remarkable strength and skill, made possible the later settlement of the North Central area west of Lake Superior.

The Voyageurs for 150 years traveled this magnificent area in harmony with its natural features as well as with the Indian inhabitants. While strong enough to travel the open lakes and rapids in canoes, they did not disrupt the Indian peoples or the land. Not infrequently they lived among the Indians and married women, while they provided new links of commerce and transport between the young United States and new territories.

As they and their works received further and further into time, it is appropriate that we should commemorate the Voyageurs with this park area they knew so well. Here we and our grandchildren will be able to view, in imagination, the fur trade and much that went with it. In the forest and on the waters of this park, the past will come alive.

But we are equally concerned with the present and the future. The magnificent natural features of the area will serve our generation, and many future generations, for outdoor recreation, and as a refuge from the intrusions and pressures of what we call civilization.

Frankly, it would be hard to find any non-park area in the U.S. about which there is wider agreement as to National Park quality. [One might quote at length the glowing terms in which private experts, committees and public officials have described its natural qualities, including not only land and water but forest, wildlife and geology; many will eloquently review these today. Hearings were held in the proposed park area in August 1969 and in Washington, D.C. in the summer of 1970.] Even those who opposed, and there were some who did, were not derogatory of the quality of the area. It is a year-around park; it is not really remote from large numbers of people who otherwise would not have such an area within their range.

More remarkable, State and Federal officials now appear to be in agreement about the area. I mentioned earlier approval by the Park Service. More recently, in May, 1970 the Secretary of the Interior indicated that the Advisory Board on National Parks, Historic Sites, Buildings and Monuments, had recommended the establishment of a Voyageurs National Park. He concurred in the Board's recommendation. In Minnesota, the park has strong bipartisan support. Former Governor of Minnesota Elmer L. Andersen has been very active in support as has Governor Harold LeVander. You have received a statement from Governor-elect Wendell Anderson in which he pledges total cooperation in making the park successful. The Minnesota delegation to Congress have all supported it strongly.

The voters of Minnesota have also indicated their support for the park. In October 1969 the Minneapolis Tribune published a poll which indicated that more than 70 percent of Minnesotans favor the establishment of this park. Even in the northern area where one might anticipate some opposition, the pool showed two-to-one support for the park.

My fellow Minnesotan, Congressman Quile sent questionnaires to his constituents in the twelve counties of the First District in April, 1970, asking: "Do you favor establishment of the Voyageurs National Park in northern Minnesota?" 80 percent of the 25,000 constituents responding said "yes". Only 16 percent responded in the negative and 4 percent were undecided.

I believe that these indications show public understanding that the proposal for this park deals carefully with profound national issues. Despite all good intentions and goodwill among citizens in any state, our best natural areas are being lost or impaired. As Senator Nelson of this committee has said, "Everyone, or nearly everyone, is in favor of conservation—in principle. But in fight after fight, the general public interest in conservation has lost out to the specific local interest in commercial development." And the fight has been unequal. "The country has always seemed so vast, its resources so endless, and economic "progress" so American, that the conservation interests, except in areas of marginal economic utility have usually lost the contest."

Here we have an opportunity to act before the fight is lost. This park will protect 219,00 acres of magnificent lakes, islands, and forest, with all its wild-life, serenity, and history, from ever being spoiled or destroyed.

This does not mean economic sacrifice for my state, however. The establishment of this park will mean important new revenues for the economy of Minnesota as a result of tourism, increased recreation, and new facilities. These revenues have been estimated by state agencies at \$37 million the first year, creating more than 3,000 new jobs in the State. These benefits are being realized now in other states where national parks have been established. In these times of recession and high unemployment, these results are especially important, and

additional evidence that conservation of the natural environment is consistent with the long term public economic interests.

But the argument in the case of any national park runs deeper than that. Once having established a park, many ask whether we destroy natural values by attracting crowds of people just to visit and look. This is a disturbing question, and I know that the Park Service is familiar with it; a variety of methods have been developed to meet this difficulty by controlling visiting patterns and developing alternative patterns. In this legislation, I am pleased that in four years there will be a review of park land use under the Wilderness Act, in order to determine possible designation of interior portions of the park as protected wilderness. In other parks this provision has been used to guarantee different levels of useage of different sections of the park, without impeding reasonable access to main visitor centers. I am confident that the Park Service will meet its obligations in this matter.

John Kennedy, speaking of National Parks in 1963 urged: "We have to seize these opportunities to set aside these wilderness areas, these primitive areas, these fresh water areas and lakes . . . for the people who come after us."

I urge that this committee act promptly to set aside this magnificent Voyageurs National Park as a natural resource for all Americans for all time.

Senator BIBLE. Thank you very much, Senator Mondale. It is a very splendid opening statement, and we will look with great interest to the witnesses who will testify in behalf of or on this particular project.

I have no questions of you, sir. The Senator from New Mexico.

Senator from Wyoming.

Senator from Oregon.

Senator HATFIELD. Just one question, as a former attorney general of the State of Minnesota, as well as its present Senator, the question has been raised as to the legality or constitutionality in Minnesota of the State's capacity to donate the lands for this purpose. I believe that within the House action the idea was that there could be donation of certain lands for the creation of this park. I understand there is a legal ruling pending now in the State of Minnesota as to whether or not this would violate the constitution.

Senator MONDALE. I don't think there is any constitutional question. I think the way the legislation reads it still requires the donation or transfer of property by the State of Minnesota, I will ask for others to comment. I think it is a question of whether they, in fact, try to do so. I am not in position to answer your question specifically. I think it will be answered in the course of the testimony and I will want it in the hearings and, if not, I will submit a specific answer but I am certain there is not a constitutional issue involved here.

Senator HATFIELD. Thank you.

Senator BIBLE. I appreciate the question and I appreciate the answer and that question certainly must be resolved before we move forward, so we will find some witness who will speak with authority on that point.

If you desire, I know you have other commitments, but if you want to remain you are welcome to or if you want to leave you do what you want.

Senator MONDALE. Thank you very much.

Senator BIBLE. The next witness is Congressman Don Fraser, representing the Fifth Minnesota Congressional District. Is Don Fraser here?

Without objection his statement will be incorporated in full in the record.

(Congressman Fraser's statement follows:)

STATEMENT OF HON. DONALD M. FRASER, A U.S. REPRESENTATIVE IN CONGRESS
FROM THE STATE OF MINNESOTA

Senator Bible and members of the subcommittee, I appreciate this opportunity to express my enthusiastic support for the legislation H.R. 10482, a bill to authorize the establishment of the Voyageurs National Park in northern Minnesota, which is now before your subcommittee. Along with the other members of the Minnesota delegation I am a cosponsor of this bill.

Enactment of this legislation will mean, Mr. Chairman, the creation of a national park of over 200,000 acres of scenic beauty of unspoiled land and water. It will mean establishment of the first national park in the seven state area of Illinois, Missouri, Kansas, Nebraska, North Dakota, Minnesota, and Wisconsin—an area which grew substantially in the period 1965-68 but which ranks next to the bottom in terms of acres per capita of inland water surface. Establishing this park will go a long way toward providing the necessary recreation and conservation facilities that are needed now and will be increasingly required by our growing population.

I urge the subcommittee, therefore, to give their favorable consideration to this pending legislation.

Senator BIBLE. The next witness is Congressman Zwach. Is he here?

Senator MONDALE. Mr. Chairman, he is on his way. Traditionally the House is slow and they are demonstrating it again this morning.

[Laughter.]

Senator BIBLE. The next listed witness is the Honorable Stanley Holmquist, Minnesota majority leader, and he is here.

STATEMENT OF HON. STANLEY W. HOLMQUIST, MAJORITY
LEADER, MINNESOTA STATE SENATE

State Senator HOLMQUIST. Mr. Chairman and members of the committee.

Senator BIBLE. Very happy to see you.

State Senator HOLMQUIST. My name is Stanley W. Holmquist. I live at Grove City, Minn. I am a Minnesota State senator from the 16th Senatorial District and I am chairman of the Senate Committee on Rules and Legislative Expense.

In my opinion, and that of several of Minnesota State legislators, a national park in our State's beautiful Canadian border lakes area would be an invaluable economic asset to Minnesota and a worthwhile addition to our Nation's national park system. And, after studying the region, the specialists of the National Park Service found that the Kabetogama Peninsula meets its strict requirements for a national park. As the proposed name, Voyageurs National Park, indicates, the region is historically as well as geologically and ecologically important, and we would like to have it placed under the protective wing of the National Park Service.

The Minnesota Outdoor Recreation and Resources Commission, a group composed of seven State senators and seven State representatives, studied this park proposal in detail and issued an interim report in 1967 which says in part, and I quote:

The creation of a Voyageurs National Park in the Kabetogama area of northern Minnesota should be supported as an important part of the future development of recreation in Minnesota . . .

The Minnesota Legislature has displayed a positive approach toward working out the details to develop Voyageurs National Park. The probable chairman of the Senate Public Domain Committee has indicated personally that he favors the Voyageurs Park and will do everything that can possibly be done to process and support legislation involved in its establishment.

It is interesting to note that over 70 percent of the citizens of Minnesota favor the park. More than 1,400 organizations have endorsed its establishment.

Members of the committee, the point I am making is that Minnesotans are ready to cooperate a hundred percent with the Federal Government and with the National Park Service to preserve this beautiful area for all the citizens of our country.

After weighing all this evidence I must conclude that the establishment of the proposed Voyageurs National Park is indeed in the public interest. I am convinced that those minor administrative and policy questions will be resolved amicably to the satisfaction of the Minnesota State Legislature, the Federal agencies, and the people of our State.

Thus, Mr. Chairman, I would like to urge the Congress to authorize the proposed Voyageurs National Park, as an asset not only to Minnesota but the entire Nation.

Senator BIBLE. Thank you very much, Senator.

Are you in the tie situation? You are the man who was in the 33-33 tie, is that right, is that what I understood?

State Senator HOLMQUIST. I probably have a little more recent information than our distinguished Senator, and it looks as if the tie has been broken.

Senator BIBLE. Has that been broken in your favor?

State Senator HOLMQUIST. Yes, sir.

Senator BIBLE. Then we will call you an honest-to-goodness majority leader. That is fine.

Now, I have no specific questions of you, I am going to defer to the other members of this committee, and I am going to suggest to my good friend from Oregon that he likewise ask you the same question on the legal and constitutional questions that he asked Senator Mondale, but I am first going to recognize the Senator from New Mexico, Senator Anderson.

Senator ANDERSON. I have no questions.

Senator BIBLE. Senator Hansen.

Senator HANSEN. I have no questions.

Senator BIBLE. Senator Hatfield.

Senator HATFIELD. Did you understand the question I posed?

State Senator HOLMQUIST. Yes, I did, Senator.

Senator HATFIELD. Is there a legal question here or a legal problem?

State Senator HOLMQUIST. Senator, I think not. This procedure of producing State lands without costs to the Park Service has been used in prior years. The Constitution provides that there should be a public sale.

Now, the condemnation procedures fulfill that requirement. It was done to clear a national forest and it was done when other State and national parks have been involved so my answer to your question is

simply this: There are no constitutional difficulties involved in this park.

Might I further add to the record that the State of Minnesota is anxious and willing to provide the State lands, as far as I know, to the National Park Service to complete the part, for this national park.

Senator HATFIELD. Thank you very much, Senator.

If I could just make sure I understand you clearly, there is wording in the bill that, as you know, makes the creation of the park conditional on the donation of certain lands by the State.

State Senator HOLMQUIST. These are the State-owned lands, Senator.

Senator HATFIELD. I don't know that it restricts it to just State-owned lands. At least it makes it possible and predicated upon a donation by the State, whether the State already owns them or will become the owner, I don't think the question is left to doubt, but if I understand you correctly, any State-owned land that is owned now or in the future that would become a part of this State is now in a position to donate those lands.

State Senator HOLMQUIST. Yes, sir.

Senator HATFIELD. With no legal questions pending, no legal problems that you foresee and, as I understand, there is precedent that the State has done this in the past which could be relied upon as to the capacity of the State to do it now, is that correct?

State Senator HOLMQUIST. That is correct. That is very clearly stated, too.

Senator HATFIELD. Thank you.

Senator BIBLE. Thank you very much, Senator. I appreciate your appearance here this morning.

Do we have any members of the congressional delegation.

Mr. Congressman, we will be very happy to hear from you then.
Congressman Zwach.

STATEMENT OF HON. JOHN M. ZWACH, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. ZWACH. Thank you very much, Mr. Chairman and members of the committee.

Senator BIBLE. Thank you.

Mr. ZWACH. I have, Mr. Chairman, submitted my testimony in writing.

Senator BIBLE. And it is being incorporated in full in the record.

Mr. ZWACH. I want to give the time to the others who are here. But I came personally as one who has spent almost a lifetime in the Minnesota Legislature and in our great State, and to testify on the tremendous addition that this would be in our National Park Service. It has so much uniqueness that I wanted to personally come here and appear in its behalf.

With the testimony I have submitted I will rest my case.

Thank you very, very much.

(Congressman Zwach's statement follows:)

STATEMENT OF JOHN M. ZWACH, A U.S. REPRESENTATIVE IN CONGRESS FROM THE
STATE OF MINNESOTA

Mr. Chairman, members of the Committee:

The Minnesota Congressional delegation has joined in a common effort in behalf of the establishment of the Voyageurs National Park.

I might add that the people of Minnesota, in general, also have joined in a common effort in this behalf.

It would be untruthful to say that there has been no opposition to this proposal, but my mail and the resolutions I have received from a myriad of governmental bodies and organizations runs more than a hundred to one in favor of establishing this park.

I doubt that there is any place in the world that can surpass this area for pure, clean atmosphere, exciting scenery and variety of recreational possibilities for summer and winter.

This is a land still relatively unspoiled by commercialism, a natural playground that can be preserved for all people by your favorable action on this proposal.

Senator BIBLE. Thank you very, very much. I am delighted to see the brevity of that statement, Mr. Congressman, and thank you for coming here and adding your personal endorsement.

I have no questions.

Thank you very much.

If Senator Mondale desires to stay I would be very happy to ask him to come forward and share a committee chair with us if he would like to. He may not be able to stay but if he wants to you are more than welcome to sit up here at the head table.

Our next witness is the very distinguished and hard-working Director of the National Park Service, George Hartzog.

STATEMENT OF GEORGE B. HARTZOG, JR., DIRECTOR, NATIONAL
PARK SERVICE; ACCOMPANIED BY ROBERT M. LANDAU, LEGIS-
LATIVE DIVISION, AND JOHN KAWAMOTO, MIDWEST REGIONAL
OFFICE

Mr. HARTZOG. Thank you very much, Mr. Chairman and members of the committee.

With your permission, I would like to invite Mr. John Kawamoto, of our Midwest regional office, who has been the liaison man on this project and Mr. Bob Landau, of our legislative division, to join me at the witness table.

Senator BIBLE. Very happy to see you gentlemen. You may be seated.

Mr. HARTZOG. Thank you.

Mr. Chairman, it is a pleasure and an honor to appear before this committee to represent the Department of Interior and to present its views on S. 1962, supporting the legislation to authorize the establishment of the Voyageurs National Park in Minnesota.

I have a rather long statement which I would appreciate being inserted in the record in full.

Senator BIBLE. Without objection that will be the order.

Mr. HARTZOG. With your permission, to locate the vicinity of this part. This is the International Falls to which the distinguished Senator from Minnesota referred earlier. This is Duluth, Minneapolis-St.

Paul area. This area is 1 day's drive from Minneapolis-St. Paul, Milwaukee, Chicago, and Des Moines.

Senator BIBLE. That would make it about how many miles approximately?

Mr. HARTZOG. That is within 250 miles.

Senator BIBLE. Within 250 miles of the Minneapolis-St. Paul area.

Mr. HARTZOG. Yes, sir.

Senator BIBLE. How far from the Duluth?

Mr. HARTZOG. About 150 miles from Duluth.

Senator BIBLE. That is almost due north, a little northwest, I guess. But in a northerly direction. All right.

Mr. HARTZOG. This map, Mr. Chairman, is designed to present the outlines of the national park proposal as supported by the Department of Interior, and appears in pink.

The Voyageurs National Park will be concerned with two interrelated themes: (1) preserving the natural environment, and (2) interpreting the history of the region. Conducted boat trips, nature walks, campfire programs, interpretive markers, self-guiding trails and wayside exhibits will acquaint the visitor with the natural and historic scene. In addition, we propose facilities such as visitor centers, campgrounds, marinas, and amphitheaters at Neil Point, Sullivan Bay, and State Point; and dispersed primitive campsites or "Adirondack" shelters and boat docks on the Kabetogama Peninsula and the island areas at Kettle Falls, Saginaw Bay, Kempton Channel, Sucker Creek and Lost Bay.

Access roads will be limited, much as they are today, with travel beyond them being confined to hiking trails and water. A variety of boats is expected to use the area in the summer, and snowmobiles can be accommodated in the winter.

Projected development costs are \$19,179,100.

Senator BIBLE. That is over what period of time.

Mr. HARTZOG. That is the total development of the area, Mr. Chairman.

Senator BIBLE. Is that contemplated within a 5-year period of time? I think most of your developments are predicted and based on a 5-year development program.

Mr. HARTZOG. This one is—

Senator BIBLE. This may be longer; it may be shorter, I don't know.

Mr. HARTZOG. Five years, and this is the total and we propose the total in 5 years, I was checking to make sure there wasn't some part of it deferred.

However, these figures—

Senator BIBLE. Would you put the microphone up a little closer to you?

Mr. HARTZOG. I am sorry. However, these figures were prepared in June 1969, and cost indexes indicated there has been an increase of 11 percent in such costs since then.

Land acquisition costs for the private lands within the area of which there are some 67,000 acres, estimated at \$20,000,000, with \$1,670,000 of that amount attributable to acquisition of 315 improvements.

Senator BIBLE. Will you go over that again what is that statement about the 67,000 acres that are in private ownership?

Mr. HARTZOG. Yes, sir.

In other words, the ownership pattern in the proposal, Mr. Chairman, is in Federal ownership 8,424.84 acres, in State ownership 24,912.82 acres, in county ownership 2,855.2 acres, and in private ownership 67,667.63 acres, and the estimated value of that 67,000 acres in private land is \$20.3 million, which includes in that figure \$1,670,000 for 315 improvements that are on the property.

Senator BIBLE. What kind of improvements, 315 improvements?

Mr. HERTZOG. 120 cabins, 32 cottages, and six resorts. Those six resorts represent 72 buildings; there are three year-round residences, there are four organizational camps, 25 docks, 10 ramps, 45 storage sheds, 12 boathouses that constitute the 315 improvements.

Senator BIBLE. What is the seasonal pattern? My wife happens to come from Minneapolis, Minn., was born and raised there, so I know a little bit about Minnesota by rather thorough indoctrination. I understood from her that it gets a little cold there in the winter. What is the seasonal pattern in this area?

Mr. HARTZOG. Mr. Chairman, I would like for Mr. Kawamoto to answer that question, he has been there extensively at all seasons of the year.

Senator BIBLE. I have also read, and I am a great follower of the Green Bay Packers which isn't too far removed from this area. I know something at least through the television about this area as well as having flown over it. I have been all over it. For the record tell me how many good months do you have? Is that a May, June, July, August operation?

Mr. KAWAMOTO. May through September.

Senator BIBLE. May through September. Well, we find this in many of our areas, the Yellowstone, for example, would be about the same pattern there; I think possibly the Cascades and many of our other northern parks follow that same weather pattern, but I wanted to see what the usage was.

Now, of these improvements here how many do you say are year round?

Mr. HARTZOG. Three.

Senator BIBLE. Only three.

Mr. HARTZOG. Yes, sir.

Senator BIBLE. How many people would we find up there if we went up there today in this area?

Mr. KAWAMOTO. Within the area itself?

Senator BIBLE. Within the proposed taking area for a Voyageurs National Park.

Mr. KAWAMOTO. At the present time you would find very few people there.

Senator BIBLE. I am sorry.

Mr. KAWAMOTO. You are speaking of people living there today?

Senator BIBLE. People living there today. If I went up there in an airplane and landed and walked around, how many people would there be?

Mr. KAWAMOTO. There would only be three year-round residential, the rest are seasonal cabins.

Senator BIBLE. That does not answer my question. How many people would I find, 10, 12, 14, 20?

Mr. HARTZOG. Mr. Chairman, we don't know.

Senator BIBLE. But you only have three year-round homes in this area.

Mr. HARTZOG. Three year round.

Senator BIBLE. This doesn't discredit the park because I recognize when wintertime comes I sometimes close up a home I have, a winter home, in Lake Tahoe, 6,200 feet, but I just board it up because it gets too cold for me and wait until the summer comes.

I have been through these areas. It isn't very important except I wanted to know what the general visitation pattern would be. In other words, we are talking about a national park that will have about May, June, July, and August and September, about 4 or 5 months of usage; is that correct?

Mr. HARTZOG. Mr. Chairman, we envisage there will be, however, increasing winter use here as a result of the introduction of this over-the-snow equipment.

For example, we have experienced a fantastic visitation into the very heart of Yellowstone in the wintertime, and it is becoming, one of the real exciting trips into the park in January and February when it is just colder than—

Senator BIBLE. Colder than cold.

Mr. HARTZOG. Yes. But they get in there with the over-the-snow equipment, and we had over 5,000 with those vehicles in Old Faithful in the winter so we had to put two full-time rangers in there in order to protect it and keep it cleaned up, the trash picked up and provide for visitors' safety because you see there is a real travel span there and these people can get stranded in that atmosphere, it is not too healthy.

Senator BIBLE. Do you contemplate skiing as a part of the overall resource of this area?

Mr. HARTZOG. Cross country, Mr. Chairman, as with the over-the-snow equipment, but no organized ski activities planned.

Senator BIBLE. Would you have ski jumps and things of that kind?

Mr. HARTZOG. No, sir; it is not contemplated.

Senator BIBLE. Now, I think that gives us a bird's eye view of the private ownership.

Tell me about the State ownership, 24,912.82 acres. That ownership is in the State of Minnesota?

Mr. HARTZOG. Yes, sir.

Senator BIBLE. What assurances do you have that the State of Minnesota will for free donate this to the U.S. Government for use of this particular Voyageurs National Park?

Mr. HARTZOG. Mr. Chairman, a question of similar import was raised when the measure was being considered by the Subcommittee on Parks and Recreation in the House, and I have here, which I would be pleased to insert in the record, a letter of September 4 from Governor LeVander, to the chairman of the House Interior and Insular Subcommittee on Parks and Recreation and one paragraph says that "I think, therefore, that you can be assured that the bill can provide for acquisition of State-owned lands without payment therefor by the Federal Government. I would agree to this concept and support the bill so drawn." And that is the penultimate paragraph.

Senator BIBLE. Without objection, the letter will be incorporated in full in the record.

(The letter follows:)

STATE OF MINNESOTA,
OFFICE OF THE GOVERNOR,
Saint Paul, September 4, 1970.

Hon. ROY TAYLOR,
Chairman, Subcommittee on Parks, Interior and Insular Affairs Committee,
U.S. House of Representatives, Washington, D.C.

DEAR REPRESENTATIVE TAYLOR: At the time of my testimony before your subcommittee, I stated that the most expeditious manner of acquiring state land in the proposed Voyageurs National Park was to condemn those lands and pay the fair market value for them. It is apparent that the sub-committee is not, as a matter of policy, receptive to my suggestion that the government pay for the state lands.

The basis of my position was two-fold:

First, the matter of mechanics of acquisition, having in mind our state constitutional problems (as delineated in detail on page 59, Appendix 5, of the Land Exchange Study Report filed with you).

Secondly, the question of who pays the state educational trust funds for the lands.

On the point of mechanics of acquisition, I still feel that condemnation of state-owned lands to establish value and payment to the educational trust fund by legislative appropriation or private subscription will be more expeditious than any other method. Without such a provision, I foresee the possibility of protracted delay and much unnecessary expense because of complicated procedural steps that would be required. It would be important, in my view, that the wording of the bill at least provide as one possibility for the procedural acquisition by condemnation even though the award is not paid by the federal government.

In respect to the question of payment, with the congressional delegation unanimous in their willingness to support the bill even though it provided that the federal government would not be called upon to pay for state land, with legislative leaders expressing confidence in legislative cooperation with that concept, with 1800 organizations endorsing a national park for Minnesota, with the candidates for governor of both parties pledging their cooperation, with a newspaper poll indicating that more than 70% of our people support the creation of the Voyageurs National Park, and with both political party platforms supporting the project, I have no doubt that necessary funds will be forthcoming either from the legislature, foundations, private sources, or a combination thereof.

I think, therefore, that you can be assured that the bill can provide for acquisition of state-owned lands without payment therefor by the federal government. I would agree to this concept and support the bill so drawn.

Once the bill creating Voyageurs National Park is enacted by Congress, you can be confident that the people of Minnesota will bend every effort to make it one of the greatest parks in the national park system.

Sincerely,

HAROLD LEVANDER,
Governor.

Senator BIBLE. Is this legislation so drawn that it is conditional upon the State of Minnesota keeping this commitment and donating this State acreage into the Voyageurs National Park?

Mr. HARTZOG. As the House passed the bill they so conditioned it, that the Secretary could establish this park when he had acquired sufficient in lands to have a viable management unit but only after the State and its political subdivisions had donated their land. That they did, conditionally, the establishment upon the State and county lands.

Senator BIBLE. That is written specifically in the House-passed legislation.

Mr. HARTZOG. Yes, sir.

Senator BIBLE. Does the Park Service approve that provision?

Mr. HARTZOG. We are recommending to the subcommittee some amendments to S. 1962 in this statement which we have prepared this morning, and I am prepared to tell you that we are satisfied and will accept the provisions of the House-passed bill.

Senator BIBLE. You are willing to accept the provisions of the House-passed bill unchanged?

Mr. HARTZOG. Unchanged.

Senator BIBLE. In any detail?

Mr. HARTZOG. In any detail.

Mr. BIBLE. Including the requirement that the State of Minnesota donate the 24,912-plus acres to the U.S. Government for the proposed Voyageurs National Park before it becomes a park?

Mr. HARTZOG. That is right.

Senator BIBLE. Is that a correct statement?

Mr. HARTZOG. That is right.

Senator BIBLE. All right.

Mr. HARTZOG. I want to condition that acceptance on three caveats which I have been instructed to make, but still it does not change the import of my commitment to accept the House-passed bill.

Senator BIBLE. What are the caveats?

Mr. HARTZOG. One is that we defer to the Department of Agriculture the Crane Lake addition to the administration's recommendation, which was included in the House-passed bill. Show him that. That is the gray area, 35,000 acres which were included by the House enlarging the administration's proposal. The administration's proposal—I beg your pardon, the Department's report on S. 1962 involves a total of 164,000 acres, and the House added to that about 84,000 acres of land and water of which 35,278 acres are land in this Crane Lake addition.

Secondly, in the House-passed bill—

Senator BIBLE. Back up. Before you get off No. 1, let's examine the Crane Lake proposal because my mail has reflected some concern about the add-on by the House of Representatives of this Crane Lake area which, as I understand it, was not in your original proposal, but is it of the same general nature, has lakes and beautiful trees and terrain?

Mr. HARTZOG. Yes, sir; it is,

Senator BIBLE. Is there much difference between the Crane Lake area and the area over to the left which would be to the West?

Mr. HARTZOG. Mr. Kawamoto.

Mr. KAWAMOTO. There is some difference in terms of the bodies of water. The areas we proposed have much larger bodies of water—

Senator BIBLE. I see that.

Mr. HARTZOG. As opposed to this area. This lake is a large body of water compared with this one.

Senator BIBLE. Thank you.

Now, the first caveat is you have no objection to the House bill. You defer to the Department of Agricultural on that. What does the Department of Agriculture say on that?

Mr. HARTZOG. I don't know what they say and I understand they do have a statement to present to you.

Senator BIBLE. We can hear from them and they can speak for themselves because I don't know whether they are for or against it. We will know when they testify.

What is the second one?

Mr. HARTZOG. The second caveat is when the House amended H.R. 10482 to include the requirement that we do the wilderness study, they inadvertently used the word "lakeshore" rather than "park" in referring to this area. We interpret that for all intents and purposes to be the same.

Senator BIBLE. I understand, all right.

Mr. HARTZOG. The third one is that in eliminating it—and accepting the Department's recommendation to eliminate references in the fishing provisions because we said we have general authority to do it already and, therefore, we don't need special authority. They eliminated references only to commercial fishing and left the recreation fishing in there saying that it would be done in accordance with the State law.

Well, that is the import of our administrative policies and our management anyway so while it represents special legislation which we recommend against in the light of the general authority that you have given us, we have no serious objection.

Senator BIBLE. I can understand why they wrote it in specifically. We have dealt with bureaucracy here for a long time, and I think sometimes it is better to write strong mandates into, rather than relying on general authority which is subject to some type of administrative interpretation.

But let me get my own mind clear on what the import of this is. Is there commercial fishing in this area now?

Mr. HARTZOG. There is some commercial fishing in the area now.

Senator BIBLE. And being a fisherman from a long ways back what do you fish for commercially, muskies?

Mr. KAWAMOTO. The commercial fishing, as I understand it, is restricted to what is known as rough fish.

Senator BIBLE. Rough fish? What type of game fish do you have?

Mr. KAWAMOTO. Game fish consists of walleyed pike, bass, the general type of fishing.

Senator BIBLE. If I understand you correctly, under the Minnesota State law you could game fish, but you couldn't commercial fish in these lakes. That obviously isn't true because they commercially fish there now, don't they?

Mr. HARTZOG. That is right. I won't presume to judge why, except they took half of the sentence out and the other half got left in, and they both are identically on the same footing. In other words, both commercial and recreational fishing are here and in our departmental report we said that we didn't object to the continuation of either one except we didn't want it legislated specially in light of our general authority to do it.

Senator BIBLE. Your objection is the way the problem is tangled?

Mr. HARTZOG. That is right, and this is why I say, let's not be hung up on that because we can live with that without any problem.

Senator BIBLE. I understand that. But tell me this, does the Park Service object to commercial fishing here?

Mr. HARTZOG. No.

Senator BIBLE. They don't.

Mr. HARTZOG. As a matter of fact, Mr. Chairman, we have commercial fishing under this general authority and special use permits

and regulations at Isle Royale and at Everglades and in a similar vein, we call attention to this in the Department's report.

Senator BIBLE. You have no objection to either commercial or sport fishing?

Mr. HARTZOG. No, and that is what we pointed out.

Senator BIBLE. And both have to be done under the laws of the State of Minnesota?

Mr. HARTZOG. Our policy is to do it in accordance with the laws of the State where the activity takes place unless there is some special reason where it should be done differently.

The fishing pressure, for example, in Yellowstone Lake we have reduced the creel limit in Yellowstone Lake beyond what the State allows generally throughout the State but that represents a special problem.

In the Great Smoky Mountains National Park, for example, the Pigeon River coming down on the Tennessee side, we have prohibited the keeping of fish under 24 inches because of the fishing pressure. So we have turned it into a fishing-for-fun stream, and if you catch a fish over 24 inches on a barbless hook you can keep it. Interestingly, the first year we initiated that regulation an 8-year-old youngster on a barbless hook caught a brown about 27 inches long, we didn't know they were there.

Senator BIBLE. Well, let me just clear this up, just one point further: if there is a conflict between the size of the fish that can be taken or the number that can be taken or the seasons in which they can be taken as between the Park Service policy and the State of Minnesota law, which controls?

Mr. HARTZOG. Under this legislation, the Minnesota law would control but only insofar as recreation fishing is concerned.

Senator BIBLE. I understand.

Now, you may proceed.

Mr. HARTZOG. Thank you, sir.

Well, the amendments that we recommend, Mr. Chairman, on S. 1962 now relate to limiting the continued use and occupancy of owners of improved property unless these are State-owned land deleting provisions which duplicate authority requiring—

Senator BIBLE. Might I interrupt you, I understood Senator Mondale to say he was in complete agreement with the House-passed bill.

Mr. HARTZOG. Yes; that is why—

Senator BIBLE. If this is true, there is no need of my examining the Senate bill which was introduced by Senator Mondale and others. As long as he is agreeable to the House-passed bill, let's work on the House-passed bill.

Mr. HARTZOG. Those are the only three amendments we would recommend on the House-passed bill.

Senator BIBLE. And you have already commented on those.

Mr. HARTZOG. With the three caveats I have said, and I conclude by saying we could live with all of that as passed by the House.

Senator BIBLE. All right, I understand.

Mr. HARTZOG. This concludes my statement and I will include it in the record.

Senator BIBLE. Very fine; the full statement will be included in the record at this point.

(Mr. Hartzogs' complete statement follows:)

STATEMENT OF GEORGE B. HARTZOG, JR., DIRECTOR, NATIONAL PARK SERVICE

Mr. Chairman, it is a pleasure to appear before you to present the Department's views on S. 1962, which would authorize the establishment of the Voyageurs National Park in Minnesota.

The proposed park is located in northern Minnesota along the Canadian border. It consists of extensive forests, lakes with rocky shorelines, and islands covered primarily with beautiful stands of evergreens extending to the water's edge. Our proposal includes 60,000 acres of water and approximately 104,000 acres of land, in the following ownerships:

| | <i>Acres</i> |
|---------------|--------------|
| Federal ----- | 8,424.84 |
| State ----- | 24,912.82 |
| County ----- | 2,855.21 |
| Private ----- | 67,657.63 |

The proposed area is located in Koochiching and St. Louis Counties, Minnesota, and is easily accessible by U.S. Highways 53 and 71 and Minnesota Route 11. It is within a day's drive of Minneapolis, St. Paul, Milwaukee, Chicago, and Des Moines.

In addition to its significant natural attributes, the Voyageurs area is historically important as well. During the 18th and early 19th centuries, the French-Canadian voyageurs travelled this area in bark canoes, transporting goods from Montreal to the northwest territory.

A Voyageurs National Park will be concerned with two inter-related themes: (1) preserving the natural environment, and (2) interpreting the history of the region. Conducted boat trips, nature walks, campfire programs, interpretive markers, self-guiding trails and wayside exhibits will acquaint the visitor with the natural and historic scene. In addition, we propose facilities such as visitor centers, campgrounds, marinas, and amphitheatres at Neil Point, Sullivan Bay, and State Point; and dispersed primitive campsites or "Adirondack" shelters and boat docks on the Kabetogama Peninsula and the island areas at Kettle Falls, Saginaw Bay, Kempton Channel, Sucker Creek and Lost Bay.

Access roads will be limited, much as they are today, with travel beyond them being confined to hiking trails and water. A variety of boats is expected to use the area in the summer, and snowmobiles can be accommodated in the winter.

Projected development costs are \$19,179,10. However, these figures were prepared in June 1969, and cost indices indicate that there has been an increase of 11 percent in such costs since then.

Land acquisition costs for the private lands within of which there are some 67,000 acres the area are estimated at \$20,300,000, with \$1,670,000 of that amount attributable to acquisition of 315 improvements. These improvements include 12 cabins, 32 cottages, and six resorts.

Taxes levied by St. Louis and Koochiching Counties on the lands to be acquired, totalled \$36,502 in 1970.

Mr. Chairman, we have recommended several important amendments to S. 1962; for example:

- limiting continued use and occupancy for owners of improved property and lessees of State-owned lands;
- deleting provisions which duplicate existing authority regarding acquisition by exchange and negotiation of concession agreements;
- and limiting or deleting new authorities such as for development programs adjacent to the park.

However, we wish to call particular attention to the amendments to delete provisions in the bill relating to continuation of hunting and trapping, or which would otherwise limit the Secretary's authority in regard to administration of the park. (Amendments numbered 9, 10, 11, and 12). These provisions are, in our view, inconsistent with the establishment of a national park and we strongly recommend that they be deleted.

We have also proposed an amendment (No. 16) which would apply to a development ceiling which might be written into the bill, by having that ceiling reflect changes based upon engineering cost indices applicable to the types of construction involved. We note that the House-passed version of the legislation adopted this amendment.

Mr. Chairman, H.R. 10482, the companion bill to S. 1962, passed the House of Representatives on October 5, 1970. In most respects the House-passed bill reflects the recommendations made by this Department. There are four differences, however, which I would like to bring to your attention.

First, the House inserted a provision in section 101 of the bill which would prohibit the Secretary of the Interior from establishing the park until the lands owned by the State and its political subdivision have been donated to the United States for the purposes of the Act. Inasmuch as the State and county lands are necessary for proper administration of the park, we concur with this provision in the House-passed version.

Second, the Departmental report had recommended deletion of all language in the bills as introduced requiring the Secretary to continue recreational and commercial fishing. The House substituted language in section 302(a) which requires the Secretary to continue recreational fishing in accordance with State law. We believe this requirement would unnecessarily limit the Secretary's management authority. It would, of course, be our policy to require a State fishing license, but we recommend against section 302(a) of H.R. 10482 as being inconsistent with national park management.

Third, the House-passed version includes the Crane Lake Recreation Area currently administered by the Forest Service within the proposed park, and the land acquisition funds authorized in the House bill reflect the additional cost of private land in the Crane Lake Area. In this regard, the Departmental report indicates that we defer to the Department of Agriculture as to the inclusion of these lands within the proposed park.

Fourth, the House inserted a provision directing the Secretary to conduct a review of the park and report to the President within 4 years as to the suitability or unsuitability of establishing any of the area as wilderness. We have no objection to this provision. We note, however, that the bill refers to the "lakeshore," at page 7, line 7. This should be changed to "park" if your committee adopts the House version.

The Secretary's Advisory Board on National Parks, Historic Sites, Buildings and Monuments has endorsed the proposal for a Voyageurs National Park in October 1962, March 1963, October 1965, and April 1969. We believe that this area should be authorized as part of the National Park System, as its outstanding natural values make it one of the few remaining unspoiled areas in our Nation.

Senator BIBLE. I want to ask one further question. What is the annual visitation in this area at this time?

Mr. HARTZOG. I am advised, Mr. Chairman, we have no survey of existing visitation. Our projected visitation is about one million three.

Senator BIBLE. Your projected visitation. Does the State of Minnesota have any figures through their fish and game department or their parks department that would indicate the visitation there at the present time? If we have a representative of the State he can speak to that point.

Mr. HARTZOG. I will try to get them if we don't have one.

Senator BIBLE. We will try to have a State representative and I do understand we have a State man and he undoubtedly will have the answer to that question.

I have no further questions of you, Mr. Director.

The Senator from New Mexico.

Senator ANDERSON. In your statement you said payment of about \$19 million.

Mr. HARTZOG. For developments costs; yes, sir.

Senator ANDERSON. For acquisition, isn't it? How much land is involved?

Mr. HARTZOG. 67,677 acres of privately owned land.

Senator ANDERSON. Is there a single ownership in the rest of it?

Mr. HARTZOG. No, sir; there are many ownerships, Senator.

Senator ANDERSON. You would have to acquire each one of them.

Mr. HARTZOG. We have to negotiate with each one of them; yes, sir.
 Senator ANDERSON. How many do you have to acquire?

Mr. HARTZOG. There are 626 private ownerships within the area.

Senator ANDERSON. How long has this bill been discussed?

Mr. HARTZOG. Well, Senator, they were talking about a Voyageurs National Park when I got transferred back here from the field in 1963, so I don't know how much ahead of that because I was out in the field, but I know it has been discussed and considered at least since 1963.

Senator ANDERSON. Are those people up there responding to this sale of land? What are you going to buy for the \$19 million?

Mr. HARTZOG. We are going to buy 67,657 acres and on that land are 315 improvements ranging from three all-year around residential properties to facilities such as storage sheds, docks, and gas ramps and these kinds of things.

Senator ANDERSON. Well, 32 cottages.

Mr. HARTZOG. Thirty-two cottages; yes.

Senator ANDERSON. What will they be, what are they now?

Mr. HARTZOG. They are just summer seasonal cottages, Senator, for vacationers in the summertime.

Senator ANDERSON. Have they got valuation on them, any of them?

Mr. HARTZOG. Yes, sir, I do have. I have a full valuation on all of them and in accordance with the custom of the committee I would be pleased to file it with the committee for its information. I would prefer not to put it on the record.

Senator ANDERSON. Who paid for that?

Mr. HARTZOG. The Federal Government paid for it.

Senator ANDERSON. You don't care to reveal it then?

Mr. HARTZOG. I am perfectly happy to make it available to the committee and to you, Senator. I would just as soon as not tell the property owners what the property is worth individually to 600 some.

Senator ANDERSON. It is always higher talking about it, isn't it?

Mr. HARTZOG. No, sir, Senator. Fortunately we have been able to bring most of these in, as happened since I have been Director, within the amounts the committee has authorized. We missed in a few instances, but not in very many.

Senator ANDERSON. You had some trouble with the North Carolina one, didn't you?

Mr. HARTZOG. North Carolina?

Yes, sir. And that was a very unusual case and extending over a condemnation that was in the courts for some years because of the deaths of judges and attorneys that were involved in the litigation.

Senator ANDERSON. They are all unusual, but they are all effective, aren't they?

Mr. HARTZOG. Well, I don't know that they are all unusual. I don't think that we have ever experienced anything like Cape Hatteras. The rest of them were just simply bad estimating, that is all.

Senator ANDERSON. I just hope we can have some information on this. We have all been burned so badly.

Mr. HARTZOG. I understand, sir.

Senator ANDERSON. In California, I have the Padre Island projects and you can't find anything that was ever bought at a good price.

Senator BIBLE. I would say to my good friend from New Mexico I have followed this very closely now for 10 or 12 years. It has been a troublesome problem. I think we have made some realistic headway on it. I don't know that we will ever completely get the price that we finally arrive at because there is escalation and values change. I think we have come a long way down the road, not as far as I would hope, but I really think we have done a better job, than in the past in getting our organizational appraisal and estimates in better shape. I think really, in fairness to everyone, that part of the fault lies in the Congress because we come up with an estimate, and we act on that premise, and then Congress, being what it is, and the wheels of government being what they are, it takes x number of years to get the dollars to go with our estimate, these come from the Appropriations Committee, and I happen to be the chairman of it, but we have problems, and then when we get the dollars sometimes the Budget freezes them. So we do have all kinds of difficulty in trying to get the dollar to go the furthest, and to meet the dimensions of the estimates. But we are doing our best and I think it is improved and I hope these figures are realistic. They are high enough so I hope they are realistic.

The Senator from Utah.

Senator Moss. Thank you, Mr. Chairman.

What are the plans of the parks department on pollution control in this area, if a lot of people are invited into the park, if it is created?

Mr. HARTZOG. Senator, the majority of visitations, of course, are going to be on the shore and at those development places there will be, of course, sanitary systems, not only to provide water, but to handle the sewage.

Now, with respect to the water areas, there are a number of things that will be done depending on the need for them, and are now being done in other similar areas, such as Isle Royale on Lake Mead and Glen Canyon. We do have extensive water development and, as you know, we have a floating sewage disposal system at Rainbow Bridge where we have a permanent ranger station floating on the water with a portable floating sewage system.

We would expect that we would have to do back country trash pickup in the area, much like we do now along the Adirondack-type shelter trails in Isle Royale, and we expect that the pickup along the primitive campsites would have to be done by barge, very much like we pick it up now at Glen Canyon at Lake Mead, and we would expect that perhaps the use on some of these might be such that we would have to install special chemical toilets and perhaps even operate a honey barge to pick them up because it would be too expensive to try to pipe it out.

Senator Moss. Would your problems here be any more severe than they are on Mead, say, or Glen Canyon, as you were mentioning?

Mr. HARTZOG. No, we don't anticipate that they will; no, sir.

You see, the State and Federal water quality standards are getting stricter on the matter of boat operation and this is improving the situation, for example, at Lake Mead, the State restrictions are going to have the sewage disposal storage tank on your boat of the same capacity as the fresh water supply tank. Rather than dumping that sewage there we began a special program of providing boat pumping and

dumping facilities on shore, just as we have on our camp ground for these self-contained recreational camper units.

Senator Moss. I understand that there are some property owners within this area who have habitations there, and there was sort of a cutoff date about the first of January 1969 or some such date when they were supposed to have ceased making improvements beyond that time.

Mr. HARTZOG. That is right, Senator, and I will try to find the date here for you, January 1, 1969.

Senator Moss. What would be the situation then on compensation? Will the Department refuse any compensation for improvements made by property owners after that date?

Mr. HARTZOG. Oh, no; we couldn't refuse to pay for it because it is property, and there is no statute that prohibits them from constructing them. The only thing about the cutoff date is that the cutoff date in this legislation provides them with certain rights with respect to retaining occupancy under reserve terms as specified in this bill. But at no time could we refuse to pay for the improvements.

Senator Moss. So all that that reserves to them is their right to continue occupancy if they held it before January 1, 1969?

Mr. HARTZOG. Right, and if they didn't have it before January 1, 1969, or it wasn't in place before January 1, 1969, they don't, by the provisions of the statute, have a right to insist that they be given retained occupancy.

Senator Moss. Isn't that canoe area just east of this park area, along the border of Canada and in Minnesota, National Canoe Area—

Mr. HARTZOG. Yes, sir.

Senator Moss. Boundary Waters Canoe Areas it is called—

Mr. HARTZOG. Yes, sir.

Senator Moss (continuing). Now that is already managed by Park Service and has restrictions on it on cutting of timber and things of that sort; is that right?

Mr. HARTZOG. Managed by the U.S. Forest Service, Senator.

Senator Moss. Forest Service.

Mr. HARTZOG. Yes, sir.

Senator Moss. And it is prohibiting the cutting of timber and other commercial enterprise?

Mr. HARTZOG. I can't respond to your question, Senator. I have never been in that area.

Senator Moss. What I was trying to lead up to is since there is a large area there that is Boundary Waters Canoe Areas and it is managed now as a recreation and more or less single purpose area—

Mr. HARTZOG. I believe it is all in wilderness, if I am not mistaken.

Senator Moss. Has it been placed in wilderness?

Mr. HARTZOG. I believe it is all in wilderness.

Senator Moss. Then it would be preserved from timbering. Now, how do you meet the argument that the Voyageurs Park really ought to be moved over into that area rather than taking still additional area out of economic use along the border there?

Mr. HARTZOG. Well, Senator, I think the argument is met in the terms of the document issued by the House following extensive hearings into the question that is basic to national forest management.

Should these resources be retained and managed for multiple use purposes as a viable companion program to the other conservation efforts of the Federal Government or should they be utilized as trading stocks to implement other conservation programs, and the issue came up, as I remember those hearings, specifically in the context of should national forest lands be transferred to Corps of Engineers for water storage projects and flood control projects, and the decision was made then by the Congress and by the administration that each of these programs represent a different dimension of the Federal Government's total concern with the preservation of its natural and cultural resources, and that one shouldn't be used as a substitute for the other; and this is not a substitute for the Boundary Waters Canoe Areas. It is a different area. It provides a different conservation thrust. It provides a different opportunity for public use and interpretation.

Senator MOSS. Isn't there a provincial, Ontario provincial park just across the border from the Boundary Waters Canoe Areas?

Mr. KAWAMOTO. That would be up here.

Senator MOSS. That is a provincial park there?

Mr. KAWAMOTO. Yes.

Senator BIBLE. The answer is "Yes."

Senator MOSS. The answer is "Yes."

Thank you, Mr. Hartzog and Mr. Chairman.

Senator BIBLE. The Senator from Wyoming.

Senator HANSEN. Thank you, Mr. Chairman.

I have scanned very briefly the departmental report and I gather, Mr. Director, that the Interior Department favors the park, but agrees with the Agriculture Department that the lands proposed to be taken from the Superior National Forests should be excluded contrary to the House action. You have already commented on that somewhat.

Mr. HARTZOG. The Department's position, Senator, is that we defer to Agriculture, and we take no position on the Crane Lake except to defer to Agriculture.

Senator HANSEN. The House report also indicates that the creation of the park as proposed was highly controversial locally as well as in its other considerations of the bill. Is this your understanding, too.

Mr. HARTZOG. Yes, sir; I was out there to some of those meetings and I would say that is probably an accurate summary of the situation.

Senator MOSS. Should the Department be given the authority as the House report says it impliedly has, to proceed with acquisitions immediately even though the bill specifically makes creation of the park conditional on donation of certain lands by the State?

Mr. HARTZOG. Yes, sir; we should have that authority to proceed immediately otherwise these land estimates are not going to be any good because if you assume it takes a year or so to work out the exchange or the donation by the State and by the county, and you lose that much time you just simply feed that much more escalation into these figures and compound our problems.

Senator HANSEN. There has been a lot of concern given to the creation of parks near where the people are in order to make the best use of our Federal dollars to go as far as they possibly can.

With this thought in mind, has the Park Service determined the number of people who will use the park, its distance from orientation

centers, on its accessibility from the water according to the House report. Is this the best use that can be made of the \$19 million—I shouldn't quote any figure—but whatever amount of money may be required to purchase the lands?

Senator BIBLE. His statement is in the neighborhood of \$19 million. The only thing that he doesn't reveal is the individual breakdown, that I think for obvious reasons, but the total estimated cost of acquisition is in the neighborhood of \$19 million.

Mr. HARTZOG. \$20,300,000 with improvements as well.

Senator HANSEN. Is it your recommendation at this time that this is the best use that the Federal Government can make of this \$20 million to satisfy the recreational needs of the people?

Mr. HARTZOG. That is correct, Senator, and as a matter of fact, the administration has emphasized its thrust for bringing parks to people and concentrating on gaps and the recreation and cultural program for urban population it is also necessary to proceed at the same time to preserve those remaining wild and scenic areas that are suitable for the addition to the national park system, so one cannot be for the total exclusion of the other because the opportunities such as exist at Voyageurs for the preservation of a natural and scenic historic part of our heritage is diminishing all the time.

Senator HANSEN. What are the factors, the most important factors, that are bringing about a diminution of these values that you see leaving the area?

Mr. HARTZOG. Simply the rapid growth in our population, the tremendous expansion in the economic well-being of our people who have created a tremendous market for second and third homes, and the utilization of these resources for subdivisions and this kind of use.

Senator HANSEN. Should the departmental position be overridden on inclusion of the Superior National Forest lands, in your opinion?

Mr. HARTZOG. Senator, I have to reiterate the position of the department as set forth in that statement and I would hope we might leave it there.

Senator HANSEN. Has there been any effort made to determine the presence of any mineral values in this area?

Mr. HARTZOG. There has been, Senator, let me get it. This is an evaluation report dated July 18, 1969, from the Director of Geological Survey, signed by the Acting Director, Mr. Baker, and I would be pleased to include it in the record at this point. It is a very short report.

Senator BIBLE. Without objection, that will be the order.

(Report follows:)

U.S. DEPARTMENT OF THE INTERIOR,
GEOLOGICAL SURVEY,
Washington, D.C., July 18, 1969.

To: Director, National Park Service, through Assistant Secretary for Mineral Resources.

From: Director, Geological Survey.

Subject: Evaluation of report titled "The Proposed Voyageurs National Park, Its Geology and Mineral Potential."

This report is based on work by R. W. Ojakangas and D. L. Southwick, both of whom are highly competent geologists. The area of the proposed Voyageurs National Park has not been studied by the U.S. Geological Survey, and we have no geologic or geochemical data to add to that presented in the report.

The report concludes (pages 14-15) that a belt of greenstone in the northwestern part of the proposed park is favorable for the occurrence of minable ore

bodies. Belts of similar rocks in Canada contain highly productive gold deposits, but few minable deposits have been found in rocks of this type on the United States side of the border. The most productive mine in a greenstone belt in the U.S. part of the Lake Superior district is the Ropes gold mine, Marquette County, Michigan, which produced \$605,000 worth of gold between 1880 and 1897.

There are not enough data available to accurately assess the resource potential of the greenstone belt in the proposed park; more sampling and exploration are needed before this can be done. The data at hand indicate that there is a possibility that ore deposits exist in this area; how great this possibility might be is unknown.

According to the map (plate 1) with the report, a narrow strip along the northern shore of Neil Point is underlain by greenstone. The possibility of the occurrence of ore deposits here would probably be the same as that for the remainder of the greenstone belt.

ARTHUR A. BAKER,
Acting Director.

Senator HANSEN. What about game populations in this area?

Mr. HARTZOG. There are game populations here. There is a deer herd, particularly.

Senator HANSEN. Is it hunted in the area?

Mr. HARTZOG. Yes, sir; it is.

Senator HANSEN. Do you know what the take is, would you have any idea of what the annual take is?

Mr. HARTZOG. Yes, sir. I have the population estimate as of 1968, which estimates that the white-tailed deer population is 1,500 to 2,500 which is an average of 10 to 15 per square mile.

Senator HANSEN. 1,500 to 2,500?

Mr. HARTZOG. 1,500 to 2,500; yes, sir. The black bear is common without any estimate of how many, and there are about six moose in the area, and the hunter kill in 1968 for white-tailed deer involved 826 hunters, 2,137 man days of hunting, with a kill of 283, and on black bear there are no figures, and on moose there were no hunters, no hunter days and no kill in 1968. I will be pleased to insert that compilation in the record.

Senator BIBLE. Without objection, so ordered.

(Estimate follows:)

BIG GAME

KABETOGAMA PENINSULA

Population estimate—1968

White-tailed Deer—1,500–2,500 (10–15 per square mile); black bear, common; Moose, about 6.

Hunter kill, 1968.—(Figure incomplete since some hunters failed to stop at checking stations and not all access areas could be covered.)

| | Hunters ¹ | Man-days | Kill |
|-------------------------------|----------------------|----------|------|
| White-tailed deer..... | 826 | 2,137 | 283 |
| Black Bear ² | | | |
| Moose..... | None | None | None |

¹ 1968 state estimate from 195 deer report cards. 20 percent of hunters are from St. Louis and Koochiching Counties; 80 percent lived elsewhere.

² No figures.

Source: Data from "An Appraisal of the Fish and Wildlife Resources of the Proposed Voyageurs National Park;" BSWF and Minnesota Department of Conservation, March 1969.

Senator HANSEN. In your opinion, Mr. Hartzog, is there need for efforts to sustain ecological balance between the deer herds and the forage available to them in this area?

Mr. HARTZOG. There very definitely is, Senator, and as you know from your mutual experiences in Wyoming over the last 6 or 8 years, we have learned a great deal, and as a result of that we have changed substantially our resource management policy in the National Park Service under the guidance of a committee of distinguished scientists the chairman of which is Dr. Stark Leopold of the University of California. We do now have management programs for the resources in the national park system.

Senator HANSEN. What would be the technique used in order to keep game populations within the ability of the resource to perpetuate them if this area were to become a national park?

Mr. HARTZOG. The wildlife national program, particularly for ungulates is that, first, we favor natural predation; in other words, if you achieve a natural balance such as we have apparently been able to achieve—

Senator HANSEN. The bear would be a factor in keeping this ecological balance.

Mr. HARTZOG. Sir?

Senator HANSEN. You say you favor predation. I suppose you refer to the presence of the bear as one of the ways of keeping it.

Mr. HARTZOG. No; the example I was going to use where this part of the program works at Isle Royale where for many years Dr. Durwood Allen of Purdue University has been studying that moose herd and wolfpack and apparently we have been able to achieve an equilibrium and there is no necessity for reducing because the wolf is acting as a natural control.

Where the natural control does not exist the second step in the program is their removal under controlled management reduction programs and for that—I am sorry, the second one is trapping, we trap them.

Senator HANSEN. Live trapping?

Mr. HARTZOG. Live trapping as we do in Yellowstone. That is the second aspect and, as a result of that, as you know, in that Yellowstone elk herd we have restocked ranges in most of the States and some 10 or 15 foreign countries.

The third element is to reduce them in a management program, and for that purpose our policies now provide that we will use private citizens, deputized as park rangers, which was the program pioneered by the Congress in the management of the Grand Teton National Park back in the 1950's. We have adopted that policy administratively nationwide where we have to engage in direct reduction programs in the national parks.

Of course, we don't have this issue arise in areas that fall within the national recreation area category because there hunting is permitted in accordance with applicable State law.

Senator HANSEN. Have you had complaints or protests lodged as to the type of deputized ranger reduction efforts such as you have spoken of in the Grand Teton area this year?

Mr. HARTZOG. Maybe there have been some. Does your question indicate that you have gotten some?

Senator HANSEN. Well, I just heard some comment when I was out there in that area.

Mr. HARTZOG. I see.

Senator HANSEN. A great number of protests apparently were being lodged.

Mr. HARTZOG. It hasn't come to my attention, Senator. I thought that we had it on a pretty good basis there with the State, I know it has been working very effectively, though.

Senator HANSEN. I happen to think it is a defensible way of keeping the herds in balance but I was wondering what your experience has been.

Mr. HARTZOG. Well, mine has been very, very happy with the program, and we initiated it in Hawaii Volcanoes National Park in Hawaii this year. With respect to the goats, and there was some misunderstanding on the part of the Wildlife Federation, I went over and I met with their officers and we pretty much laid their concerns to rest and when I left they told me they were happy. I don't know how long they are going to stay happy but they were happy when I left.

Senator HANSEN. Your recommendation would be, I take it, from your testimony that management techniques should be the hunter type of reduction such as was incorporated in the bill establishing extensions to Grand Teton National Park?

Mr. HARTZOG. My recommendation, Senator, is that we have the House-passed language alone which prohibits public recreational hunting, and that in the management program if reductions become necessary that we carry them out in accordance with our administrative policy which is adaptation of the procedure that we followed in Grand Teton, that is live trapping—

Senator HANSEN. If I recall I thought Grand Teton required some specific legislation and that—

Mr. HARTZOG. Well, it did, because at that particular time the Department and the administration would not recede on this issue of letting citizens participate at all. So the Congress in its wisdom didn't accept the administration's recommendation and provided instead that if in the—well, I have got the booklet here, but what it generally says is if in the opinion of the Secretary, reduction programs are necessary that they will be carried out with deputized park rangers who must have Wyoming State hunting licenses, and that each year to implement this we will confer with the State and, as you know, we have had a biologist there in Yellowstone and in Grand Teton for many years, working with the Wyoming State Fish and Game people on agreeing what number of takes should be made and areas from which they are to be taken, and so forth.

Senator HANSEN. The basis of this Grand Teton law, I take it, is that you could employ this same technique despite a prohibition in the bill against public hunting, you could employ the same technique that we used in Wyoming in order to accomplish a reduction in game populations that have grown too large?

Mr. HARTZOG. That is right, because you see there are deputized park rangers and as such they are technically employees of the Federal Government.

Senator HANSEN. Yes.

Mr. HARTZOG. And this meets the requirement of our International Treaty on Nature Preservation among the Latin American Republics and the United States and Canada.

I would also like the record to show that the Congress specifically did not endorse public recreational hunting in Grand Teton. It provided for this program simply as a management tool if, as, and when the Secretary determined that this kind of management was necessary. The Congress has never repudiated the principle which it adopted back in 1894 of prohibiting public recreational hunting in the national parks.

Senator HANSEN. Yes.

I think you have cleared that up very well as far as I am concerned, Mr. Hartzog.

Let me ask one other question. I understood you to say that you would not object to a continuation of commercial fishing in this area, was that right?

Mr. HARTZOG. That is right.

Senator HANSEN. Am I correct in assuming that the House committee had objected to commercial fishing?

Mr. HARTZOG. Its report on page 7 at the top of the page says that hunting, trapping, and commercial fishing are not to be permitted after the park is established. But that is in the report and it is not in the statute, and that is their guideline.

Senator HANSEN. And your recommendation would be that the committee's recommendation in this respect not be adhered to, and that commercial fishing might be permitted or should be permitted?

Mr. HARTZOG. Depending on the management program necessary to maintain the ecological environment in that area.

Senator HANSEN. What about any Indian claims, are there any Indian claims in this area?

Mr. HARTZOG. I told the House to the best of my knowledge I didn't have any but I am advised——

Senator HANSEN. You mean you haven't made any yourself?

Mr. HARTZOG. Sir? [Laughter.]

I haven't made any myself, but I learned that we got a letter saying that there is a third or fourth generation inheritor who is Indian. We have checked with the Bureau of Indian Affairs and verified that he is in fact an Indian, and he has a piece of allotted land inherited from his grandfather, consisting of about 40 acres right there where Mr. Kawamoto was pointing to on the map. It is allotted land and we had asked the Bureau of Indian Affairs how in heaven's name that happened when there never were any reservations here and apparently at one point in the intricate and difficult legislative and treaty process there was a provision that for a certain limited period of time Indians could select any land from the public domain and have it allotted, and this gentleman's forebearer selected a tract here and it was allotted, so I have got 40 acres of Indian allotted land.

Senator HANSEN. Do you suppose that Indians might have exercised any religious activities in that area?

Mr. HARTZOG. I don't know. [Laughter.]

I know that there are Indian burials here, which we would like to continue——

Senator HANSEN. They likely would conduct some sort of religious ceremony; would they not?

Mr. HARTZOG. Well, the name of the island is Cemetery Island.

Senator HANSEN. You are not implying they would bury them without a religious ceremony; are you?

Mr. HARTZOG. No. No. I am just saying I frankly don't know.

Senator HANSEN. Several alternatives have been suggested for a national park in Minnesota, and I know that the distinguished Senator from Minnesota already has testified as to the length of time that these studies have gone on, but I would like to ask you are there other areas that have been proposed that, in your judgment, might be more suitable than the Kabetogama area; is that how you pronounce it here?

Mr. HARTZOG. Senator, we have heard numbers of additional suggestions, including the one suggested earlier in the hearing, of the Boundary Waters Canoe Area. It is our considered view that this is the area in which there should be a national park.

Senator HANSEN. I have a letter before me that was sent to me by the distinguished Senator from Idaho, because of my being a member of this subcommittee, and his correspondence makes this statement:

The proposal to make a national park of the Kabetogama area west of the Boundary Waters Canoe Area is in its present limits a serious threat to BWCA itself. As outlined in the House bill it would immediately adjoin the BWCA western entrance. The BWCA has only three principal gateways of entry. The eastern limits of the proposed Voyageurs National Park would block and control the western gateway.

This same individual, according to his letter, has given several thousand acres of his land to the Government in this area, and yet he sees some threat to the Boundary Waters Canoe Area if this park was built.

How would you comment on this observation?

Mr. HARTZOG. I don't share his concern, Senator. Technically in the last decade we have been working very closely with the Forest Service in trying to develop joint management programs when our areas are contiguous so that we provide a unified approach to the visitation instead of splintering competitive relationship, and this is what we would do here. So I don't share that concern.

Senator HANSEN. Oftentimes the National Park Service, in considering areas for inclusion within a system, call attention to one or more unique characteristics which support the area to be designated as a national park. In your judgment what would you call attention to with reference to this area as characterizing it for inclusion within the system.

Mr. HARTZOG. Well, I think we have got a statement in the Department's report. I can't find it readily. I will let Mr. Kawamoto respond to the question.

Mr. KAWAMOTO. Thank you, Senator. The area we are concerned with here in the Kabetogama area—

Senator BIBLE. Let me have quiet in the committee room and, in addition, will you speak a little louder, so you can be heard.

Mr. HARTZOG. The peninsula itself, which is a large land mass of 75,000 acres, which is surrounded by water, lends itself most aptly we feel to a management program where we can, in fact, recreate, so to speak, the historic Voyageurs scene. It would be not as intruded upon or affected by the surrounding land mass because of the water itself.

This particular area does have the standpoint of accessibility. It is accessible to the water's edge, the shoreline area.

The other uniqueness we are speaking of is the fact that the west is the Rainy River, but there is the area where, geologically the glaciers scooped out a lake basin, Rainy Lake, which is 350; Kabetogama, Namanakan Lake are the largest ones, and going further east we have smaller lakes which are characteristic of the basin. This is one of the reasons why we think this area is basically different from the areas to the east. This is also the area historically where the three Voyageurs routes came together and funneled to the wells through Rainy Lake.

To go on and read from the departmental report, this is the Minnesota northern border, scene of an epic chapter in our North American history. It is the route of the Voyageurs, as I mentioned, where the three routes along the boundary and from the north came together, and an area shaped by continental glacier glaciation, a very, very long lake, so you might say geologically it all is the same. Obviously there was a difference in geology there for the lake to be scooped out in that fashion.

Senator HANSEN. Would it be your recommendation, Mr. Hartzog, that the National Park Service might impose a moratorium on timber harvesting prior to park establishment?

Mr. HARTZOG. We haven't proposed that, Senator, and I wouldn't want to recommend that now.

Senator HANSEN. Would you not recommend it?

Mr. HARTZOG. No.

Senator HANSEN. I just think those are all the questions I have, Mr. Chairman.

Senator BIBLE. Thank you.

There is one question that I neglected to ask and I should have. You have listed among the lands to be acquired 2,855 acres that belong to the county. Now, what will the county's disposition be if this park goes forward; they donate it and what assurance do you have that they will donate it?

Mr. HARTZOG. We have no commitment from the county.

Senator BIBLE. You have no commitment from the county.

I am a great believer when you create national parks which obviously have the most benefit to the State involved, and that is the State of Minnesota, both the State and the county should have a very firm position on that it should be a condition precedent to whatever we create and I hope the representatives of the State of Minnesota would take positive steps in that direction because I think if the project is to go forward that we must have firm agreements on available properties, either State or county.

We have dealt with these parks for many years and we have found the cooperation of both States and counties very good, but we would ask the elected representatives of the State of Minnesota, Senator Mondale, and Senator McCarthy, as well as Congressman Blatnik and others to follow through on this.

Now, I think those are all the questions I have, Mr. Hartzog.

Senator HANSEN. Mr. Chairman, if I could, and I apologize to you, I have a letter before me addressed to the chairman of the full committee, our colleague; the distinguished Senator from the State of Washington, from the Department of Agriculture dated June 8, and

the fourth paragraph of that letter begins and I would like to ask that it be made a part of the record, the fourth paragraph—

Senator BIBLE. Without objection. My understanding was there are agricultural representatives in the audience. We plan on hearing from them. I have no objection to your putting it in the record.

Senator HANSEN. This one paragraph reads: "We strongly recommend that S. 1962 be amended to exclude any area within the Superior National Forest from the proposed park. The outdoor recreation resources and values of the national forest lands in this promotion of the Superior National Forest are being fully protected and competently managed."

(The letter referred to is on p. 11.)

Senator BIBLE. I think that brings one of the issues right in focus. In other words, if I understand the problem correctly, and I think I do, the original Park Service proposal excluded the Crane Lake area within the Superior National Forest. The House of Representatives, in their wisdom, put it in and now we are confronted with the problem, do you put it in or leave it out, and I am sure that is one of the points we must consider and wrestle with as we move along. I am glad you elaborated on this subject, because that is one of the questions we will be called upon to resolve.

Thank you very much for your usual very fine presentation, Mr. Director.

I want to announce my program ahead. It is my intention to run until about 12:20 or 12:30, I am going to give top priority to those witnesses from outside of Washington. I cannot meet this afternoon, so we will recess until Monday morning at 10 o'clock if we don't complete this rather awesome list of remaining witnesses. We will hear after we have heard from Congressman Blatnik, who is here now, from all of the people of Minnesota, and I think I have a correct list. That will be Thomas Newcome, Elmer Andersen, Hon. A. T. Banen, and Sig Olson, George Amidon, Ed Brigham, Richard Thorpe, David Zentner, and Alvin Hall. Are there others? I also have Fred E. Stout from Duluth. Have I read the complete list of people from Minnesota?

Are there any of you in the audience whose name I have not called, I wish you would raise your hand.

I intend to recess as close to 12:30 as I can and then we will come back in next Monday morning for the purpose of clearing up all the witnesses who are from Washington. These include Dan Poole, Jim Turnbull, George Alderson, Colonel Dawley, and Louis Clapper; Kenneth Pomeroy, all of whom are in the Washington area and can reach the hearing room without any difficulty.

So Congressman Blatnik, I will be very happy to hear from you.

Senator MONDALE. I wanted the record to show that this proposal for a Voyageurs National Park is where it is because of the leadership of John Blatnik more than any other. He represents this district and he knows it better than anybody. He has lived all of the facts and controversies affecting it, and he leads it toward its creation and its adoption in the House of Representatives and actually it ought to be called the Blatnik National Park.

Senator BIBLE. We can name one of the lakes, you have plenty of them, after John Blatnik who is an old friend. Your full statement will be in the record.

STATEMENT OF HON. JOHN A. BLATNIK, A U.S. REPRESENTATIVE
IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. BLATNIK. Mr. Chairman, I will make a few summary remarks, and I will ask, with unanimous consent, my statement appear in the proper place in the printed proceedings of the hearings.

Senator BIBLE. That will be done.

Mr. BLATNIK. At the outset, Mr. Chairman, may I thank you and the members of this distinguished committee for this special effort that I am personally well aware of that you accommodated for us and for what we think is a project of certainly great importance to the immediate area, to the entire State, and to the Nation.

We know what the busy schedules are of your and our side trying to meet adjournment before it ends the year, and we thank you most sincerely.

Very briefly, Mr. Chairman, we have had discussions on the pros and cons of this proposition and understandably so as most of these projects, whether it be national forests or parks, there is a great deal of controversy, differences of opinion, and a lot of emotionalism wrapped around it.

We tried to strip away as much emotionalism as possible. We have discussed this park for about 10 years, particularly in the last 4 or 5, almost 6 years very earnestly. We have tried to bring in those who had differences of opinion and in many instances there was great validity to their differences of opinion and at no time have we tried to ridicule or at any time discredit the integrity of those who have a very legitimate case and whose viewpoint is different.

We have had meetings back in that area, there has been opportunity for every conceivable question about the park to be asked, and the Park Service has done splendidly over the years to respond thoroughly and more precisely as the project shaped up and evolved, and you have heard, of course, the presentation by Mr. Hartzog, who has been simply splendid in the whole operation.

So in the past 10 and especially the last 6 years we have tried our best to come up with the best conceivable proposition, that would be the best possible, and the fairest proposal which would take into consideration as much as was humanely possible to minimize adverse effects on individuals or groups, whether they be private citizens, resort owners or the industry, all having a legitimate interest there and trying to minimize to the greatest extent these adverse effects on cabin owners, resorts and businesses dependent on the park area for their livelihood. The paper products industry has been most fair in presenting its point of view.

And yet, of course, we had to meet the criteria to qualify for a national park.

Over and over and over again over the years, regardless of who looked at the park, regardless of who was Secretary of Interior, regardless of those who are familiar with the need for preserving these unusual areas, the feeling was unanimous that this does qualify and meet the criteria for a national park.

Without question the proposal, as spelled out in the version which is sponsored by the entire membership of the House and both Senators in this body, without question, in my opinion, this proposal presented

to you this morning will bring the most good to the largest number of people over the longest period of time. It will, of course, be of economical benefit, as I mentioned, but above all it is in the national interests.

The Nation stands committed to the preservation of the last outposts of natural beauty. We have it here and I feel we would fail seriously as an entire Nation if we do not act now to protect the scenic beauty of this water-oriented area which also has a very significant and interesting historical background that clearly rivals that of the Pilgrim Fathers, whom we celebrated their contribution just a few weeks ago in the latter part of November.

In short, the people of Minnesota widely support it and you will hear from them in the next few minutes.

The House passed it unanimously and the entire committee which has seen areas all over the United States, so I strongly urge the adoption of this proposal.

Just two small supplementary footnotes, yet important. The House committee on their short notice, and we can see and understand their point of view, added a cutoff date for any new construction after January 1 of 1969. It is almost two years ago. We had hoped that the cutoff date wouldn't be in effect until the park was actually, not completed, but the authorization was completed, to give these people a chance. Many of these proposals have been in the discussion state for years. "Well, they have been talking about a park, but we don't really think it will come for a long time, at least not in the immediate future," so in good faith a few of the folks did go ahead and get leases to start building. I think we only have six such new housing permits now, and I do urge that these people be allowed to retain and use their property for the period of years provided for in the bill or to sell it to the Park Service at fair market value.

A second point, and I strongly concur with the recommendations of Mr. Hartzog, that we do have a fisheries management program which will allow recreational and commercial fishing which is on a very limited scale. Yet, it is historic in part of that area and on a very limited scale that this be carried on under a joint federal and state program with full cooperation and consultation by the Department of Interior, and the State of Minnesota.

Mr. Chairman, this concludes my formal statement.

(Congressman Blatnik's prepared statement follows:)

STATEMENT OF HON. JOHN A. BLATNIK, A U. S. REPRESENTATIVE
FROM THE STATE OF MINNESOTA

Mr. Chairman, the Voyageurs National Park bill comes before you today with an enormous momentum behind it. Last month, the House Committee and shortly after that the House itself approved the bill unanimously. We have the combined support of the political parties in Minnesota, of both the incumbent Governor and the Governor-elect, of well over 1,000 civic and community organizations in every county of Minnesota, and strong public sentiment both in our state and throughout the country. I am confident that this morning the merits of the Voyageurs National Park bill will win your unqualified approval.

The proposal which we are considering today sets aside some 344 square miles of forests, lakes and waterways, including Kabetogama Peninsula, Kabetogama Lake, portions of Rainy, Namakan, and Sand Point Lakes, and part of the Crane Lake Recreation Area north of Crane Lake.

There has been full and thorough public discussion of the Park proposal by representatives of the National Park Service at meetings called by them, by the State of Minnesota, county and local governing bodies and by numerous private organizations. There has been opportunity for every conceivable question about the Park to be asked and the Park Service has done its best to respond thoroughly and provide the fullest information available on its plans for Park development as well as the impact the Park will have on the economy and ecology of Northern Minnesota.

We have worked hard for the best possible and fairest proposal which would respond to local needs and wishes and minimize adverse effects on cabin owners, resorts, and other businesses dependent on the park area for their livelihood and the wood and paper product industry, which would be affected most.

Every effort has been made to assure fair treatment of those people living and working in the area. In the long run, this park can and I believe it will bring the most good to the largest number of people. It will be of significant economic benefit to the immediate area, as well as to all of northeastern Minnesota, the rest of the State, and will certainly be in the national interest.

What has this Park to offer the nation and the State? It has lakes and forests packed with the tradition and history of the Voyageur, the true hero of Minnesota's early history, and the pioneers of the Northwest country. It has some of the oldest and some of the most modern geological phenomena in the United States—2½-billion-year-old sedimentary rock, and 10,000-year-old glacial lakes and moraines. It has fir, spruce, pine, and birch forests, populated by moose, deer, black bear, wolves, beaver, and shot through with streams teeming with northern pike, trout, bass and walleyes. Throughout, it is among the most beautiful natural areas in the United States. Truly, Mr. Chairman, it deserves the recognition and the protection of national park status.

In addition to its natural beauty, the Park will provide full, year-round recreational facilities. Water sports and camping will be at their peak in the summer months, with full facilities for swimming, motor boating, canoeing, camping, and h.king.

Modern technology and man's need for nature have put an end to "seasonal" recreation. The recent boom in snowmobiling in Northeastern Minnesota—there are more than 100,000 in the State now—as well as the growing popularity of snowshoeing and cross-country skiing, assure that winter in Voyageurs will be as busy as the warmer months of the year.

Under the planning and care of the National Park Service, the area will be developed to assure adequate access by car, boat or seaplane, and will offer picnic and camping areas, marinas, visitor centers and resort facilities, hiking trails, as well as wilderness for the most demanding outdoors purist.

The Park Service had assured me that the environment, too, will be planned for, cared for, and preserved. With your permission, I would like to quote from a report I received from the National Park Service on this subject.

"Sanitation on land areas where contamination could occur can be handled by having prefabricated tank toilets which are regularly pumped out. This system is already in use and is proving highly satisfactory in some of our river areas. Boat owners would be required to have sanitary containers which can be emptied in dumping stations provided in a manner similar to those used by campers and trailers throughout the country. Antipollution laws now in effect, and more stringent ones which will surely follow, should drastically curtail pollution in all waters, whether controlled by states or the Federal Government. The National Park Service is prepared to enforce these laws and park regulations pertaining to pollution."

The advantages of Voyageurs National Park lie not only in its natural resources and unique recreational offerings. Both of these will combine to bring considerable economic benefits to the area and the State as a whole—once the Park reaches full operation.

The latest projection, based on the experience of the National Park Service with other parks, predicts an annual revenue of some \$41,000,000 in the State by its fifth year of operation, of which \$29 million will be spent in the Park area and \$12 million in transit. This income will be a vital contribution to an area which has long been economically deprived, and eligible for the full gamut of Federal financial aid programs.

THE BILL

Mr. Chairman, these are the prospects opened by Voyageurs National Park to Northeastern Minnesota, the entire State, and the nation as well: preservation

of a unique land and water resource; ample year-round recreation for an increasingly urbanized America; a thrilling page of our Nation's history revived, and economic benefit to our citizens.

Let me now turn to the legislation itself.

THE AREA: WATER ORIENTED

The Voyageurs most valued the western Great Lakes area for its connecting bodies of water and we have tried in this bill to keep these waters—each flowing into the next and making up an integral unit—the legendary Highway of the Voyageurs—as the focal point of the Park.

There are about 140 thousand acres of land included, and over 80 thousand acres of water, about two-fifths of the area. This includes the Crane Lake Recreation Area, presently administered by the U.S. Forest Service as a part of the Superior National Forest, but included by the House Committee within the Park boundaries, to provide the greatest possible scenic variety and access to the Park.

The Kabetogama Peninsula and the Crane Lake Area are united by continuous and contiguous waters, and are an integrated ecological unit. The entire area offers the visitor a panorama of changing landscapes, from the rocky glacial coasts of the Kabetogama to the pine forests of Crane Lake. The experience of the traveler through the area parallels the experience of the Voyageur—full of change, full of adventure, and full of the ever-changing beauty of the northlands. The addition of the Crane Lake Recreation Area crowns the Voyageurs Park with an indispensable link in the historic route of the Voyageurs.

The accent on water throughout the Park is emphasized by provisions in the bill for use of all types of watercraft, houseboats, cabin cruisers and seaplanes.

PROPERTY RIGHTS

We have attempted in this legislation and throughout the hearing process to retain as many of the rights of property and lease holders as possible.

Private property owners will retain their rights of use for life or for twenty-five years, whichever is greater. Lessees of State-owned property will retain their improved property for ten years after the date of enactment. The cut-off date for beginning improvements on leased property has been amended to January 1, 1969.

This is a difference of a year or more from the date proposed in the original bill, and a small number of people in the Voyageurs Area applied for construction permits after the amended date had passed. I am confident that the Park Service will treat these few individuals equitably, allowing them to retain and use their property for a period of years, or to sell their remaining rights in their property to the Park Service at fair market value.

The House-passed bill provides for direct payment by the Secretary to a commercial timber property owner who has exchanged his land with the State for similar timber lands outside the Park boundaries. The payment will be the fair market value of the difference between the value of the property as timber land and its recreational value.

HARDSHIP PROVISION

To encourage the Secretary to move ahead on acquisition of private property and to preclude any hardship caused by falling price over a long period of delay, we have included a provision which would require the Secretary to take such hardship into account in arriving at a purchase price for the property. We have also authorized the Secretary to acquire and dispose of property outside the Park in order to avoid severance costs to the Government and hardship to property owners.

CONCESSIONS

The bill further authorizes the Secretary to enter into concession contracts with former owners of commercial, recreational, or resort properties within the Park.

DONATION OF STATE LANDS

The amended bill contains clear requirements that the Park will be established only when State and other publicly-held lands within the Park have been acquired by donation. This provision was included to conform the Voyageurs Park bill with

long-standing Congressional policy which requires that all public lands within a designated park area be donated to the Department of the Interior.

FISHING PROVISIONS

The House-passed bill contains a provision which restricts the Secretary's authority to deal with fishing.

It was and still is my hope that a fishing management program can be worked out to allow both recreational and commercial fishing under a joint Federal-State program in which the Department will cooperate and consult fully with the State of Minnesota.

A special provision has been included in the bill for the muskellunge hatchery on Shoepac Lake, as the State's chief source of muskie eggs.

ACCESS

The bill assures adequate access to the Park by authorizing the Secretary of the Interior to construct such roads as are needed to allow easy access to public facilities. The intention of this provision is not to serve private facilities, but to assure that there will be connections within the Park to State roads outside the boundaries.

WILDERNESS STUDY

The amended bill contains a provision customary in recent National Park legislation requiring a study of the area to determine whether any part of it is suitable for use and development as a wilderness.

CONCLUSION

After all the technicalities of this legislation have been considered, the thought I want to leave with you is this: This area *should be* a National Park. It is too grand, too beautiful, too valuable as a natural resource to let it fall to commercial exploitation. The only question is *when*. I believe that now is the time for the authorization of this Park.

I am confident that after the members of this Committee have considered the studies, heard the testimony by proponents and opponents, and seen the pictures of the area, that they will see the wisdom of adding this historic link in our country's progress westward to our proud array of National Parks, and make Voyageurs National Park the thirty sixth National Park in the United States.

Senator BIBLE. It is a very fine statement, Congressman Blatnik, and I have watched over the years, the splendid work that you do in the Congress of the United States. I have long been an admirer of your work in your various assignments on the House side.

I have only one question since it has been raised, and since you really are kind of the father of this Voyageurs National Park. How do you respond to the Department of Agriculture's reaction to your addition of the Crane Lake area?

Mr. BLATNIK. Very simply. If you will just look at the map and try to visualize it as it is clearly pictured. The peninsula in the center is completely surrounded by water, and is one entity. The characteristics are simple, and it should be treated as a park. It all qualifies for a park.

It just doesn't make sense from the administrative point of view to take one little section to the right, the sort of tan color, and call that—that is the arbitrary line with the black boundary, if I may walk over here. To have a west Kabetogama and an east Kabetogama, here you are in the park and here you are in the recreation area, you can never tell the difference. It is like walking through East Berlin or West Berlin, there you can tell the difference, of course, or like walking through—well, for example, you don't know whether you are in Canada or the United States here, this is a continuous body of water.

To arbitrarily have a bisection here just wouldn't make any sense. This tiny little bit of an area to be handled by one Cabinet member under the Department of Agriculture and the rest of this be handled by another Cabinet officer in Interior you would have two different high-level requests for appropriations and management and it just is managerial unwise.

Senator BIBLE. It should be under one unit, under one head?

Mr. BLATNIK. If it be the Agriculture head, I would just as soon see them handle the entire recreation area, if it is a park let the Interior handle it.

Senator BIBLE. I am familiar with this, what bureaucratic rivalry that exists between the Department of Agriculture and Interior, it has come up many times in the past, as the former Secretary of Agriculture knows extremely well. We had it in the Redwoods, we certainly had it in the Northern Cascades and we have had it elsewhere, and I would think the Secretary of Agriculture and the Secretary of the Interior, whoever he may be, at least would be on speaking terms, and might be willing to shake hands and sit down and kind of resolve differences. After all, we all work for the same government.

So I just wanted to get your viewpoint on that one problem.

The second question that I will ask of you would be what do you envision the attitude of the county involved, is this the county which you represent?

Mr. BLATNIK. Yes, St. Louis County and Koochiching are two of the counties involved in landholdings and if I may look quickly, and I am subject to correction, we will have the precise figures available for the committee in the record.

Senator BIBLE. The figure we have is 2,855 in county ownership and my only question is what will be their attitude, if you know, and it is pretty hard to speak for somebody else, I recognize that, but what is their attitude about donating this for free to the U.S. Government for a Voyageurs National Park.

Mr. BLATNIK. I have to check, I believe the Koochiching County has not gone forward, they have notified formally on the contribution of their land which would be, and St. Louis—I think, about 2 percent of the total park area would be Koochiching County lands, approximately, and I hope I may reserve the right to correct the record and double check.

Senator BIBLE. Certainly.

Mr. BLATNIK. St. Louis County which is the third largest county in the United States; the total of acres would be about a thousand one hundred or about 1 percent of the total acreage. The land involved is small and how much of that is tax delinquent I don't know offhand, but I will check that and give you the precise figures and have both counties speak for themselves as to what their attitude would be.

Senator BIBLE. If that is not available for the morning record, as I say, we will go over to Monday because we can't finish today, I wish we could get something from the, I suppose—are there going to be new county commissioners, I don't know whether there are or not. There are changes in government on every level, and whoever speaks with the most authority I wish they would kind of indicate are they willing to donate this for free. That is my only question. I have no further questions.

(The information referred to above was not received in time to be included in the record.)

The Senator from New Mexico.

Senator ANDERSON. You stole my speech, Senator. I want to say, I have seen Mr. Blatnik a good many times and I know of the work he has done and I think he is one of the strongest supporters in this. I want to congratulate him on his whole attitude in speaking on this.

Mr. BLATNIK. I really appreciate that, Senator. Having worked with him I have learned a great deal and he has been my mentor and I appreciate the words coming from you, Senator Anderson.

Senator BIBLE. This might be kind of a happy time to recess.

The Senator from Wyoming.

Senator HANSEN. I have no questions, Mr. Chairman. Thank you for your appearance.

Senator BIBLE. John, you came out pretty well this morning.

Mr. BLATNIK. Thank you.

Senator BIBLE. You are welcome again to join us here at the committee table for the balance of the witnesses we will hear for the next 40 minutes.

Our next witness is Mr. Elmer Andersen, president of the Voyageurs National Park Association.

I am sorry, I skipped one witness and I did so unintentionally. Our next witness is Thomas Newcome, Representative of the Minnesota Resources Commission.

STATEMENT OF THOMAS NEWCOME, REPRESENTATIVE OF THE MINNESOTA RESOURCES COMMISSION

Mr. NEWCOME. Mr. Chairman, and members of the subcommittee, I am chairman of the Minnesota Resources Commission which is a legislative group composed of seven members of the house and seven members of the senate of the Minnesota Legislature.

In the 1969 legislative session both the house and the senate passed concurrent resolutions charging the Resources Commission to undertake a study regarding the problems that might arise if the Congress established a Voyageurs National Park.

We certainly are hopeful that the Senate will act favorably on this bill and that a Voyageurs Park will become a reality, and anticipating this we have commenced our study quite sometime ago.

The commission has organized its files in anticipation of specific information requests from the standing committees of both the House and the Senate. In addition the commission has started a research study attempting to identify for the legislative the State's responsibilities regarding highway construction, recreational facilities, land exchange, donation of lands and so forth.

It is important to note that the proposed Voyageurs study by the commission will attempt to project the influence of a national park on the long-range recreational plan of the State for northeast Minnesota. Federal funding for a portion of this study is expected to be announced very shortly.

In anticipation of the approval of the Voyageurs National Park by the Congress the Minnesota Resources Commission has directed its staff to prepare specific legislation related to State owned and tax

forfeited lands within the boundaries of the proposed park for consideration by the legislature at the next session which commences in January of 1971.

You may have some questions on specific procedures. I am just paraphrasing my written statement and ask that it be included in the record in its entirety.

Senator BIBLE. Without objection that will be done.
(Mr. Newcome's prepared statement follows:)

STATEMENT OF REPRESENTATIVE THOMAS W. NEWCOME,
CHAIRMAN, MINNESOTA RESOURCES COMMISSION

The Minnesota Resources Commission is a permanent commission of the Minnesota Legislature consisting of fourteen members, seven selected from the Senate by the Committee on Committees and seven from the House appointed by the Speaker.

The statement which follows was approved for publication on November 20, 1970, by the Minnesota Resources Commission as part of its biennial report to the Legislature.

The following concurrent resolution regarding Voyageurs National Park and the Minnesota Resources Commission was passed by both houses of the 1969 Minnesota Legislature:

Be it further resolved, That at the request of the standing committee of Legislative Administration and Rules of the House of Representatives and the standing committee on Rules and Legislative Expense of the Senate, may request the Natural Resources Commission to undertake a study of the problems related to the establishment of the Voyageurs National Park, including, but not limited to, land exchange, mineral rights, and area highway needs; and if such study is undertaken the requesting committees may reimburse the cost thereof in whole or in part with moneys allocated from the legislative expense funds in the same manner as expenses of studies by standing committees or duly appointed subcommittees thereof are paid.

On July 21, 1969, Representative Aubrey W. Dirlam, House Majority Leader, requested the Minnesota Resources Commission to proceed with its research activity relating to problems that might arise in the State of Minnesota as relates to the establishment of the Voyageurs National Park. Mr. Dirlam pointed out that it is the Rules Committee's hope that whatever information is now available and will be received during the coming interim can be made available to the appropriate standing committees of the House.

On August 27, 1969, Senator Stanley W. Holmquist, Chairman of the Committee on Rules and Legislative Expense, informed the Commission that the Senate Committee had approved a motion asking that the Minnesota Resources Commission proceed with its research activity with reference to the matters having to do with the establishment of the Voyageurs National Park.

As a result of the actions, the Commission has organized its files in anticipation of specific information requests from the standing committees of the House and Senate in relationship to the proposed Voyageurs National Park.

In addition, the Minnesota Resources Commission has started a research study attempting to identify for the Legislature the state's responsibilities for highway construction supporting recreational facilities, land exchange, donation of land, etc., if Congress should create a Voyageurs National Park in Minnesota.¹

It is important to note that the proposed Voyageurs study by the Commission will attempt to project the influence of a national park on the long-range recreational plan of the state for northeast Minnesota. Federal funding for a portion of the study is expected to be announced shortly by the Bureau of Outdoor Recreation of the Department of the Interior from funds provided to the state from the Land and Water Conservation Fund.

The Commission has not formally been requested at this time to make any recommendations regarding the proposed Voyageurs National Park, and unless specifically requested to do so by either of the Rules Committees or the chairman of one of the standing committees, the Commission is not likely to make any recommendations other than to raise questions and to provide necessary background data.

¹ Work program for study attached.

However, in anticipation of the approval of the Voyageurs National Park bill by the United States Congress, the Minnesota Resources Commission has directed its staff to prepare specific legislation related to state owned and tax-forfeited lands within the boundaries of the proposed Voyageurs National Park for consideration by the Legislature if the park is created by Congress.

The legislative steps involved to accomplish federal ownership of state public lands by donation are in part as follows: ²

I. Trust fund lands

Minnesota Constitution, Article 8, Section 4 provides that trust fund (school and swamp) lands may be sold only at "public sale, and in the manner provided by law." The Minnesota Supreme Court has interpreted this provision to include condemnation. Therefore, the necessary steps to be taken to donate both surface and minerals appear to be as follows:

A. Legislation to remove affected lands from Kabetogama State Forest;

B. Legislation directing a state agency to condemn these lands and appropriating money to pay the condemnation commissioners' awards, which would be deposited in the permanent school fund;

C. Legislation directing the state agency to deed the lands over to the federal government after the condemnation is complete. This legislation should provide that a reverter clause be included in the gift deed which would limit the use of the land to a national park;

D. Condemnation and turnover to the federal government by the state agency.

II. Non trust fund land

Existing statutory laws provide generally that state land other than trust fund lands may be sold only if declared surplus and only at public auction. Therefore, legislation is necessary to avoid this procedure.

No appropriation should be necessary to donate these lands. In the absence of any limitation relating to a specific parcel of land, such as gift restrictions, the necessary steps appear to be as follows:

A. Legislation to remove these lands from Kabetogama State Forest;

B. Legislation directing a state agency to deed these lands over to the federal government. A reverter clause as described in I C above, should be included.

C. Turnover of the land, by deed, to the federal government by the state agency.

III. County administered lands

Title to tax-forfeited lands is in the State, in trust for the taxing districts. County governments administer the surface interests. Deeds to the surface interests, when sold by a county, are executed on behalf of the State by the Commissioner of Taxation. The Conservation Department administers and leases the mineral interests. The simplest procedure to donate the surface and minerals appears to be as follows: Legislation could be enacted directing the Commissioner of Taxation and Conservation to deed the surface and mineral interests, respectively, to the federal government. A reverter clause as described in I C, above, should be included. Consideration also should be given to the appropriation of money to compensate the local taxing districts for revenues lost as a result of this gift.

It should also be noted that in anticipation of the land exchange problems related to the proposed Voyageurs National Park, the Legislature, on recommendation of the Resources Commission, appropriated \$50,000 to the Department of Conservation for the preparation of a State Land Exchange Report, which will be made a part of the record for this hearing.

The Commission also expressed some concern regarding lack of information about the mineral potential of the lands within the boundaries of the proposed park and as a result the Legislature made an appropriation to the Minnesota Geological Survey for a study of the geology and mineral potential of the proposed national park. The results of that study have been published and will be provided for the record.

In addition, the Commission has authorized and has under way a two-year study with its own funds on the overall subject of *Payments in Lieu of Taxes*.

² Memorandum to Larry Koll, Special Assistant to the Governor from Philip J. Olfelt, Special Assistant Attorney General, dated July 22, 1970.

NP - Nonparticipating
P - Participating

P-660-1
Project Outline

WORK PROGRAM

A STUDY OF THE EFFECTS OF THE ESTABLISHMENT
OF THE VOYAGEURS NATIONAL PARK AND LIKE HIGH
INTENSITY PARK AREAS ON THE NORTHEAST REGION
OF THE 1968 MINNESOTA OUTDOOR RECREATION PLAN

PURPOSE OF STUDY

At the present time, Congress has been presented with a bill, H.R. 10482, which would establish a national park in the area of Kabetogama Peninsula including shorelines on Kabetogama, Namakan, and Rainy lakes. This action is intended to protect a segment of the northern lake country yet somewhat in its natural state "for the inspiration and enjoyment of present and future generations." In addition, the area represents the historic route of the voyageurs who contributed significantly to the opening of the northwestern United States.

This study is intended to point out the many effects such an established national park would have on state, regional and local recreation-related plans. It will analyse, by using different methods, the short and long-range effects such a park or similar establishment would have on a state and region in which recreation and tourism are so important.

Portions of the following outline are designated participating and nonparticipating. While all portions of the outline are important to the study, some sections (nonparticipating) are deleted from the funding request because it is felt that they are outside the intent of the LAWCON Act. They are included in the outline to show logical continuity and for reference.

SUMMARY

- NP- I. National Park Service, background and policies
- all
of
Section
I
- A. Historical background of the Service
 - 1. Creation
 - 2. Purpose
 - B. Criteria for the selection of park lands
 - 1. Criteria for natural areas
 - 2. Criteria for historic areas
 - 3. Criteria for national recreation areas
 - C. National Park Service policies and practices
 - 1. Land exchange and other acquisition problems in other states in assembling land for a national park
 - a. Northern Cascade National Park - land exchange problems
 - b. Redwood National Park - timber
 - c. Ozark National Park - dams, land exchange, other broad similarities to the Voyageurs
 - (1) How dams are used - recreation, flood control, irrigation, transportation, power
 - (2) Recreation and ecological effects of draw down
 - d. Olympic National Park - long term leases, hunting and fishing regulations

2. Types of land exchanges in general, i.e. non-legal terms
 - a. Land ownership map
3. Procedures involved in land exchange between the National Park Service, U. S. Forest Service, State of Minnesota, county and municipal governments, and private land owners
4. Policy on donation of state government, county government, municipal government, county and municipal governments, and private lands
 - a. History of donation - examples
5. Define National Park Service policies and policy interpretations toward property owners in acquiring and in acquired national parks
 - a. Site the criteria put forth by Bureau of Budget regarding order of acquisition - letter from Bureau of Budget to Interior, September, 1969
 - b. Leases and other financial arrangements made with private land owners. State leasees, concessionaires, i.e. purchase outright, purchase-leaseback, etc. What is State Conservation Department policy on leased land (general)
 - (1) Compare other national park arrangements
 - (2) Compare attitudes of property owners and business owners in other parks as relate to these arrangements
 - (3) Compare attitudes of local governments and state governments toward these arrangements, i.e. leases and financial arrangements, tax loss to any governmental units, etc.
6. National Park Service policy toward vehicles and their use in national parks
 - a. Boats
 - b. Automobiles
 - c. Snowmobiles

- d. Aircraft
- e. Motorcycles
- f. Air cushion vehicles
- g. Hydrofoil watercraft
- h. Other - all terrain vehicles, submersibles
- 7. National Park Service policy on fees
- 8. National Park Service policy on accommodations (overnight, cabins, camping)
 - a. Encourage private camping facilities and development, resources dictate camp use. What about overflow
- 9. Concessionaires - especially liquor
- D. What "machinery" does the National Park Service have for pollution and environmental control. What standards are applied
 - 1. Water quality
 - 2. Natural environment
 - a. Timber cutting
 - b. Insect control
 - c. What will it look like, policy on kind of flora and fauna. What is the role of state conservation and private conservation organizations
 - 3. Shoreland zoning - compare with state zoning regarding setbacks, etc. (visual pollution)
- E. Present status of the park
 - 1. Proposed development and use and priorities
 - 2. Proposed development costs
 - 3. Development schedule
- F. History of the Voyageurs National Park
 - 1. Human history

2. Previous attempts to acquire a national park in Northeast Minnesota
 - a. Copies of bills
3. Hearings related to the present park proposal
 - a. Summary of attitudes of groups and individuals toward park establishment
 - b. Conservation groups and other interested citizen groups attitudes toward "multiple-use" in national parks in particular and in Voyageurs Park in particular vs. single use
- G. Other plans for public lands - present plans

II. PHYSICAL DESCRIPTION

This section will provide a description of the natural resources in the area from what standpoint the area proposed for a park site is unique and how it meets established criteria for a national park and a comparison of proposed standards for such a park with other parks and recreation areas.

At present, the state is studying existing and potential recreation sites to accommodate the needs of the State Outdoor Recreation Plan. The influence of natural resources in meeting national criteria and the evaluation of relative carrying capacity will be important for updating the needs for the plan.

A. Natural resources inventory

- | | |
|----|---|
| NP | 1. Climate |
| NP | 2. Timber supply management, demand - alternate sources to the Kabetogama source |
| NP | a. Compare other national parks with different stages of forest growth and kinds of forest management |
| NP | 3. Geology and mineral resources |
| P | 4. Rivers and lakes - suitability for recreation (active and passive), description |
| P | 5. Wildlife (deer, waterfowl, fish, furbearing animals, insects, etc.) |
| P | a. Impact on commercial fishing and trapping |

- P 6. Changes to wildlife habitat
- P a. Define wildlife changes as forest cover changes from timber harvested area to wilderness area
- NP 7. Soil survey - suitability for recreation
- NP 8. How is the area unique (Voyageurs and Northeast Minnesota)
 - a. Geologically
 - b. Unique natural area
 - c. Other potential park sites
- NP 9. Characteristics which meet the criteria for a national park, state park (Voyageurs)
 - a. National park criteria
 - b. State park criteria - use Minnesota State Recreation Plan definition
- B. Definition of Voyageurs National Park carrying capacity by activity, water and land, and comparison with standards for other parks and recreation areas
 - NP 1. Define Minnesota State standards
 - NP 2. Define federal standards: Forest Service, National Park Service - compare
 - NP 3. Standards set by other states (Iowa, Wisconsin, Michigan, North Dakota, South Dakota, and Nebraska have set forth standards in their recreation plans)
 - P 4. Compare carrying capacity of Voyageurs with the location, size and carrying capacity of other parks and recreational areas in the northeast region and in the north region

III. RECREATIONAL MARKET AREA

Although the 1968 Minnesota Outdoor Recreation Plan took into account the recreation travel patterns of metropolitan and out-of-state tourists, it was unable to predict future changes in such patterns as might be influenced by a major development in one area. This study intends to depict what these changes would be, their impact on other areas of the state. Such data

will be important to properly plan recreational facilities where tourists constitute such a major portion.

- P - all of Section III
- A. Define the area
 - B. Time-distances within the market area, compare willingness to travel data from the state plan with time-distance data
 1. Automobile time-distance
 2. Airplane time-distance
 3. Major routes
 - a. Highways 2, 53 and Canadian freeway
 - b. Point out (map) location of other parks as related to major routes
 - C. General population characteristics of people in the market area with emphasis on "national park oriented" people
 - D. Would the Voyageurs National Park increase or decrease the demand on private and state recreation areas, how much.
 - E. How will the establishment of the Voyageurs National Park affect private recreation facilities in the immediate area, in the northeast region, and the state
 1. What specific facilities, i.e. resort, motel, concessionaires, service, and other recreational needs are required. What changes will be needed to meet the demand (increase or decrease) as a result of the establishment of the Voyageurs National Park, without the park. Check other park areas for their development
- IV. SUMMARY OF EFFECTS ON STATE, REGIONAL, AND LOCAL RECREATION-RELATED RESOURCES WITH AND WITHOUT THE PARK

This element of the study intends to show what changes occur to recreation-related resources where an influence of a new national park is experienced. Case histories of other new existing parks will be used to provide an insight into the public changes as would occur in Minnesota if a new Voyageurs National Park is established. Such changes must be considered for a significant recreation development and should be an important contribution to the state recreation planning effort.

- P A. Changes in the socio-economic characteristics in the vicinity of Voyageurs National Park
- NP 1. Past and present employment and unemployment statistics in the area of the proposed park
- a. Compare with other established national park areas: Northern Cascade, Redwood, Ozark, Olympia, Grand Teton, Cape Hateras because of previous lack of industry which would cloud the economic issues
- P B. Changes in other recreation-related resources following the establishment of other national parks
- P 1. Timber supply and demand in the area, increase in production costs (if any), economic benefit to Minnesota of the timber industry (net benefit)
- P 2. Fishing industry effects, commercial, sport, hunting and trapping
- P 3. Effects on resorts in or near the national park
- a. Compare with other parks, before and after development: Northern Cascade, Redwood, Ozark, Olympia)
- (1) Kinds of development and for what age group, especially evening entertainment
- P C. Effect of building regulation after January, 1969, or 1970-time lag until National Park Service develops Voyageurs National Park

V. ATTITUDE MEASUREMENTS

Attitudes of the people, both those who will utilize a new recreation facility, those who will provide new services because of it, and those affected by it in other ways, will make up the political climate for establishment and future operations of a new major facility. The State Outdoor Recreation Plan will benefit in choosing courses of action if the political aspects are given due consideration.

- NP A. What were the sources of opposition and support for other national park establishments
1. Businesses
2. Leaseholders

3. Others directly affected by national park establishment
- NP B. What are the present sources of opposition and support of a national park - compare with A above
1. What fears justified in the light of experience since the park was established
 2. Were expectations fulfilled

VI. ALTERNATE SITES AND MANAGEMENT GOALS

The relationship of other major recreation areas in the region to a new proposed facility must be considered in forecasting the future needs for the region since any major recreation area establishes a land-use policy over a large area. Other public recreation areas in the vicinity and their land-use management can affect the ultimate success of the new recreation site.

- NP- A. Alternate sites
- all of Section VI
1. Boundary Waters Canoe Area (Lac La Croix)
 2. Grand Portage
 3. Itasca State Park
 4. Crane Lake
- B. Alternate management proposals
1. Multiple use plan for Kabetogama-Rainy Lake area
 2. Joint committee for bi-county management
 3. Private developments
 4. Summary
 - a. Federal ownership
 - b. Multiple use
 - c. County zoning alternatives

VII. GOVERNMENT

Land management of a proposed national park involves controls not only within, but without any defined site. Land-use controls will be explored as will be adequacy of the state legislation and administrative policies as that would afford the protection and management of any such park.

This section will also provide those responsible for state outdoor recreation planning with more factual information on the governmental problems as well as how such a park may serve to fulfill recreational needs of the area. An analysis will be made of the effect of such proposed national park on other future recreational actions such as establishment of wild or scenic rivers, national shoreline or wilderness retreats, etc.

- A. Define present zoning controls within the park and within a 25-mile radius of the park, county, and municipality
 1. Zoning along approach routes
 2. Subdivision regulations
 3. Housing regulations
 4. Commercial zoning
 5. Industrial zoning
 6. Agricultural zoning
 7. Lakeshore zoning
 - a. Lakeshore protection (zoning)
 - (1) Cluster developments with buffers
 - (2) Other zoning requirements for lakeshore protection
 - (3) Should the multi-government approach be taken for the protection of lakeshore including the protection of the north shore of Lake Superior
 - (a) If so, what form should it take
 8. Should the state zone within the 25-mile radius, do they have the legal right to do so
 9. Define the federal plans for zoning controls for the Crane Lake area, if any
 - a. Commercial
 - b. Recreational
 - c. Environmental

d. Residential

e. Utilities

f. Circulation

P B. Guidelines for enforcement

1. To include a necessary buffer zone adjacent to the park boundary as well as all access roads leading to the park to include Highway 53, Highway 11, Gappa Landing Road, Ash River Trail, and Buyke Trail
2. Water level control - Boise Cascade controls it now, who will if the Voyageurs National Park is established, what level of government
 - a. Water level to be maintained

P C. What would be the effect of Interior Secretary Hickel's suggestion to "combine the Voyaguers proposal, the Superior National Forest, the Boundary Waters Canoe Area, and the Quetico area in Canada into an international reality of cooperation, establishment and management of outdoor recreation and natural area preservation"

1. Effect of limited recreation area Voyageurs National Park to Grand Portage

P D. Legislation

1. What specific state legislation regarding parks and recreation specifically EXCLUDES northeast Minnesota. Example: St. Louis County parks excluded
2. What SPECIFIC state legislation regarding parks and recreation pertains to northeast Minnesota ONLY
3. What state-wide legislation applies. Relate to Organic Act, Chapter I, State of Minnesota Statutes

P E. Changes in legislation

1. Land exchange legislation
 - a. Historical sketch - previous land exchanges in the state

- b. Present statutory provisions
- c. Land exchange procedures
- 2. Land exchange problems and jurisdictional control
 - a. Tax forfeited lands, B.L.M. land, vestigial public domain, L.U.P. land, Indian lands
 - b. Title clearance
 - c. Mineral rights
 - d. Exchanges involving trust fund land
 - e. Fragmented ownership
 - f. Overlap of services and inconsistent regulations, example: BWCA has a rule against power boats, people can use powered boats if area is entered across state land
- 3. State leased land - should it be legislative policy to lease state land only until it is needed for public recreation
- NP 4. State and local legislation regarding liquor, which may retard maximum economic development
- P F. Sources of revenue and costs to state and local governments
- P 1. Land costs estimate of value, state lands involved in any transaction with the federal government. U. S. Forest Service lands, public domain lands, trust fund lands
- NP 2. County tax loss from conversion of land from private to public ownership, compared to tax gain (if any) at other national parks. Compare property and sales taxes returned to the local governments (excise taxes)
- P 3. Related public development and service needs related to the Voyageurs National Park area, example: highways, airports, waysides, and recreation facilities, with attendant support facilities and public safety services
 - a. Identify the major transportation corridors and traffic patterns, determine state plans and local for these if the Voyageurs National

Park is established and if it is not. Include campsites

- b. What would be the impact on state, regional, and local recreation facilities if the Voyageurs National Park were established. Define the effects.
 - c. What is the state responsibility for recreational facilities if the Voyageurs National Park is established, what is the state responsibility if the park is not established
- P 4. National Park Service proposed development plans for the Voyageurs National Park, dollars involved, types of development and location. Development timetable
 - P 5. Canadian development plans for highway and recreation in areas adjacent to the northeast region
 - P 6. Summary of the development problems related to national park establishment in other states on the private level and the problems related to provision of services on a state, regional, and local government level related to recreational planning
 - P 7. How were these problems solved
 - P 8. What were the management concerns of the State Conservation and Forestry Departments prior to national park establishment in other states, were these justified in light of experience since the park was established
 - P 9. Examine other related problems in the northeast region, BWCA, North Shore, Superior, Quetico, etc.
 - NP G. Identify funding sources to offset direct governmental costs on the state and county level.
 - P H. The effect on the potential recreational developments in the area of Voyageurs National Park
 - 1. What would be the impact on the Big Fork and Little Fork Wild River System if the Voyageurs National Park were established
 - 2. Public wilderness retreats in state forests and county lands. (Zones of tranquility)

- a. Should they be related to passive water resource use
- b. What form should these retreats take
 - (1) Cluster cabins with hiking trails
 - (2) Campsites with hiking trails
 - (3) Types of lease or sale agreements
- c. How would these retreats relate to the Voyageurs National Park
 - (1) Would this be a conflicting or complimentary use of state lands as related to recreation in the Voyageurs National Park

Mr. NEWCOME. It should also be noted that in anticipation of the land exchange problems related to the park that the Resources Commission appropriated \$50,000 to the Department of Conservation for the preparation of a State land exchange report. They also appropriated money for—regarding the mineral potential of the lands within the boundaries of the proposed park and, as a result, the legislature now has a report by the Minnesota Geological Survey which points up what the problems may be in that regard. A copy of both these reports will be given to your committee this morning and I would also like to have them included in the record.

Senator BIBLE. Without objection that will be the order.

(The reports referred to above are in the committee files.)

Mr. NEWCOME. Mr. Chairman, that is the end of my paraphrasing of my written statement. I certainly would be happy to entertain any questions that you might have.

Senator BIBLE. I only have a few, Representative Newcome. No. 1, are you going to be a representative during the next session?

Mr. NEWCOME. Yes; I was reelected on November 3, so I will be back again.

Senator BIBLE. That is fine. It is always difficult when you are dealing with lameducks and so you are not a lameduck, and that is fine.

How many representatives do you have in the Minnesota Legislature?

Mr. NEWCOME. 135.

Senator BIBLE. 135. And how many Senators; 67?

Mr. NEWCOME. Sixty-seven.

Senator BIBLE. Sixty-seven. I guess that is what they meant when that tie was 33 to 33 and both sides working on that poor man. That 67th man was in a poor position.

What is your feeling as to, and I know you can't speak for that many people, I can't even speak for myself and my wife because we usually come out 50-50—but what is the reasonable expectation as to what the Legislature of the State of Minnesota will do?

Mr. NEWCOME. I would say the vast majority are in favor of the park, and I do not anticipate any problems regarding passage of these bills to implement the park.

Senator BIBLE. I am glad to hear that because I feel very keenly on that subject as I just indicated, and I hope if this does go forward that we do have quick cooperation from the State of Minnesota.

Assuming this was passed into law this session, enacted into law this session, and it is risky business, and you enter into this field at your own personal risk, how long would you hazard a guess that it might take the State of Minnesota to complete its part of the deal?

Mr. NEWCOME. I would anticipate that at the next session, which begins on January 5, 1971, that the next legislation will have been prepared by the Resources Commission staff, and I don't know of anything now that would prevent the passage of that legislation at the next session.

Senator BIBLE. I hope your sessions don't run as long as ours. When will your session be over in 1971?

Mr. NEWCOME. Our session runs 120 days and we stop in the middle of a sentence on the 120th day.

Senator BIBLE. You do. You show more good commonsense than we do.

But you don't turn back the clock.

Mr. NEWCOME. We occasionally cover it but that is for very limited periods of time.

Senator BIBLE. Well, that is splendid, you are to be admired. I always knew you Minnesotans had your own way. I found that out 33 years ago when I married my wife. [Laughter.]

Senator BIBLE. The Senator from Wyoming.

Senator HANSEN. No questions, Mr. Chairman.

Senator BIBLE. Thank you very much. We are delighted to have you this morning.

Mr. NEWCOME. Thank you.

Senator BIBLE. The next witness, and I am very happy to have my distinguished colleague, Senator Mondale, handle this introduction.

Senator MONDALE. I just wanted to personally introduce Governor Andersen, our next witness. Along with Congressman Blatnik, he has provided the leadership over this past decade, first as Governor of the State of Minnesota when he worked so hard for this proposal, and since that time he has been working diligently and creatively and courageously for this proposal. And, along with John Blatnik, I think, must share an enormous share of the credit for a great and selfless public-spirited effort on his part.

Senator BIBLE. Governor, we are delighted to have you with us.

STATEMENT OF ELMER ANDERSEN, PRESIDENT, VOYAGEURS NATIONAL PARK ASSOCIATION

Mr. ANDERSEN. Thank you very much, Mr. Chairman and members of the Committee. I might ask, if I may, first of all, if the text of my statement could be incorporated in the record so I might just make informal reference to it.

Senator BIBLE. You certainly can and it will be incorporated in the record.

Mr. ANDERSEN. Also, I have a statement from the hardworking executive of the Voyageurs Park Association, Mrs. Shemesh; a statement from Eric Kendall, executive editor of the Voyageurs National Park Association, and one or two others including that from Lloyd Brandt, who is manager of the Legislative Department of the Greater Minneapolis Chamber of Commerce, all of whom would have liked to address the committee but are deferring, but would like to have their statements put in the record.

Senator BIBLE. Without objection each of them will be made a part of the record in full as if given in person.

Mr. ANDERSEN. Thank you.

If I may, Mr. Chairman, could I pay tribute to Senator Mondale and the work he has done on this matter, and also particularly as I am sure Senator Mondale would also, and has, to Representative John Blatnik and which already has been said, without his leadership we wouldn't be here today at all, and we greatly appreciate it.

It has been one of the joys of this project that it has gathered more support in quantity and more support representatively than any proj-

ect that has been before the State of Minnesota in anybody's memory. Every Governor since 1891 has supported it.

Currently the newly elected Governor heartfeltdly supports it, as he did during his campaign for election. Both U.S. Senators, all of our Congressmen, both political parties and some 1,400 organizations of the State have passed official resolutions.

Senator BIBLE. This has been kicking around since 1891, this proposal.

Mr. ANDERSEN. Yes, the legislative session of 1891 passed a resolution memorializing the Congress to establish a national park in Minnesota, and there have been other proposals since then. Most recently, this most specific, originated in 1962 when Conrad Wirth came out to Minnesota and, as a result of that visit, set up the task forces that have led to the departmental reports and the recommendations that you have been hearing from Mr. Hartzog.

Senator BIBLE. If you have been working on this for 80 years, it looks as if we ought to start making a little headway on it. So you go right ahead.

Mr. ANDERSEN. Thank you very much.

I would like to pay tribute also to the high professional dedication of Mr. Hartzog and the people of the National Park Service. In fact, everyone who has been connected with this has constantly referred to the interest of the individual members of the Congress, as again demonstrated here this morning where the Chairman, the Members of the Senate show not only great interest, but great awareness of the situation and everything regarding it. All of this we appreciate.

Then I will informally quickly just make a few points that need to be emphasized. In the first place, this park could be established with the minimum dislocation to people. Some, of course, but a minimum, and here again Representative Blatnik has just done a tremendous job of accommodating such controversy as did exist, and has accommodated such objections as did exist in a very splendid way.

There is no school district, for example, in the entire area proposed to be included in this new national park.

Reference has been made to its accessibility. With air travel this park could be available within 2 hours of all the people in the Chicago area. There is 1-hour flight service to the Twin Cities, 1 hour from the Twin Cities to upper Minnesota, and less than 2 hours direct from Chicago. I think it is really very accessible. One of its desirable features would be its accessibility to large numbers of people in the Middle West who now have to travel further distances to reach a national park.

I think it can be established today at far less expenditure than it can in years to come.

I think the Chairman, maybe due to his family relationship, has been up in this area and no one can visit it without being tremendously impressed with how nearly like it must have been hundreds of years ago and still is, and there aren't many such opportunities left in our Nation. So we have the opportunity to do a very great thing and, as our distinguished Senator, Senator Mondale, so eloquently said, I think anyone connected with this project could rest on it as a worthy reward for whatever public service may have been expended in bringing it about.

We thank you, Mr. Chairman, for the time you are giving to the project.

The evidence has been brought out in reference to the legislative position of the country of St. Louis, maybe this thing might be said.

The procedure in Minnesota on country-owned lands that are to be transferred to the Federal Government is to transfer them first to the State, and this is the process that goes on all the time between the State of Minnesota and the Federal Government. We have been the recipients in Minnesota of grants of land from the Federal Government. In 1962, we established the Fort Snelling State Park that would not be the park it is today but for grants of land from the Federal Government to the State of Minnesota, so this two-way street is well-known in Minnesota, and the people of Minnesota will completely support the legislature in the provision in the bill of contributing the land.

Only two representatives of the legislature appeared in the House hearings expressing reservations, and both were eliminated in the elections since that time. [Laughter.]

Senator Bible. I guess if you want to stay alive in Minnesota you had better be for this. [Laughter.]

Mr. ANDERSON. I think I am establishing the point that it is not a weak position in Minnesota to favor the establishment of the Voyageurs National Park, and I really believe there could be no question.

No one can say specifically what the next session of the legislature will do. But everyone, I think, would agree that there is no doubt that the next session of the legislature will pass whatever action, and reflect what is almost a unanimous feeling of support and pride in what role Minnesota will have in this great park development that is a matter of national concern.

I thank you very much, Mr. Chairman.

(Mr. Andersen's complete statement follows:)

STATEMENT OF ELMER L. ANDERSEN, PRESIDENT, VOYAGEURS NATIONAL PARK ASSOCIATION

My name is Elmer L. Andersen. I live in St. Paul, Minnesota. I am a former Governor of Minnesota. My present occupation is the Presidency of H. B. Fuller Company, a manufacturer of industrial adhesives, but I am here as President of the Voyageurs National Park Association, an unpaid position in a non-profit Minnesota corporation organized to disseminate information about the proposed Voyageurs National Park.

We appreciate this opportunity to appear before your committee. For us it marks another significant milestone in a long struggle toward the conservation of an outstanding area in our North Star State under the protection of the National Park Service.

Since 1891, when the Minnesota legislature asked Congress to establish a national park in our state's northern boundary region, every Minnesota governor has been a staunch supporter of such a national park. They have been motivated by pride in their own state and a desire to preserve under National Park Service management a beautiful portion of Minnesota for recreation use by the rest of the nation. And, more than that, they have been deeply moved by the breathtaking beauty of the Kabetogama Peninsula area, by its unique ecology, and by its historic tie-in with the early French-Canadian voyageurs whose water-borne traffic opened up the heart of the continent.

In June 1962, while I was Governor, Mr. Conrad Wirth, then director of the National Park Service, Howard Baker, regional director of the Park Service, Russel Fridley, president of the Minnesota Historical Society and several other interested people toured northern Minnesota's Kabetogama Peninsula with me.

It was a beautiful day. Great, cumulous clouds hung overhead, reflecting on the clear, sky-blue lakes below, all framed in with the majestic, rockbound and

pine clad shores. We could easily imagine the Voyageurs of a by-gone era, paddling their great canoes over these same waters, singing their songs as they viewed the majestic scenery that we were privileged to enjoy in its yet unspoiled magnificence.

Before the day was over, I handed Mr. Wirth a hand-written memorandum that had the consensus of the thinking of those on the trip. "The Kabetogama Peninsula and adjacent area is an enormous recreational resource," said the note, "and deserves consideration for National Park status." The National Park Service agreed to send in task forces for serious study.

Thus started our current eight-year campaign that has led to the recent passage of the Voyageurs National Park bill by the House of Representatives and to today's hearing on it by this Senate Committee.

In their efforts to establish a national park in the beautiful northern portions of our state, the Minnesota governors have had, and continue to have, the backing of an overwhelming majority of Minnesotans and their representatives in state and federal governments.

Several public opinion polls, both statewide and in the area most immediately affected by the national park proposal, show overwhelming public support for the park. The results of these polls are detailed in the record of the August, 1969 field hearings at International Falls, Minnesota, so I will not detail them here. I will emphasize, however, that contrary to experiences in other regions of the United States where national parks were about to be established, the majority of northern Minnesotans also favor the Voyageurs National Park. And resort operators in the Kabetogama Peninsula area favor the proposal two to one.

In general, the Voyageurs National Park proposal enjoys phenomenal support by conservation groups, by both major political parties in Minnesota, by labor, business, cooperative, farm, civic, church and other broad based organizations in Minnesota and throughout the nation. A total of 1,340 national, state, county and local organizations have formally gone on record favoring the Voyageurs National Park, and have pledged to work toward its realization.

I wish to get into the hearing record my own deepfelt appreciation and that of the Voyageurs National Park Association for the unanimous bipartisan support of this bill by the Minnesota congressional delegation. Particular thanks are due to Rep. John A. Blatnik of Minnesota's 8th Congressional District whose splendid leadership led to the unanimous approval of the measure by the House, and to our state's Senior Senator Walter Mondale who has left no stone unturned in his effort to make this hearing and Senate passage possible.

I am also placing into the hearing record a statement by Rita Shemesh, Executive Secretary, who calls attention to this phenomenal support. I am also placing statements into the hearing record by Lloyd L. Brandt, Secretary, Erick Kendall, Executive Editor, and Robert Ziemer, Treasurer of the Voyageurs National Park Association.

Minnesota Outdoor Recreation Resources Commission (MORRC), which is composed of seven State Senators and seven State Representatives, held four hearings on the Voyageurs National Park proposal. Two of these hearings were held in northern Minnesota, in June of 1965 and two in St. Paul in February and March, 1965. Based on these hearings and on several of its conferences with federal officials, MORRC issued its Report Number 19 in 1967 which declares:

"The creation of a Voyageurs National Park in the Kabetogama area of northern Minnesota should be supported as an important part of the future development of recreation in Minnesota. . . ."

The MORRC report also deals with the so-called alternate park site proposal of some opponents of a national park on the Kabetogama Peninsula as follows:

". . . The only proposals for an alternate location for a national park of which we are aware generally involve transfer of part of the Boundary Waters Canoe Area of the Superior National Forest to national park status . . . We can see no gain to the public in taking a portion of this area and designating it as a national park. Such action would not make any more land or resources available for public use and enjoyment nor add to the nation's total resources for outdoor recreation.

"On the other hand," continues MORRC Report Number 19, "a national park in the area to the westward on the larger waters of Rainy and Kabetogama Lakes, oriented to types of recreation involving larger boats and providing many of the facilities and amenities not permitted in the Boundary Waters Canoe Area, would substantially increase public outdoor recreation opportunities and complement but not duplicate the Canoe Area."

The long-term alternatives to establishment of a national park in the Kabetogama Peninsula area could be disastrous for its yet unspoiled natural beauty. Examples of over-development and over-use of inland lakes under corporate and private control are plentiful in my home state as well as elsewhere in the nation.

One example is the tragic spoilation of a beautiful and deep Minnesota clear-water lake heralded in music and poetry, Lake Minnetonka located within the metropolitan area of Minneapolis. The lake is still there, but it is no longer clean. Minnetonka is being grossly and rapidly polluted. And the many little municipalities surrounding the lake seemingly find it impossible to get together on pollution controls. Eminent biologists issue ominous warnings that unless drastic measures are promptly taken, Minnetonka is doomed to go the way of Lake Erie.

Farther north in Minnesota, a mere 50 miles south of the Kabetogama Peninsula, is another magnificent lake with a beautiful name, Lake Vermilion. Only a few decades ago it was wild, clean and beautiful. Today Lake Vermilion is suffering choking algae growth, game fish depletion, and the many other highly undesirable effects of pollution. Here too over-development through unregulated sub-division into small summer home lots is the culprit.

These are only two Minnesota examples from among scores. And yet, the few opponents of the Proposed Voyageurs National Park hold up the specter of lake-polluting over-use of the Kabetogama region if it becomes a national park. They refuse to look at such examples of far greater over-use under poorly regulated private ownership.

As to over-development and over-exploitation under corporate ownership, conservationists from coast to coast are fighting losing rear guard actions to save magnificent natural resources such as California's Lake Tahoe—to save them from developers who care only for today's profits at the expense of ravished natural resources.

The St. Louis County, Minnesota Board of Commissioners maintain that current county zoning ordinances give adequate protection against lake-shore over-development. However, history of usage of similar natural resources elsewhere in Minnesota and in the rest of the nation shows that such zoning ordinances do change under growing pressure. I am therefore convinced that only the National Park Service can adequately protect the Kabetogama area for all time to come.

Preservation of northern Minnesota's beautiful and historic Kabetogama Peninsula area will also provide the people of our nation with a park which Charles Lindbergh said, "could be one of the most beautiful national parks in the entire world" and a unique recreational resource—a water based park—close to many large centers of population in the midwest.

I respectfully ask this committee and the United States Senate to finish the job of authorizing the establishment of the nation's 36th national park on Minnesota's eminently qualified Kabetogama Peninsula. Your descendants and mine will thank you for the Voyageurs National Park.

Senator BIBLE. That is a splendid statement, and I can certainly see after listening to you why you were a Governor. I can understand that. I am going to defer to another Governor now Senator, former Governor of the State of Wyoming, Senator Hansen.

Senator HANSEN. I don't have any questions, Mr. Chairman. I just want to thank our distinguished witness for appearing here today. He is most eminently respected throughout the country and I join you in welcoming him here.

Mr. ANDERSEN. Thank you, Senator.

(The statements referred to by Mr. Andersen follow:)

STATEMENT OF MRS. RITA F. SHEMESH, MINNEAPOLIS, MINN., EXECUTIVE SECRETARY OF THE VOYAGEURS NATIONAL PARK ASSOCIATION

Three years ago, I received an appointment by former Governor Elmer L. Andersen to organize a broad-based bipartisan, educational, statewide citizens committee to encourage creation of the Voyageurs National Park. My professional organizational work is of a special variety. I work only on bipartisan, usually statewide (the Voyageurs National Park Association is now a nationwide orga-

nization), civic issues that I believe will improve the quality of life for my fellow men.

I had the honor and privilege of working on the massive effort that brought a rebirth of Minnesota's iron mining industry through passage of the Taconite Amendment. This effort was headed by the late distinguished Dr. Charles W. Mayo of the Mayo Clinic. Its successful adoption was a thrilling accomplishment.

There have been other significant statewide efforts, including other important amendments to our state constitution; but I do not believe that any have reached the magnitude or long range significance that the Voyageurs National Park will bring to our state and to our country.

As Executive Secretary for the Voyageurs National Park Association, I have had the privilege of helping to weave and guide the significant citizen participation into a strong fabric of widespread success and acceptance. To date 1,340 organizations formally endorsed this proposal. These organizations represent communities in every part of the state and indeed practically every state in the country. This is more support than has ever been formally recorded on a statewide issue in the entire history of Minnesota.

We have been told by authorities that not since the citizen effort for the California Redwoods has a citizen mobilization been so forceful and effective. Voyageurs National Park deserves and commands every bit of support and widespread acclaim it **has received!**

Films and slide presentations on the Park have been in constant demand by groups and organizations all over the United States. Schools have found this to be an extremely pertinent issue. Workshops were held during Environmental Week in many areas of the State. Teachers have sent for information and developed numerous class worksheets for their students. We have received thousands of requests for brochures and background information from students and adults and members of organizations everywhere.

Both political parties have endorsed the proposal. Civic, fraternal, educational, religious, medical, business, and sportsmen's groups favor it. Both our incumbent governor and the governor-elect back the National Park bill. All living former governors are for it, and we are especially proud of every member of our Minnesota Congressional Delegation who have consistently reaffirmed their position on the Voyageurs National Park, and joined together as a delegation to introduce this bill in Congress.

The participation by every major conservation organization in the United States has been phenomenal. I know of no test of public sentiment that has not shown a large majority in favor of Voyageurs Park. Polls taken—the Minnesota 8th Congressional district¹ poll, telephone polls, Duluth radio poll and a number of other reliable statewide polls over the years—have consistently indicated that the majority of Minnesotans want our Voyageurs Park at Kabetogama. People today are concerned and worried about the quality of our environment. We must preserve special areas like Voyageurs now before it is too late.

As individuals, our lifetime is made up of millions of minor decisions, but occasionally truly great opportunities come our way and our whole life is shaped by the decisions we make on these occasions. What is true for an individual is also true for a city or a state or a country. Great opportunities come on rare occasion, and we shape our own destiny by the decisions we make. May I urge your distinguished committee to take note of the overwhelming efforts of support for the Voyageurs National Park and reach a quick decision for its authorization by this Congressional session.

STATEMENT OF ERICK KENDALL, EXECUTIVE EDITOR FOR THE VOYAGEURS NATIONAL PARK ASSOCIATION AND SPECIAL ASSIGNMENTS EDITOR FOR THE PUBLICATIONS OF MIDLAND COOPERATIVES, INC., OF MINNEAPOLIS, MINN.

From my first view of them, about 45 years ago, I have been deeply moved by the breath-catching beauty of northern Minnesota's numerous lakes in general, and the lakes of the historic Kabetogama Peninsula area in particular. But I have also sadly noted the deterioration of these great storehouses of natural beauty due to piecemeal private ownership and industrial and commercial exploitation of their shores and waters.

¹ The proposed National Park would be located in this district.

Probably the most telling testimony of this process of deterioration was given by an opponent of the Voyageurs National Park proposal in the public forum of the October 1, 1970, issue of the Cooperative Builder:

"An article in a recent issue of your publication stated that the waters of Lake Kabetogama are clean, clear and pure," wrote this opponent of the bill, who signed himself Omar Caza, Lake Kabetogama, Minnesota. "This is far from truth. Not too long ago the water was tested by the State Health Department and was found to be highly contaminated and unfit for human consumption unless chlorinated. I live on the lake shore and right now the water in front of my dock looks like the green paint on my cottage.

"I cannot understand why there are so many people pushing for a national park on the Kabetogama Peninsula when we have lakes such as Lac La Croix that really have clean, clear and fresh water which can be used for drinking and cooking, and in which campers can swim without a chance of becoming ill," continued this opponent, who seemingly wants a national park in Minnesota, but not near his own residence. And yet he, like the rest of Minnesota's few opponents of the national park proposal, will argue on other occasions that a national park would bring so many people into the Kabetogama Peninsula area as to cause pollution.

To me this claimed on-going pollution of Lake Kabetogama and inevitable future spoilation of the other lakes in the area proposed for a national park is the strongest possible argument for its need. Prompt federal action is needed to preserve this area's lakes, forests, and fish and wildlife. While nothing can totally halt the spoilation of our few remaining wilderness areas by our affluent and growing population, the federal government has more muscle with which to slow down this regrettable process through the National Park Service of its Department of the Interior. State, county and municipal government units lack such muscle, often bending like reeds in a windstorm under various individual and corporate pressures.

I respectfully urge this committee to approve the Voyageurs National Park bill and to work for its speedy presentation to and passage by the entire U.S. Senate.

STATEMENT OF LLOYD L. BRANDT, MANAGER, LEGISLATIVE DEPARTMENT, GREATER MINNEAPOLIS CHAMBER OF COMMERCE

The Greater Minneapolis Chamber of Commerce went on record in February 1965 for establishment of the Voyageurs National Park. We believe there are many compelling reasons for locating a National Park in Minnesota's northern lakes region, in the Kabetogama Peninsula Area, as recommended by the National Park Service.

The Chamber of Commerce has actively supported the educational program in Minnesota to inform the public of the Voyageurs National Park proposal. We have discussed and debated the issue and we are familiar with the arguments, pro and con.

We are thoroughly convinced at this point that the Voyageurs National Park proposal has massive support in Minnesota. This is borne out by every measurement taken. More than 1,300 organizations support the proposal—a hand full have opposed it. Every measurement of public sentiment, the Duluth Radio poll, the Minneapolis Star and Tribune poll, the scientific poll of the 8th Congressional district by mid-continent surveys, a specialized poll of local resort owners, all reflect a substantial majority positively for the park proposal, a much smaller group that has no opinion and a small minority in opposition. The opponents have been vocal and they have been heard, but the people are strongly in support of the Park proposal. They understand the need for National Parks, they are impressed by National Park Service management as they see it in other areas. They know that this will be a great asset to the immediate area, to all Minnesota and to the country as a whole. They know that Minnesotans will proudly point to the Voyageurs National Park as one of the crown jewels of the nation's vault of scenic and historic treasures.

There are many indications that people understand the need to preserve and protect what is left of our choicest natural environment. The great upsurge of interest in ecology and conservation are clear indications of an awakened public conscience. The narrow provincial interest of some may oppose the Federal acquisition of a beautiful area for preservation. The establishment of a National

Park will not necessarily benefit the few, fortunate enough to own a part of this choice real estate. But an ongoing parade of people will thank us if we are wise enough to set this area aside as a National Park.

Our reasons for support are rather obvious ones:

1. The Kabetogama area is truly beautiful, historic and geologically significant. Minnesota Legislature, in 1891, concurred—they asked Congress to create a National Park in the area.

The M & O Paper Company, in 1948, agreed, they wanted to trade their lands on Kabetogama Peninsula for other lands because of its scenic value and its potential use for recreation.

The professionals in the National Park Service concurred also—they say it meets the rigid standards they have established.

2. A National Park on the Minnesota northern border will serve the recreational needs of a large number of people. One of the fastest growing Metropolitan areas in the country is the Twin Cities of Minneapolis—St. Paul. During the decade of the sixties this metro complex was the 3rd fastest growing community of the 15 largest metro areas—according to U.S. census estimates. An estimated 45 million people live now within a day and one-half's drive of the proposed park. Most of these people will be closer to VNP than any other in the system.

3. The bodies of water are large. Rainy Lake on the north with almost 221,000 acres and Kabetogama Lake 26,000 acres. In the boundaries of the park as proposed by the NPS, there is approximately 100 square miles of water. These large bodies of water give the area capacity to absorb great numbers of people without spoiling the wilderness character of the area. This is important because of the magnetic drawing power of National Parks.

4. This area can be set aside with no economic damage but real economic benefits to the local area. The economy is now largely a paper mill economy. International Falls is basically a one industry town. The establishment of VNP will take less than 4% of the paper companies source of supply in a timber surplus area. This industry can and no doubt will continue to grow. The expansion of the tourist economy will give the area a meaningful second industry.

5. The Park can be established with positive benefits to local units of government in the area. This area has traditionally been hard pressed for enough tax base to support local services. Establishment of the Park will diminish the local tax take by less than \$60,000 according to the latest figure available. This demonstrates the minimal effect of having raw land on the tax roll. The communities need development on the land. Historically national parks have stimulated substantial investment in tourist serving facilities around the park. This investment will be a great asset to local governments since it demands minimal public services. Visitors to the area will take their needs for schools, libraries, services, etc. back to the local communities where they live. The tourist dollars will do for these communities what major league sports dollars do for us in the metropolitan area.

6. The National Park will be a great complement to the B.W.C.A. (Boundary Waters Canoe Area). The BWCA because of its unmolested wilderness nature has a low saturation point as far as numbers of people are concerned. The National Park will siphon off some people who will opt for a less arduous scenic outdoor experience by visiting the National Park. People who by limitation imposed by age, infirmity, or inclination, can have a delightful Northern Minnesota Wilderness experience combined with sleeping in a comfortable motel or resort bed and view the scenery with no more strenuous exercise than riding in a power boat. Those who want to see more and are able to do so will have nature trails and remote areas to explore on foot.

7. There is no other way to assure the preservation of this area. Boise Cascade is the major landowner in the area if you want to check their performance throughout California and the west, they are in the development business, not the preservation business. According to some people's standards it is development without regard to preservation! Counties have a poor track record when it comes to preserving lake shore.

The counties zoning is subject to changing personalities on the board and can easily allow all kinds of development. Present zoning does not exclude (in some cases a permit is required):

- Private commercial beaches
- Boat and yacht clubs
- Seasonal and recreational cabins
- Private camps
- Mining and mineral exploration, etc.

8. Finally, and probably most important, the setting aside of this area as a National Park preserves all of our options. If it is *not* preserved and set aside now, it will most surely yield to the pressures of growing numbers of people with increasing mobility. Shore line will be developed, more timber will be cut and the area as seen today will be gone—the options for use will shrink. If the area is set aside, all options remain open. If some day it's timber is needed for national survival, it will be there for use. If its best use appears to be for a massive resort center, that choice can be made, but, if as I suspect, generations yet to come will regard this natural preserve as one of their most precious treasures—then we have kept open for them the option of preserving it in its natural beauty.

If as a National Park, the area becomes too crowded, admission can be limited, if there are too many boats, boat use can be curtailed. If hunting on the park seems wise, it can be opened up for hunting, if some timber cutting seems needed, this can be done. These are all management decisions that we will have the luxury of arguing about if we preserve the area—if we don't set it aside now, those who enjoy it now will sit hopelessly by and watch it deteriorate to just one more mass of shoreline development.

Senator BIBLE. Our next witness is the Honorable A. T. Banen, if I pronounce it correctly, mayor of International Falls, Minn.

Senator MONDALE. Dr. Banen is an old friend of mine, and I welcome him here.

Mr. BLATNIK. Mr. Chairman, I know it is highly unusual if I speak out of order as a junior Member of the House.

Senator BIBLE. You go right ahead.

Mr. BLATNIK. Merely to indicate that Dr. Banen and I grew up together in the same little hometown of Chisholm. We are boyhood friends since grade school and high school except he went ahead and became a successful dentist and mayor without campaigning whereas I have to struggle every 2 years.

Senator BIBLE. I watched your results. You do pretty well, and if the witness is as good a dentist as you are a Congressman, he is a good dentist. [Laughter.]

Mr. BLATNIK. Thank you, Mr. Chairman.

Senator BIBLE. You are also a mayor so you can wear either hat you want to, Doctor.

STATEMENT OF DR. A. T. BANEN, MAYOR, INTERNATIONAL FALLS, MINN.

DR. BANEN. Chairman Alan Bible and members of the committee, I am Dr. A. T. Banen, mayor of International Falls, Minn., and engaged in the practice of dentistry. I have lived all my life in the State of Minnesota, and the past 25 years in International Falls.

I believe the proposed Voyageurs National Park to be a project of inestimable value to all people, not only those of my city or the State of Minnesota, but to all people of our Nation.

The area of the proposed Voyageurs National Park is a tremendous potential asset awaiting development. It is an area of outstanding scenic, scientific, historic, and recreational value. As a park, it would be unique from any other of the national parks, mainly because of the huge area of water. Where man travels on land visiting through other parks, man would travel by water in this one.

With pollution now becoming a vital concern to this Nation, we will have this area where one can still breathe clear, clean, invigorating air; where one can catch and eat fresh fish, the flavor of which is

unequaled anywhere in the world, where one can but dip a cupped hand in the water and drink absolutely pure water.

We are in need of another major industry here. The paper mill at International Falls and the timber industry in the surrounding area are vital to the local economy, but the Voyageurs National Park will give us a substantial second industry, and yet, in no manner affect the best operations of Boise Cascade's mills.

For years we have been hoping for just such an enterprise which would capture our tourists, and keep them from driving north to a foreign country for their outdoor recreation. Many more private businesses would be established outside the park boundaries in order to provide the many necessities and services which will not be available within the park. By the establishment of this park, International Falls could well become the largest tourist center on the entire boundary between the United States and Canada.

My city is on the Great River Road, which goes on to Winnipeg, the circle drive up the North Shore to Port Arthur and Fort William, then west through virgin lake country back to International Falls; the only north-south highway within 200 miles along the border that connects with the famous Trans-Canada Highway crosses at the International Falls port of entry.

Not too many years ago, Rainy, Kabetogama, and Namakan Lakes were excellent for fishing, but that, sadly, is no longer true. Assurance is given by the National Park Service that they have at their disposal the unlimited resources of both the Federal Fish and Wildlife Department and the Bureau of Sports Fisheries. Approval of the park would mean much improved fishing.

The question of the establishment of the Voyageurs National Park on Rainy Lake has been much discussed in International Falls. Certain employees of the mill felt obligated or compelled to voice their opinions in opposition. My city council, composed of seven aldermen, introduced and passed a resolution in opposition to the park. I want you to know this: The resolution was passed 6 to 1. The six are employees of Boise Cascade—the lone one is a retired man, who at no time worked for Boise. I am firmly convinced that the sentiment of the people of my city and district is overwhelmingly for the establishment of the park. For evidence of this, I can tell you that in my campaign for the Mayorship, I was openly vociferous for the park. I won the election over my opponent, who was noncommittal, by nearly 2 to 1.

In the recent elections all candidates of my area who campaigned for the park, including Congressman John A. Blatnik, Representatives to the Minnesota Legislature, Irvin Anderson, Gene Mammenga all won election by unprecedented majorities. Minnesota State legislators, Higgins and LaBrose of Duluth campaigned vigorously against the park proposal—they lost the election.

Speaking as the mayor of International Falls and for myself personally, I feel that the National Park Service will preserve the natural beauty, the history and the romance of the area as no other organization can possibly do. They are dedicated to preserve, beautify and hand down to our children and our grandchildren this land to enjoy, just as we have had the privilege of doing in our lifetime.

Senator BIBLE. Mayor, I am certainly happy to have your state-

ment and strong support for the Voyageurs National Park. I have no questions of you.

Bronco Nagurski lives in International Falls.

Dr. BANEN. Yes, sir, he does. He is a very distant relative of mine.

Senator BIBLE. He was a great fullback for the University of Minnesota. I thought he lived in International Falls.

I have no questions of you.

Dr. BANEN. Mr. Chairman, if I could indulge upon you about a question you asked our Congressman Blatnik.

Senator BIBLE. Certainly.

Dr. BANEN. You will recall in regard to our county commissioners and asked how their feeling was.

Senator BIBLE. That is right. I did ask that question.

Dr. BANEN. I did approach a few of our county commissioners.

Senator BIBLE. How many did you have?

Dr. BANEN. We have five.

Senator BIBLE. Five, all right.

Dr. BANEN. And the statement they gave me was assuringly that would the park pass our Congress they would gladly donate Koochiching County land toward the park.

Senator BIBLE. Just one question. Are these lame duck county commissioners or will they be in business next year?

Dr. BANEN. They will be; yes.

Senator BIBLE. The Senator from Wyoming.

Senator HANSEN. I have no questions.

Senator BIBLE. Thank you very much, Mayor, it is a pleasure to see you here today.

Our next witness is an old friend of mine President of the Wilderness Society of Minnesota, Sig Olson.

STATEMENT OF SIGURD F. OLSON, PRESIDENT, THE WILDERNESS SOCIETY

Mr. OLSON. Mr. Chairman, I look at members of your committee and I am very happy to be here and I appreciate your courtesy for inviting me.

My name is Sig F. Olson. I live at Ely, Minn., have lived there off and on for 50 years.

I represent the Wilderness Society of some 70,000 members, and just before this hearing began Mr. David F. Zentner, the assistant executive director of the Izaak Walton League, asked me if I would also speak for the Izaak Walton League of America, and I have his statement here and I would like to enter that in the record.

Senator BIBLE. Without objection that will be the order.

Mr. OLSON. Also, my own personal statement.

Senator BIBLE. Without objection your statement will be incorporated in full in the record.

Mr. OLSON. The Wilderness Society has been working for some 25 years to preserve all places of wilderness where threatened anywhere on the continent. The Izaak Walton League has been in the same phase of work, and I have served the Izaak Walton League as a wilderness consultant since 1947.

Both of these great organizations see eye to eye on this program. Both of them accept the House version of the Voyageurs National Park bill without question.

I also want to speak for myself in addition to representing some 125,000 dedicated conservationists.

I first came up to this area as a young guide 50 years ago. In that capacity I traveled by canoe all over what is known as the Quetico-Superior area. In time I began to travel far to the north traced most of the routes of exploration and the fur trade between the international border, which we are talking about now, and the Arctic coast, many thousands of miles of travel by canoe.

After all of this travel, I have become convinced that the Quetico-Superior area which lies along the Minnesota-Ontario border is without question the most beautiful lake country on the continent, and most possibly in the world. There is such a rare combination of lakes and rivers, rocks and beautiful forests, bogs, and glaciated campsites that I do not think there is anything that approaches it.

There are certain areas in this threatened ecological crisis earth of ours that are so beautiful and so cherished by people that it should be beyond being used as an ordinary resource exploitive area.

This area should be cherished for its spiritual and recreational values and should be treated as such, and this proposal which this committee is considering today will do exactly that, if it is passed by both Houses of Congress.

It will preserve for future generations one of the most gorgeous areas aesthetically and physically and from the standpoint of historic significance.

I have written a number of books, most of them having to do with this country, and when I told who I represent I no doubt represent all the readers in my books, and judging from the thousands of letters I have received they feel the same way about this country as I do, and were they here today they would all testify in favor of Voyageurs National Park.

Just a word about the Quetico-Superior country as it is called.

It lies between Lake Superior and Rainy Lake on both sides of the border called Superior from the Superior National Forest and Quetico from Quetico Provincial Park adjoining it on the north some 300 miles in extent and probably 50 miles in width. This area is the cream of all the lake country on the continent.

From a historical standpoint, Rainy Lake was one of the midway stopping places for the fur traders who came from Montreal. They traveled the 3,000-mile route from Montreal to the far western end of Lake Athabasca. Whatever route they took out of Duluth, whether it was the St. Louis River from Fond du Lac, Vermillion to the north, whether it was from the famous trading post on Lake Superior, Grand Portage, or after Fort Williams was established as one of the great fur posts on Lake Superior, the northern route up the Kaministica River, they all funneled into Rainy Lake. Here was one of the most vital fur trading posts on the continent, and 200 years ago Grand Portage and Fort Pierre on Rainy Lake were probably as well known in the fur marts of Europe as Paris, Washington, and London are known today.

Having been familiar with their routes of travel, I can see the significance of this area from the standpoint of the Voyageurs and explorers who went this way to try to find the Northwest Passage through to Oregon.

What will the Park Service do for this area? I speak with a little experience because I have been a consultant to two Secretaries of Interior, two Directors of the National Park Service, the last, the esteemed Mr. George Hartzog, who you just heard, and by esteemed I mean that; I have served on the Advisory Committee on National Parks and Monuments to the Secretary of the Interior, at one time I was president of the National Parks Association. I have become familiar with practically all of the parks, monuments, historic sites of the National Park Service scattered all over the country.

I know from past experience how important the decision of the Park Service was when it declared this area in northeastern Minnesota qualified as a national park.

This is never done lightly. In the last 100 years there have been only 35 national parks set aside. This will be the 36th. This will serve a very important part of the 50-75 million people living within a thousand-mile radius.

The Park Service looks at its areas differently from the Forest Service or any other agency. One of the important things the Park Service will do is protect the physical aspects of the region, and by protect I mean restoring it to what it was when the Voyageurs came through.

They also feel it is very important to interpret this area, and the Park Service, with its interpretive centers, its staff of biologists, wild-life people, will try to give the significance of the area to the public through its interpretive programs.

It will also do, as they have done in many other places by the same means, explain and point up the historical significance of the area. In other words, while the fishing may be important, while the picnic and camping might be important, of greater importance than these auxiliary benefits is the opportunity to interpret for the visitor the significance of this area, believing that only when visitors and people generally know what the area is, what it represents, will they really understand and enjoy it.

In short, the Park Service will attempt to not only restore and protect this area, which is part of the Superior-Quetico country, but it will also explain for them its other significance.

Senator BIBLE. Would you give me some indication, Doctor, how long you might be. I still have five more witnesses. We have already filed your full statement. We have not heard anybody that is opposed to it, and I am sure there is going to be some opposition and in fairness I think we should hear the opposition.

Mr. OLSON. Could you just take one more minute?

Senator BIBLE. One more minute.

Mr. OLSON. I want to speak for the Crane Lake addition which Congressman Blatnik has discussed.

As you saw by looking at the map, it makes sense to put in the Crane Lake area which is as beautiful as any of the others and should by all means be included. Their decision is beyond bureaucracy, beyond Agriculture and Interior. In making the final decision you

are making it for the people of the United States. What would make the best national park, what is in the best interests of the people themselves.

As far as Boise Cascade operations on the peninsula are concerned, we all know there has been a surplus of more than a million cords of pulp in Minnesota, annual surplus. We know the logging there is only 4 percent of their total income from logging or their total supply, 96 percent being found elsewhere; that the amount of timber up there is less than 1 percent of Minnesota's timber.

As an ecologist looking at the game situation, I am not concerned. I do not think there is any problem there. I think if there should be conceivably a problem that the Park Service program will take care of it.

Finally, I merely want to say this: The organizations I represent, other people I represent, from my own standpoint, we believe that the House version of the bill is a good one and I hope the Senate will accept it as it is.

We believe that it is very important that wilderness be created or established in the peninsula itself, that there will be strict limitation on mechanical conveyances in there. We believe that the million people who may come to this area sometime will not detract or destroy the area because most of the use will be by water around its perimeters, and looking at the performance of the Park Service in other areas, they have been successful in preserving the areas which they administer without destruction of the areas themselves.

I hope that the Senate will accept this. I hope that they will add one more jewel to the National Park Service, one jewel which I am sure will be acclaimed widely by the people not only of Minnesota but the whole United States. Thank you very much.

(The complete statements of Mr. Olson and Mr. Zentner follow:)

STATEMENT OF SIGURD F. OLSON, PRESIDENT, THE WILDERNESS SOCIETY

My name is Sigurd F. Olson, my home, Ely, Minnesota, close to the area proposed as Voyageurs National Park. As President of The Wilderness Society I speak for its seventy thousand members and many more who feel as we do. The Society has battled for a third of a century to preserve places that have wilderness quality wherever they may be found.

The area of which the proposed Voyageurs National Park is an integral part, is known as the Quetico-Superior Region extending on both sides of the international border from Lake Superior to the outlet of Rainy Lake. It has been constantly under attack by those who see only material benefits through the use of waterpower, timber, minerals, and unplanned recreational developments. We believe this area's spiritual and intangible values are its greatest resource in the face of an escalating population and deteriorating environment. So far, most of the threats have been averted and the area with which we are concerned today is relatively unchanged.

I first came to this region fifty years ago. As a young guide during the 1920's and early thirties, I came to know it well. I travelled thousands of miles through its superlative waterways and eventually far into Canada's north and north-west as far as the Arctic. I long ago became convinced that the Quetico-Superior was the most beautiful and historic lake region on the continent. The Voyageurs National Park proposal covers the western part of this terrain along the international Minnesota-Ontario border.

It has long been the dream of all who love this border country of Minnesota and Ontario to weave a protective screen along the famous Voyageurs Highway from Lake Superior through Rainy Lake. This dream has largely come true with the establishment of Grand Portage National Monument as its far eastern end, with the cooperation of the Province of Ontario in protecting the land on

its side of the border, and with the establishment of the Boundary Waters Canoe Area in the Superior National Forest and the adjacent Quetico Provincial Park in Canada.

The only unprotected section along the route of the voyageurs is the area covered by the park proposal, some 219,000 acres extending from the western end of the BWCA through Crane, Namakon, and Kabetogama into Rainy Lake. Voyageurs National Park will close this final gap. If it should fail in passage, the inevitable result will be logging and helter-skelter private developments with "keep out" signs all through the area, excluding forever the general public and changing the character it still has.

The National Park Service will not only protect this region physically but will interpret it from the standpoint of its geology, ecology, animal and plant life, and its rich and dramatic history. Here, during the days of the fur trade and exploration, was the meeting place for the fur brigades coming from far off Athabasca and Montreal. Above Grand Portage, some two hundred miles, it was the half-way point of a 3,000 mile route, all brigades eventually funneling into Rainy Lake, no matter which routes they took from Superior. The National Park Service will make it possible through their museum and interpretive programs to tell this story to visitors with the knowledge that only when people are aware of a region's significance from the viewpoint of natural and human history can they fully understand and treasure it.

Minnesota is rightfully proud of the Department of Interior's endorsement of the Voyageurs because so few areas in the United States have met the rigid requirements for national park establishment. The significance of the area we are concerned with today is partly revealed when we consider that only 35 national parks have been created since Yosemite and Yellowstone almost a century ago. The Voyageurs area has measured up to the high standards necessary because of its unique qualities and superb beauty.

As a long-time consultant to the Department of Interior and the National Park Service, I have become familiar with most of the national parks and monuments. I am convinced that Voyageurs National Park will be considered one of the jewels of the national park system. There is nothing else quite like it. I also know that few proposals of this nature have such wide endorsement, not only by Minnesotans, but by the nation at large.

The year 1970 spawned Earth Day and a nation-wide awareness of the environmental problems of pollution, growing ugliness in our cities, the deteriorating atmosphere, unplanned industrial and urban expansion, and our shrinking wilderness and open space. The President has announced that the seventies should be dedicated to the protection of our environment, and it is appropriate that this year he also called for creation of this, our 36th National Park. President Nixon has voiced the belief and the hope of uncounted millions who know at last that the Earth is their home, the only one they will ever have. The authorization of the Voyageurs National Park is in accord with this hope and as a progressive step forward will be nationally acclaimed.

Turning now to the specifics of this proposal, The Wilderness Society endorses the plan for a Voyageurs National Park of 219,850 acres. This is an acreage fully encompassing the Voyageurs land and water scape and capable of preserving the wilderness heartland of the area.

As originally introduced, the Voyageurs bill contained a number of elements which would not be compatible with the special standards we demand in National Park management. Now, however, you have before you the House-passed bill which has eliminated those features of concern to conservationists.

We enthusiastically share the Department of the Interior's conclusion that: "If an area is to be accorded the dignity and stature of a national park, then many ordinary recreational and commercial influences . . . must be subordinated to the larger achievement of preservation."

The country of the voyageurs is fully deserving of the high stature of national park designation, but only if that designation is conferred fully in keeping with the principles of national park use and protection we have all defended over so long a period. Our enthusiasm for this park and the urgency of its protection must not lead us into any diminution of the strict but essential standards this Committee, the Congress, and the people have so staunchly upheld. The House Act can do the job.

We share the Department's belief that the Voyageurs National Park should be viewed as an integral element in a larger international reality of cooperative

natural area preservation and outdoor recreation management along our border with Canada.

We believe it is essential that recreational use and development in this park be viewed in large perspective. The principal access to the periphery should be by water. However, motorized vehicles including snowmobiles should be limited in order to protect primitive values and the wilderness tranquility of the Voyageurs area. Access by motorboat or seaplane should be strictly controlled, recognizing the extensive opportunity for motorized water recreation in the many surrounding lakes. The core of this region, especially the Kabetogama peninsula, should be protected for the use to which its wilderness values and historical connections are best suited. This means canoeing, hiking and camping.

We believe the Voyageurs Park should be studied for potential wilderness designations. Such a review would be specifically required by the language of the House-approved bill, and we urge its inclusion.

With the proper study and protection thus afforded, and with the improvements we have suggested here, this Congress can bring into the select company of our great national parks a superb natural area of national significance and a living touchstone to the earliest days of the voyageurs, whose bold and colorful exploits opened the northern frontier.

[From Greater Minneapolis, October 1970]

THE MEANING OF ENVIRONMENT

(By Sigurd F. Olson, biologist, ecologist, and author)

Environment means man's living place, the home to which he always returns, the planet Earth. Conservation simply means the preservation of his world in the face of spiraling population and an industrial revolution with its attendant benefits and ills.

Coming from the earth and part of all animal and plant life as well as the microcosm of bacteria, viruses, molds, and fungi, man is so closely involved in so many intricate ecological ways, he can never divorce himself from any part of nature.

The historian Trevelyan once said, "We are children of the earth and removed from her our spirits wither." Because of man's long involvement he cannot adjust to cities and artificiality easily. No matter how urbanized and sophisticated he becomes, there is a powerful urge to return to naturalness and the interrelated processes of which he is an integral part.

Because of his background with its physical, physiological, and spiritual needs man has an inalienable right to his historic environment. He is entitled to rest his eyes on natural beauty rather than ugliness; to see forests of trees rather than barren eroded soils; to enjoy meadows with their flowers and birdlife; to know waters that are clean enough to drink; to breathe pure air surcharged with the smells of growing things rather than those of industry and burning garbage; to a living place that has not been befouled; and where the quality of life is not degraded, a healthful world in which he can live in happiness and content.

His is the right to know silence, the simple joys of wind in the trees, the chuckle of waves or trickling waters rather than the roar of jet engines and heavy traffic, or the clatter of jackhammers and the multitudinous sounds of the city. He is entitled to a quiet so engulfing he can hear his own breathing as well as the movement of leaves.

He has a right to enjoy places of beauty unchanged from the dim backgrounds of his past. He needs to understand again the meaning of "Thy rocks and rills, thy woods and templed hills." He needs sanctuaries as much as he needs food, parks, and wilderness areas dedicated to his spiritual welfare.

A good environment not only reflects the needs of people but insures a healthy economy. Ugliness breeds violence and crime, disrespect for the rights of others or understanding of the vital importance of preserving the land and maintaining the quality of life.

The greatest impact of putting men on the moon was not scientific achievement but the realization that the moon is a dead sterile planet without atmosphere and with temperatures, pressures, and gravitational forces so different man could not live there without a protective envelope. Our foray into outer space showed us that the earth is our home, that there will never be another. The pictures of our beautiful blue-green planet taken from space are ones we will never forget.

But now we realize sadly that we had polluted and disfigured our living space to the point where it endangers all life including our own. To continue as we have been doing could mean catastrophe with man passing from the scene as countless species have before him. Now at long last we know we must cherish the earth, feel responsible for it, and treat it with reverence and love.

While we are thrilled at the amazing things we do, there is now a great groundswell of public awareness and we know our environment must be preserved at all costs, that nothing is of more importance. Still, we quibble at the cost of pollution control, restoring beauty and dignity to our cities and countrysides, setting aside of national parks, wilderness, and natural areas everywhere.

An ancient Greek said, "Life is a gift of nature, but a beautiful life is a gift of wisdom." It will take wisdom, dedication, and unselfish effort to preserve our total environment and with it the spirit of man.

The Greater Minneapolis Chamber of Commerce, involved with the many problems of a growing metropolitan community and therefore a constructive force in maintaining its welfare and beauty by providing leadership and perception, has among many fine proposals endorsed from the beginning the establishment of Voyageurs National Park as part of the greater environmental complex of the state at large. Other great cities might follow its example of concern for the places where men live.

STATEMENT OF DAVID F. ZENTNER, COCHAIRMAN, DULUTH, MINN., CHAPTER VOYAGEURS NATIONAL PARK ASSOCIATION AND PRESIDENT, MINNESOTA DIVISION, IZAAK WALTON LEAGUE OF AMERICA

Mr. Chairman and committee members, I do appreciate the opportunity to appear before you and address myself to a subject of great importance to Minnesotans, The Voyageurs National Park. I am a Duluthian, having lived there since 1955. I am married and have two children and am active in the business community as manager of an insurance agency.

I do want to tell you of the tremendous popularity this project enjoys with Minnesotans. Over 1300 organizations are on record endorsing the Park and I believe you have a list of all these organizations.

Even more important, each time it has been fairly tested, it has been popular in Northern Minnesota, as well as in other areas of the State more removed from the Park site. In 1968 Mid-Continent Surveys, Inc. ran a poll for the Citizens Committee for the Voyageurs National Park. The results were 62% in favor, 21% not in favor, 17% undecided or don't know. This poll was restricted to the 8th District, the site of the Park. The Duluth Chapter of the National Park Association ran a survey of their own the same year. We restricted our survey to the resorts on Rainy and Kabetogama Lakes. These are people directly concerned. The majority of those that replied favored establishment of the Park.

The St. Louis County Historical Society recently polled its membership, and again proved that Northern Minnesotans want this Park. Over 60% of the respondents were in favor.

The area we are concerned with is indeed a significant area. It is significant in the quality and beauty of both the lakes, and the surrounding lands. The geology is spectacular and many interesting species of animals reside there. To mention a few, we have the timber wolf, moose, osprey, eagle, and fisher.

In addition, the area is historically significant. The region is famous for its contribution to the time of the Voyageur. To the East, from Grand Portage on Lake Superior, came the fur seekers and traders.

Today, the land retains the look of the day of the Voyageurs. I believe it extremely important to understand the need to have this area of land and water in Public Ownership. As you know, 45% of the land on the Kabetogama Peninsula is owned by the Boise Cascade Corp. Prior to that it was owned by the Minnesota and Ontario Paper Co. In a short time, there could be another owner as business concerns merge and buy one another out rapidly. Neither the current owner, or other private companies, have a basic discharge to the public from the Congress of the United States. The Park Service does. Their job, in good times and bad, is to protect and provide these lands for all Americans. Boise Cascade very rightly regards as its basic discharge the need for business progress and profits to stockholders.

Ownership could change and the area could be developed for a relatively few with the familiar "Keep Out—Private" signs that I already see everywhere I go in Northern Minnesota. We now have over 200 million people in America,

and over 140 million visited National Parks in 1967. There is a great national need to set aside additional areas before they are all gone.

Young people often migrate far from their homes as they become adults. When they do, the family cabin can do little to satisfy their recreational needs, and those of their children. I hope that wherever they go, they will find that someone saw that public lands were available to give them their "place in the sun."

Much has been said about the timber by the Forest Products people, yet only about 4% of the Boise Cascade timber comes from the Kabetogama and this in an area that in 1964 had 900,000 surplus cords of timber.¹ If that surplus is swallowed up by future needs, the ability of the Kabetogama Peninsula to alleviate the problem will indeed not meet the test.

Some prefer the Park at other sites, the most frequently mentioned is the land to the east of the proposed Park site, called the Lac La Croix Area. What these suggestions fail to consider is that even tho these lands to the east are in Federal ownership and of high quality, they currently are being intensely managed under a Wilderness concept. This concept limits the number of people in the areas by limiting modes of travel and thru removal of resorts, planes, tent camps, etc.

The proposed Voyageurs National Park will allow most resorts to remain, will allow airplane use, big boat and motor use, and will allow snowmobiles in the winter.

Equally important is the fact that the Kabetogama area is accessible by car much more easily than the more remote Lac La Croix area. There will be access to the International Falls area thru freeway plans already released.

Certain people have objected to the public ownership of lands in the amounts now found in Northern Minnesota. Yet the Kabetogama Peninsula itself only amounts to .02 of 1% of the land in Minnesota. Our state has fifty-four million acres, and over seventeen million acres are in timber lands. As a matter of fact, St. Louis County now has over one million acres that are tax forfeit, so I think that perhaps there are more important things than concern over an additional .02 of 1% of our State lands.

A Washington State Supreme Court decision reads: "An unwritten compact between the dead, the living, and the unborn requires that we leave the unborn something more than debts and depleted natural resources."² To me, this is what the Voyageurs Park Proposal is all about.

I strongly urge that you join Congressman Blatnik, the other members of the Minnesota Congressional Delegation, our Governor, and thousands of Minnesotans in support and speedy passage of this legislation.

Senator BIBLE. Thank you very much, doctor. It is always a pleasure to see you and renew old acquaintances.

Senator HANSEN. No questions.

Senator BIBLE. Thank you very much.

Our next witness is Mr. George Amidon, manager of Woodlands, Boise Cascade Co., Midwestern Region, International Falls, Minn.

STATEMENT OF GEORGE B. AMIDON, REGIONAL MANAGER, MIDWESTERN AND CANADIAN WOODLANDS, BOISE CASCADE CORP.; ACCOMPANIED BY F. T. FREDERICKSON

Mr. AMIDON. Mr. Chairman and members of the committee, if I can I would like to have Mr. F. T. Frederickson with me.

Senator BIBLE. Very happy to have you with us.

Mr. AMIDON. I realize the limitations on time.

Senator BIBLE. I am not going to cut you off.

Mr. AMIDON. Well, we will try to do the best we can to make our points in as short a time as possible.

Senator BIBLE. You are certainly entitled to a full hearing.

¹ The Economics of the Proposed Voyageurs National Park.

² The Royal Bank of Canada Monthly Letter, February, 1969.

Mr. AMIDON. I wonder if I might just take a brief moment to comment on the—a personal comment. Really under best circumstances, it is very difficult to follow Mr. Sig Olson if you are on the other side of an issue. It has been difficult to follow a number of these people who testified this morning. I would just like to say this: We have been directly involved with Mr. Olson and Governor Andersen and a number of other people since 1962 on this issue. Even though since 1965 we have disagreed, nevertheless the relationship has been, I feel, very constructive and very good. There has been very little meanness on this issue.

I would also like to say I have a particularly strong and warm feeling for Congressman Blatnik and Senator Mondale, and even though they disagree with us on this particular issue, nevertheless they and other members of the legislature that we have talked to have been very courteous.

As you gentlemen know, we are opposed, Boise Cascade is opposed to a national park on the Kabetogama Peninsula. We feel there are better locations. We feel there are a number of sound and reasonable reasons for this and I would like to try to brief these.

No. 1, our wallboard and paper manufacturing mills at International Falls are of great economic importance to northern Minnesota and to the State and raw material supplies both current and future are vital to the success of this operation.

These mills employ an average of 2,100 people with an annual payroll of nearly \$20 million. An additional 1,000 to 1,500 persons are engaged full- or part-time in woods work. Our expenditures for Minnesota wood amounts to over \$5 million each year.

Point 2: Present wood use of International Falls is over 300,000 cords and plans are in process aimed at increasing this to 500,000 cords from Minnesota sources. With this expansion there will be no surplus wood in our Minnesota operating area.

Senator BIBLE. May I ask a question simply as to the location of your mills, are they all located right within International Falls?

Mr. AMIDON. I should have explained that perhaps more clearly. I am in charge of our Minnesota and Canadian Woodlands operations. We have a papermill and insulation boards mill at International Falls. We now have a sawmill at Big Falls. We have a papermill at Fort Frances and a papermill at Kenora, Ontario.

Senator BIBLE. I have International Falls in mind where are these other locations geographically? Are they within this taking area?

Mr. AMIDON. The International Falls is on the boundary, as you know.

Senator BIBLE. Yes, I know where that is.

Mr. AMIDON. And we have a papermill just across the boundary, Fort Frances, Ontario. We are presently in the process of building a kraft mill there with the expenditure of some—

Senator BIBLE. These are in Canada?

Mr. AMIDON. Yes. At the expense of some \$45 million. Our mill at Kenora, is 145 miles north. The sawmill at Big Falls is south of International Falls.

Senator BIBLE. Now, I think I have the location.

Mr. AMIDON. What I would like to do is get through this rather brief statement and then we have some maps to try to make some of the points we would like to make.

Point 3: Our 51,000 acres of timberlands within the proposed park area are managed as part of our permanent timber supply for these mills, these mills in International Falls, and therefore are of great importance to us and the people of the area. We started a timber harvesting development program in the proposed park area in 1949. This was after we had offered to exchange this land, that is now under discussion, to the park, but because there was so much opposition to that at that time in the early 1940's we withdrew our offer and we started to develop the area.

In 1949, the area was in poor condition due to widespread damage by beaver flowages, insects, and diseases, and due to the deterioration of many of the overmature timberstands. We have since built roads for winter access and truck haul. In the past 21 years, operating on a sustained-yield basis, we have harvested over 130,000 units of pulpwood (roughly equivalent to 1.3 million trees). We have improved the tree growth and protected the lakeshores.

There is more timber in the area now than there was when we started. Our lands have been open for public use. Demonstrating that recreation and tree farming are compatible we have developed 30 free public camp or picnic grounds on the peninsula. We have helped control insect and beaver populations and helped protect the area from fire. We are committed to a continuation of this program in cooperation with other owners.

Now, the area is said to be the most desirable location for a national park. We consider this a great tribute to our stewardship but we honestly cannot believe it is the only suitable national park site in the entire State.

Point 4: There are almost 250 miles of Minnesota-Ontario boundary east of the peninsula to Lake Superior where scenic, geologic and historic conditions are similar or even superior and these are largely on lands already Government-owned, there are almost 2 million acres in the Boundary Waters Canoe Area and the Superior Forest by the Federal Government. We always felt it reasonable to expect that consideration be given to the entire area before one site was selected but the only area ever seriously studied in depth was Kabetogama.

Point 5: An exchange of our lands to the peninsula for Federal or State lands elsewhere would be meaningless since the timber on these lands is already available to us.

Point 6: Seventy percent of the timberland in northeastern Minnesota is already publicly owned while the forest industries own only about 4 percent of the commercial timberland to back up an industry contributing over \$325 million to the economy. The need is for more industrial forest ownership, not less.

Point 7: As major taxpayers we are concerned about the cost of a national park proposal which involves the acquisition of so much privately owned land and incidentally the total privately owned land including the principal lake area is 79,000 acres. There have been a number of figures mentioned this morning sometimes talking about the national park proposal—

Senator BIBLE. The correct figure is what is embraced within their proposal.

Mr. AMIDON. With the statement that we have submitted to the committee, we have a detailed ownership of the land and the lakeshore.

Senator BIBLE. Within the proposed taking area as it was passed by the House of Representatives?

Mr. AMIDON. Yes, that is 79,000 acres of private land or 57 percent of the total.

Senator BIBLE. And not 67,657 as was testified?

Mr. AMIDON. That is correct. It was 69,000 acres in the original proposal but this addition added 10,000 acres of private land.

Senator BIBLE. That is in the Crane Lake area?

Mr. AMIDON. In the Crane Lake addition.

Senator BIBLE. I am glad to have that correction and I don't question you for one half moment, and the exhibit which you referred to will be incorporated and made a part of the record.

(The exhibits referred to are in the committee files.)

Mr. AMIDON. I would like to read something over again. As major taxpayers—

Senator BIBLE. Pardon my interruption, but I wanted to clarify that.

Mr. AMIDON. As major taxpayers we are concerned about the cost of a national park proposal which involves the acquisition of so much privately owned land and lakeshore, particularly when areas already in Government ownership with similar qualifications could easily be made available by transfer from one governmental agency to another.

In conclusion, I would merely like to say this is not an issue of "preservation versus destruction" as some proponents of the park imply. Instead it is one of "preservation" compared to a "multiple or balanced land management program." In our opinion, the latter offers much more in terms of protection, recreational opportunity and economic benefit at far less cost.

If I have still a few minutes, I would just like to refer to these three maps.

Senator BIBLE. You have all the time you want. I have no intention of cutting you off.

Mr. AMIDON. You are most generous, Mr. Chairman.

Senator BIBLE. I would say the preponderances of the witnesses are on the other side so at least you are a hardy soul to come here surrounded by those who take differing viewpoints but really that is what makes America great. We are going to listen to everybody and we are not going to cut you off.

Mr. AMIDON. It is a good place to be away from because we just had 11 inches of snow up there.

Senator BIBLE. It kind of figures it is getting cold up there.

Mr. AMIDON. This first map is a map of the Superior National Forest with some things we have added to it. The point on the west is the proposed Voyageurs National Park. The addition there is the Crane Lake addition so the whole area of some 39,000 acres of land of which, as I mentioned nearly 60 percent is private and about 40 percent is public.

The area then to the east and all the area outlined there where you see the green shading that is the Superior National Forest which contains some 2 million acres of Federal land.

The area outlined in the red is the Boundary Waters Canoe Area that is a million acres of land which already 640,000 acres are set aside exclusively for wilderness or canoe area. All cutting is forbidden. I would just like to point out across the boundary that is the international boundary there—

Senator BIBLE. Now, you are talking about Canada there.

Mr. AMIDON. Yes, and it is Ontario on the other side. The boundary area there joins Quetico Peninsular Park and a part of it is Hunters Island which is the shaded area there and that is about 500,000 acres. All cutting has been stopped in that area. That is also devoted almost exclusively to wilderness travel and wilderness use. So already in this area for both sides there are over a million acres of land that are devoted to canoe or wilderness use. That is 1,500 square miles.

The people who are promoting that park, very good friends of mine, nevertheless, they have got tremendous appetites. They are after the other 400,000 acres in the Boundary Waters Canoe Area. They are after the other 600,000 acres in the Quetico Provincial Park. They want all cutting excluded from that.

Senator BIBLE. We don't have any jurisdiction in Canada.

Mr. AMIDON. I know you don't. But my point is, maybe it was not well made, but my point is, this is one complex and you have to look at the entire area.

Senator BIBLE. All right.

Mr. AMIDON. And my point, just to sum that up, there are already a million acres or 1,500 square miles and the various agencies and organizations are on record, they want another million acres. They would have 2 million acres or 3,000 square miles.

As I mentioned in my oral statement, our company, as many industries, has been in the rather intensive development program for many years, we started building campsites and opening our lands to the public use 20 years ago, this is our development on the Kabetogama area or the original park proposal. All those dots represent campsites, picnic areas and some are six-unit campsites and on the interior lakes they are one-unit campsites. There are 30 such areas there. We started this 5 years ago. And have just completed this part. This has all been done.

Senator BIBLE. How much of that area that you have ringed around with the green marking is within the proposed Voyageurs National Park?

Mr. AMIDON. That is the original, that is the National Park Service proposed boundaries.

Senator BIBLE. That is the original without the add-on?

Mr. AMIDON. Without the Crane Lake addition.

Senator BIBLE. All right. I wanted to be clear.

Mr. AMIDON. We have also opened some streams up, I mean just cleared them out for canoe travel to interior lakes. We have opened up 72 miles of snowmobile trails in that area. These are facilities dispersed throughout the area so it doesn't concentrate any great use in any one area.

I would like to merely contrast the program that our company is involved in with the National Park proposal. This is that same area, but according to the latest reports we have seen by the National Park Service this is their proposed development. The headquarters are there just east of Black Bay, and that is going to be one of the main visitation centers. There are other visitation centers on Kabetogama and another one on the south, right there. Those are the three visitation centers. On the interior of the peninsula they are going to have campgrounds and then this one Kettle Falls Hotel that I understand they are going to restore to its original condition and then lease back to the owner.

These are three visitation centers and six campsites or camp use areas for which the cost is going to be something like \$19 million, according to the National Park Service estimate.

The reason that we are so much concerned is readily apparent, I think, from this map. This is that same area we see there. All this shows is the ownership. The red is Boise Cascades lands; that is, the 51,000 acres that we own in the area. Our total fee land in Minnesota is 338,000 acres.

Senator BIBLE. I would hope you have a spare copy of that. I think it would be helpful for the subcommittee because you obviously are the largest private owner within that area, and obviously have the biggest stake in it, I am sure.

Now, within the proposed taking area for the Voyageurs National Park, you say Boise Cascade owns in fee simple something like 51,000 acres?

Mr. AMIDON. Correct.

Senator BIBLE. 51,000 acres. Very well.

Mr. AMIDON. Our total fee ownership in Minnesota is 338,000 acres, so this represents about 15 percent of our total fee lands.

That is all of the testimony that we planned to give. We would certainly welcome any questions and try to answer them.

Senator BIBLE. I think the only question I have of you, and I am not unfamiliar with the conflicts that arise constantly really in many of our parks, I have handled the Redwoods and that certainly had about as rough a lumber versus park recreation confrontation as you could get anywheres, we went all through the Redwoods, and we had it to a more limited degree in the North Cascades and many other parks throughout the United States.

Of the 51,000 acres that are within the proposed national park, Voyageurs National Park, how many of those 51,000 acres are being used now in your mill operations?

Mr. AMIDON. In 1949 when we started the development program, in this area, we started to cut timber 1 year later, the first timber coming out of there was in 1950, and we have been cutting timber there on a sustained yield program which means cutting 1 to 2 percent of it each year. Every year our plans would be we would cut timber there every year forever and hopefully it would increase as we do a better job of management.

Senator BIRLE. What is the nature of the trees within the land that you own, what kinds of trees are they, what are they?

Mr. AMIDON. Basically there are four different species of trees that we use in our International Falls operations. The major species are

spruce, balsam, jackpine and aspen; several different species of aspen, and we use other different species, some red pine and white pine.

Senator BIBLE. Are they all used primarily in producing pulp?

Mr. AMIDON. Currently that is so except for this new plant at Big Falls, they utilize about 8,000 to 10,000 cords a year for saw lots or for lumber. We are studying plans now for a stud mill and plywood mill at International Falls.

Senator BIBLE. In this species of trees you have described and with your tree-planting program, how long does it take a tree to reach maturity where you can cut it again?

Mr. AMIDON. The rotation age or the age where you obtain maximum yield varies with species. It is about 40 years for poplar or aspen, it is about 50 to 60 years for pine, about 50 to 60 years for balsam, and 80 to 100 years for spruce.

Senator BIBLE. Then in the minimum requirement where you plant that particular species, and I don't know which one you said the 40 years.

Mr. AMIDON. The aspen.

Senator BIBLE. The aspen, then it takes an aspen 40 years to reach maturity to give you the maximum yield.

Mr. AMIDON. To get the maximum yield. You can start cutting at 30 years, but you get too much small wood.

Senator BIBLE. I didn't realize it took that particular species of tree that long. I know how long it took the Redwoods, but I wasn't aware that this species of tree took quite that long.

Do you have any major housing development in this area similar to those you have in other areas, including my own State of Nevada with which I am rather familiar, and also you have one right out here at Andrews, I believe, don't you?

Mr. AMIDON. We have no housing developments in this general area. We have no plans for such housing developments.

Senator BIBLE. What type of pollution problems do you run into as an operating company running these papermills and sawmills in these various places that you suggest?

Mr. AMIDON. Within the statement we have submitted to the committee there is a statement on our mill pollution program at International Falls. There is a statement in there from Mr. Hansberger showing the emphasis that our Boise Cascade Corp. places on the problem of improving the quality of the environment. We have a pollution problem in the mill which is being corrected and it should be corrected next year. We are working closely with the State. That is outside of my area of responsibility so I can talk only generally about it.

In the woods the main pollution problem we have is with the tourists dumping garbage in the areas they visit and it is becoming worse, I am sure you know. In the canoe area they spent \$80,000 a year just eliminating the garbage.

Senator BIBLE. I realize the tourist is a polluter, too, but I am also familiar with some of your papermills. I am from Reno, Nev., and for many, many years, I don't know who actually owned the mill, I think it was an international paper company, one if I am not mistaken, that had a paper mill right on the Truckee River. This presented all kinds of problems, and there was just no way, with the technology at that

particular period of time, that they could meet that problem, and it was a terrible polluter.

What do you pollute up there, which stream is it that gives you the problem at International Falls?

Mr. AMIDON. Rainy River is the river that comes out of Rainy Lake. Senator BIBLE. Rainy Lake.

Mr. AMIDON. And this has been a pollution problem with the towns in the area, and the Fort Frances mill and with the international mill. On both sides of the border, we are taking steps to correct that and by about a year from now it should be largely corrected. We are spending significant amounts of money to correct that. The new Kraft mill at Port Frances out of the \$45 million being spent there are over \$5 million being spent for water pollution control.

Senator BIBLE. I am sure that all major companies in the United States in the paper industry, and I include them all, are doing their best to try to cope with this problem because you are not anymore anxious to be tagged with the mark of a polluter than anybody else. I understand that, but I was just wondering exactly what you were trying to do. I knew at one time it caused serious problems.

I think it was Zellerbach rather than International Paper Co., but whoever it was it doesn't make any difference. It was one of the paper companies.

I have no further questions of you, Mr. Amidon. We are going to be back in session Monday. You live where, right at International Falls?

Mr. AMIDON. Both Mr. Frederickson and I both live in International Falls.

Senator BIBLE. You both live in International Falls. If you see any need in presenting anything further for us you certainly can present it on Monday. I am not suggesting you stay here. It is warmer here than in International Falls. We have a good football game going here on Sunday afternoon so you are welcome to stay if you want to.

I have no further questions to ask.

Mr. AMIDON. I appreciate the invitation.

Senator BIBLE. The Senator from Wyoming.

Senator HANSEN. Thank you, Mr. Chairman.

I think you have covered one of the issues I was concerned about and that is your specific feelings about the advisability of including the Crane Lake area in this proposed Voyageurs National Park. If you do not feel that you have made your position eminently clear for the committee, and all those others who would read the record, I would invite you to do so at this time. Do you have any further feelings or do you think what you have said already you have spelled out your feelings with regard to the Crane Lake area?

Mr. AMIDON. I would be glad to comment just very briefly on that.

Our suggestion for a national park, which we favor, but in another location, was that some area to the east of Crane Lake would be a suitable site. Adding the Crane Lake to the original national park proposal does not change our position, does not make us feel any better about this. That area is called now the Crane Lake Recreation Area. It is under the management of the U.S. Forest Service. Theoretically, at least, there is some timber harvesting on interior lands is permissible. We have great respect for the U.S. Forest Service, as we do for

the National Park Service, but we see no point in maintaining it out of the U.S. Forest Service jurisdiction. If they included that area and eliminated the Kabetogama area, then the matter would be different.

Senator HANSEN. Maybe one more observation might be in order, Mr. Chairman. Earlier this morning, I read an excerpt from a letter that was addressed to Senator Len Jordan of Idaho, who by a person that I think he had known a number of years ago when Senator Jordan was Chairman of the International Joint Commission for the U.S. Section and in this letter correspondent expressed some misgivings as to what would happen to this boundaries water canoe area if it were to be bordered on the one side by a national park. Do you share the concern that was expressed in this letter? Did you hear that statement of mine when you were here earlier?

Mr. AMIDON. I am not sure that I understand the point; no.

Senator BIBLE. I suggest to the Senator from Wyoming that he simply submit the letter and part of the letter that he has reference to you before you leave, and make whatever comment you want on it, but I don't know whether you can do it right off the top of your head. Maybe you would prefer a little time to study it, to see what its implications are. I don't understand it myself.

Senator HANSEN. Thank you, Mr. Chairman. My question was rather unfair and I would be rather happy to ask Mr. Amidon to read the letter and if he would care to to make such response as seems indicated.

Thank you, Mr. Chairman.

Senator BIBLE. I think I have no further questions of you gentlemen. I very much appreciate your appearance here and again if there is any additional information you want to furnish us I hope you can do it sometime early next week. But if you think it is you are free to do so. Thank you very much.

Mr. AMIDON. Thank you very much.

(Mr. Amidon's prepared statement follows:)

STATEMENT OF G. B. AMIDON, REGIONAL MANAGER, MIDWESTERN & CANADIAN REGION, BOISE CASCADE CORP.

My name is George Amidon, I am Regional Manager of the Midwestern & Canadian Region for Boise Cascade Corporation. I am responsible for all Company woodlands programs aimed at supplying wood requirements for our mills at International Falls, Minnesota and Fort Frances and Kenora, Ontario.

Our Company is opposed to the location of a National Park on the Kabetogama Peninsula for what we believe are many valid reasons.

1. Our wallboard and paper manufacturing mills at International Falls are of great economic importance to Northern Minnesota and to the State and raw material supplies both current and future are exceedingly important.

These mills employ an average of 2,100 people with an annual payroll of nearly 20 million dollars. An additional 1,000 to 1,500 persons are engaged full- or part-time in woods work. Our expenditures for Minnesota wood amounts to over 5 million dollars each year.

2. Present use is over 300,000 units of pulpwood and wood chips and plans are in process aimed at increasing this use to approximately 500,000 units from Minnesota sources in the near future.

Our 51,000 acres of timberlands within the proposed park area are managed as part of our permanent timber supply for these mills and therefore, are of great importance to us and the people of the area. In addition to our lands there are many other privately owned lands involved here.

We started a timber harvest and development program in this area in 1949. At that time the area was in poor condition due to widespread damage by beaver flowages, insects and diseases and due to the deterioration of many of the over-

mature timberstands. We have since built roads for winter access and truck haul. In the past 21 years, operating on a sustained yield basis, we have harvested over 130,000 units of pulpwood (roughly equivalent to 1.3 million trees). We have improved the tree growth and protected the lakeshores. Our lands have been open for public use. Demonstrating that recreation and tree farming are compatible we have developed 30 free public camp or picnic grounds on the Peninsula. We have helped control insect and beaver populations and helped protect the area from fire.

It seems to be a tribute to our overall management program that it is now said to be the *most desirable location* for a National Park. We consider this a great tribute to our stewardship but we honestly cannot believe it is the only suitable national park site in the entire State.

There are almost 250 miles of Minnesota-Ontario boundary east of the Peninsula to Lake Superior where scenic, geologic and historic conditions are similar or even superior and these are largely on lands already government owned or controlled in the Boundary Waters Canoe Area and Superior National Forest. We have always felt it reasonable to expect that consideration be given to this entire area before any one site was selected but the only area ever seriously studied was Kabetogama.

An exchange of our lands on the Peninsula for federal or state lands elsewhere would be meaningless to us since we are already dependent on most of these lands for part of our timber supply. Losing the Peninsula lands would mean a net reduction on the timberlands available to supply our operations. The few presently available surpluses will be used in the future as our production increase to meet national needs for building products and communication papers.

6. 70% of the timberland in Northwestern Minnesota is already publicly owned while the forest industries own only about 4% of the commercial timberland to back-up an industry contributing over 325 million dollars to the economy. The need is for more industrial forest ownership not less. We have been actively trying to build up such ownership and cannot afford to give up our Kabetogama lands. We think it is particularly inappropriate at this time to withdraw any large acreage of timberlands from the supply necessary to help meet National Housing goals.

7. As major taxpayers we are concerned about the cost of a National Park proposal which involves the acquisition of so much privately owned land and lakeshore, particularly when areas already in government ownership with similar qualifications could easily be made available.

This is not an issue of "*preservation versus destruction*" as some proponents of the park imply. Instead it is one of "*preservation*" compared to a "*Multiple or Balanced Use Land Management Program.*" In our opinion, the latter offers much more in terms of protection, recreational opportunity and economic benefit at far less cost.

Senator BIBLE. We will call Mr. Ed Brigham, National Audubon Society of Redwing, Minn.

STATEMENT OF EDWARD M. BRIGHAM III, NORTH MIDWEST REPRESENTATIVE, NATIONAL AUDUBON SOCIETY

Mr. BRIGHAM. Thank you, Mr. Chairman. I will be brief, won't take time to read the whole statement if it may be included in the record.

Senator BIBLE. The full statement will be included in the record.

Mr. BRIGHAM. The National Audubon Society has actively supported the concept of the Voyageurs National Park since from the very beginning, at least in the modern era, although we could not go along at first with or at any time really with the original proposal for public hunting in the park, but this has been, I think, very wisely taken care of, and so we support the House bill.

We certainly support the concept that predators are a major and very vital part in any natural eco system, as Mr. Hartzog explained this morning, they are certainly essential in the management of a national park.

We are impressed by the fact that the dangerous species, the timber wolf, who have sanctuary in the Voyageurs National Park, and while there are many in Minnesota who do not consider the timber wolf endangered, we feel it very definitely is, with only approximately 800 of the animals left in the country, and we think this is very definitely an endangered species.

We do have some reservations about section 303 in the bill. We are not—as I said, we support the bill, but the snowmobiles and vehicles of this sort, in addition to producing noise can damage ground cover and impair forest reproduction and things of this sort, and we suggest for motorboats instead of snowmobiles and canoes instead of motorboats and perhaps leave the flying to the birds.

So with that, Mr. Chairman, we certainly thank you for the opportunity of presenting this statement to your committee.

Senator BIBLE. I very much appreciate your appearance here, and your full statement will be incorporated in the record.

(The complete statement follows:)

STATEMENT OF EDWARD M. BRIGHAM III, NORTH MIDWEST REPRESENTATIVE,
NATIONAL AUDUBON SOCIETY

To: Senate Committee on Interior and Insular Affairs.

Mr. Chairman, we thank you for the invitation to present our views on the proposed Voyageurs National Park.

The National Audubon Society, with its nearly 150,000 members, believes that "Audubon is for people—and a better world for people to live in." Because of this, we have long supported the establishment of new park areas in America; not only to preserve unique portions of the natural landscape, but also to provide a wide variety of quality experiences for the American people.

We have actively supported the concept of a Voyageurs National Park, although we could not go along with the original proposal to provide for public hunting in a National Park. We are pleased that this provision has wisely been deleted. Our reasons are described in detail in "Wildlife Management in the National Parks," a report to the Secretary of Interior from his Advisory Board on Wildlife Management, March 1963.

We believe that predators are a vital part of any natural ecosystem, and that they are essential to the health of prey populations. This has been shown to be true, for example, in the Durward Allen-David Mech studies of wolves and moose populations on Isle Royale.

It should be noted that the proposed Voyageurs National Park will provide sanctuary for the timber wolf—a species designated by the Department of the Interior as "Endangered." There are forces at work in Minnesota which would jeopardize, if not completely exterminate, the wolf, believing that it is not endangered in that State. A species which is reduced to some 800 individuals in the contiguous 48 States, and with a range reduced to approximately 1 percent of its former range, is most definitely an *endangered* species.

The State of Minnesota is to be commended for its indication that State lands within the proposed park boundaries will be donated to the Federal Government.

We are pleased to note that the Interior Secretary's suggestion of a January 1, 1969, cutoff date for ownership of improved property has been included in the present bill.

Section 301(b) concerning wilderness preservation suitability studies is certainly welcome in this bill.

We do have some serious reservations about Section 303. Snowmobiles, in addition to producing deafening noise, can also severely damage ground cover and impair forest reproduction. We also question provision for the wide variety of other motorized land, marine and air vehicles. We suggest the snow shoe instead of the snowmobile, the canoe instead of the motorboat, and leave the flying to the birds.

If recreation is one of the objectives in establishing a Voyageurs National Park, then it might just be fitting to emphasize the transportation means originally employed by the voyageurs.

The National Audubon Society urges prompt action to establish a Voyageurs National Park within the framework of standards of the National Park Service, which standards have been adhered to proudly since the passage of the National Parks Act in 1916.

Senator BIBLE. Our next witness is Mr. Richard Thorpe.

Mr. THORPE. Thank you, Mr. Chairman.

STATEMENT OF RICHARD J. THORPE, CHAIRMAN, NORTH STAR CHAPTER, SIERRA CLUB

Mr. THORPE. I am Richard Thorpe of St. Paul, Minn., and I am chairman of the North Star Chapter of the Sierra Club.

The Sierra Club at all levels urges the establishment of Voyageurs National Park in the Kabetogama Peninsula area of northern Minnesota. We have something like 1,500 members, and in the Midwest there are over 10,000 members and one thing I would point out is that the Kabetogama area is within easy striking distance for weekend or certainly for vacations for most of the metropolitan areas within the Midwest—Milwaukee, Chicago, Minneapolis, St. Paul, as an example.

We feel that this area would be a much needed addition to the recreational resources of the Midwest.

The Sierra Club has led a number of trips into the proposed park area for its members. We have canoed, hiked, and skied through many miles of its wilderness. We have come to know that area in both winter and summer. There was some question, incidentally, as to whether it was used in the winter. The year before last I led a trip of 35 people into the area in the winter. I think there were 10 women in the trip. We camped out for 3 days, so it is possible to use it in the winter.

The park proposal wisely provides for only limited development of the interior of the peninsula. The trail system would provide the sort of recreation that many families and young people are seeking. We urge that concurrently with the establishment of the park steps be taken so that the Kabetogama Peninsula will be designated as a national park wilderness area. This could be done without altering the proposed development plans for the park.

Why do we support the establishment of this park? Because we feel that this is a really unique area—an area that can give enjoyment to thousands of people without pig-piling them and without causing major ecological disturbances. Its uniqueness lies in the fact that it is not a peninsula in the usual sense. If you look at the maps closely, you will see that it is really a filigree of lands and water. There are many islands, many bays, and channels, hundreds of miles of island shoreline.

We do not oppose the use of large motorboats as transportation on the lakes, provided that their use is thoughtfully regulated by the National Park Service. Normally, the Sierra Club would oppose such use, but in this situation the motorboats and the waters would be used in lieu of automobiles and roads.

Hunting, trapping, and logging must be prohibited in the park. All animals and plants should be protected so that visitors to the park can see a natural community of the northern fauna and flora. The idea

here is not as some people would have it, the creation of a deer farm. Hunting, if permitted, would jeopardize all parks by lowering the standards. The park would be particularly important for animals such as the timber wolf. As you may know, northern Minnesota has the only viable population of timber wolves in the 48 contiguous States.

If I might comment briefly on the relationship to the BWCA and the Crane Lake area, we feel that the Crane Lake area should be included if for no other reason that it is part of a viable unit, and we feel that if any criticism could be leveled at the park as originally proposed, it is the area is too small for the anticipated use.

I have canoed from the Boundary Waters area for 20 years. The Sierra Club has been one of the organizations defending it and I don't see any conflict by having the park about that area. This has been done in California between the Forest Service and the National Park Service and I am quite sure they can work it out here.

That concludes my statement. If anyone has any questions I would be glad to answer them.

Senator BIBLE. I have no questions of you.

Senator Hansen has none. If you would leave your statement with the reporter, I appreciate your appearance there this morning.

(The prepared statement follows:)

STATEMENT OF RICHARD J. THORPE OF ST. PAUL, MINNESOTA, SPEAKING FOR THE SIERRA CLUB; CHAIRMAN, NORTH STAR CHAPTER OF THE SIERRA CLUB; VICE-CHAIRMAN, MIDWEST REGIONAL CONSERVATION COMMITTEE OF THE SIERRA CLUB

The Sierra Club at all levels urges the establishment of Voyageurs National Park in the Kabetogama Peninsula area of northern Minnesota. Some 1500 members from all part of Minnesota make up the North Star Chapter. There are over 10,000 Sierra members in the Midwest. Nationally the Sierra Club has a membership of over 110,000. Economically and aesthetically, we feel that the park would be a much needed addition to the recreational resources of the mid-west.

The Sierra Club has lead a number of trips into the proposed park area for its members. We have canoed and hiked and skied through many miles of its wilderness. We have come to know the area in both winter and summer. Personally I have canoed the border lakes for some 20 years. The park proposal wisely provides for only limited development of the interior of the peninsula. The trial system would provide the sort of recreation that many families and young people are seeking. We urge that concurrently with the establishment of the park steps be taken so that the Kabetogama Peninsula will be designated as a National Park Wilderness Area. This could be done without altering the proposed development plans for the park.

Why do we support the establishment of this park? Because we feel that this is a really unique area—an area that can give enjoyment to thousands of people without pig-piling them and without causing major ecological disturbances. Its uniqueness lies in the fact that it is not a peninsula in the usual sense. Look at the man closely. It's really a filigree of land and water—land and water with countless bays and channels and hundreds of miles of island any bay shoreline.

We do not oppose the use of large motor boats as transportation on the lakes, provided that their use is thoughtfully regulated by the National Park Service. Normally, the Sierra Club would oppose such use, but in this situation the motor boats and the waters would be used in lieu of automobiles and roads. Motor boats will be less disruptive to the ecology of this area than roads have proven to be in other National Park areas.

We do oppose hunting, trapping and logging. All animals and plants should be protected so that visitors to the park can see a natural community of the northern fauna and flora. The idea here is not the creation of a deer farm. Hunting, if permitted, would jeopardize all parks by lowering the standards. The park would be particularly important for animals such as the timber wolf. As you may know, northern Minnesota has the only viable population of timber wolves in

the 48 contiguous states. The proposed park area is an important part of this endangered species' range.

Congress and the National Park Service must be vigilant, so that the park, when established, does not violate the traditional National Park criteria. If people want an area for unregulated mass use, fully mechanized use, a something for everyone sort of place, they are talking about something less than a National Park. If we were to criticize the park we would say that it is not large enough—Crane Lake area should be included if for this reason alone.

In conclusion, I emphasize that the history, the geology, the forest cover and the wildlife population reveal an area that has no counterpart in our National Park System. It must be set aside now!

Senator BIBLE. Our next witness, and I believe the only one remaining from Minnesota, is Fred Stout.

Are there any other witnesses left—Mr. Stout you are up to bat.

**STATEMENT OF FRED E. STOUT, DIRECTOR AND IMMEDIATE PAST
PRESIDENT OF THE MINNESOTA ARROWHEAD ASSOCIATION**

Mr. STOUT. Thank you, Mr. Chairman, and thank you for continuing on to give me a chance to be heard.

I would like to say that Dr. Hall was scheduled to appear and he and three other men were leaving yesterday afternoon, one was representing the Ely Boundary Waters Canoe Committee, and Dr. Hall St. Louis County Commissioners.

The other two were also to appear. Bob Condon who is president of the Crane Lake Association, and a gentleman that I don't know, all of these were to appear in opposition to the bill.

Senator BIBLE. As I indicated if they are here Monday morning, I will hear them and if they are not here Monday morning, I will read their statements.

Mr. STOUT. Yes, sir.

Senator BIBLE. So they are protected either way.

Mr. STOUT. Fair enough.

Mr. Chairman, Senator Hansen and Congressman Blatnik, I am a great admirer of the author of this bill, and a constituent of his, and I think he has proven himself in this city as one of the finest Representatives in the country, and I am sorry to have to be here in opposition to his bill.

I represent an organization that has been around for 45 years in northeastern Minnesota. They do not oppose the idea of a national park in northeastern Minnesota. Sixty percent of the membership are in favor of it. But by the same token, 75 percent of them oppose the location, and that is our position.

I believe I have on file with you the 10 points in opposition, and I would like to have those put into the record.

Senator BIBLE. Without objection the full statement will be incorporated in the record.

Mr. STOUT. I am afraid that this morning the impression has been given, although Congressman Blatnik, I thought, summarized it beautifully, that the entire State was for this thing.

When 70 percent of the Minneapolis poll shows in favor, obviously it is a hard thing for anybody in the political arena to oppose. However, I would like to tell you that in our area there is a substantial opposition to this site. I think the very fact that, as George Hartzog said, he had been at it since 1963 and it goes back to, actually to

Coolidge, the fact that it has taken so long points out that there is some opposition, and there are some very definite questions.

In submitting evidence of that fact, I would like to submit for the record an article published by the Duluth Herald and News Tribune on October 10, 1970. It was filed by Albert Eisele, who is the Ritter Washington correspondent, and it carries a Washington byline. It is a long article, and it points out the problem that the Congressman had in getting this bill out of the House.

Senator BIBLE. I have no objection; I think everything is all right. I think I have read some of that line of articles myself but I will be glad to receive them.

Mr. STOUT. I will not submit them for the record, but the minutes of September 29 of the Voyageurs National Park Association, and former Governor Andersen was here today representing them as the president of the association, their four pages of minutes support that newspaper story and show the problems they encountered in getting this bill passed.

I think those two things, to me, show that there are some very definite positive reasons to oppose it.

I believe that the Arrowhead 10 points in opposition are all valid.

In the interest of time, I would like to just use my time for one point. I don't want you to construe the fact that I am only using one that we have abandoned the other nine. We still feel—

Senator BIBLE. I can assure you I will read every word of this very carefully. I will take it home and read it over the weekend, as a matter of fact.

Mr. STOUT. We still feel that 2 million acres of land owned by the Government are enough for northwestern Minnesota. St. Louis County, the largest county involved, has 65 percent of its lands off the tax rolls right now. Dr. Hall would have testified that the county commissioners in St. Louis County voted five to one in opposition to this bill.

We contend that the economic impact estimates are too high, and the acquisition costs are too low.

But the No. 1 point I would like to describe or discuss today is the feasibility or lack of feasibility of a wilderness park, and here is where I think the proponents, to me, I have missed, and it is hard for me to understand.

If we accept Mr. Hartzog's figures that he presented this morning that 1.3 million people go into the park in 1 year, and assuming that each, the average, tourist will stay 3 days, and Governor LeVander's committee came up with a compounded figure of 3.95 million people days for the 100-day season, I say to you today if those figures are even 50-percent correct, the wilderness that they are proposing to promote will cease to exist. In a maximum 100-day season in northern Minnesota, 39,500 people per day on a very limited peninsula entirely destroy the wilderness aspect.

There was testimony this morning on pollution. In the area to the east which is 10 times as big they have 150,000 visitors, the supervisor, Craig Rupp, has announced publicly next year he will limit the number of people into a 200-mile area to the basis that 150,000 polluted an area 10 times as large as what we are talking about.

Finally, I would like to say that what cause is there to have this set aside as a national park? What cause is there now? It is there now,

it is open to everyone. It is being preserved. I think the fact that the Forestry Service, after turning it down 20 years ago, now says it is acceptable shows that a job is being done.

All of these things point out, I believe, that the present multiple use area is acceptable. Don't destroy the very thing we are trying to preserve. Make it a part of the BWCA or make it part of the recreational area or leave alone, but don't put the stamp of death on it with this bill.

In a newly released report dated just last month put out by the President's Quetico-Superior Committee which was originally appointed during the Coolidge administration and given its present name by President Franklin Roosevelt the report points out that the original concept for the entire Boundary Waters Area was to create multiple use plan of management. I have a copy of that report if you would like it.

Senator BIBLE. It can be incorporated by reference if you would give it to our staffman.

Mr. STOUT. All right, sir.

With that, I would like to conclude my testimony. If there are any questions that I could answer, I would do so.

Senator BIBLE. I think I have none. I think I realize that there are different viewpoints on how this area can best be preserved. It is something we have to examine very carefully. I do realize you have a seasonal use problem. I am very familiar with Isle Royale and I have also had a few problems with Isle Royale personally which I have discussed with the Director of the Park Service, but I am going to study your statement particularly, and we will hear the balance of the witnesses on Monday morning. Am I shortchanging anybody from Minnesota who has asked to be heard? That is fine, because the Washington coterie will be here on Monday. We will be in recess until Monday morning.

(Mr. Stout's complete statement and newspaper article referred to follows:)

STATEMENT OF FRED E. STOUT, DIRECTOR AND IMMEDIATE PAST PRESIDENT OF THE MINNESOTA ARROWHEAD ASSOCIATION

Mr. Chairman, my name is Fred E. Stout, Director and immediate past President of the Minnesota Arrowhead Association. I have lived all of my 50 years in the northern part of Minnesota. During the past 18 years, I have served on the Board, the Executive Committee and most recently as President of the organization I represent. I am a registered professional engineer and presently am president of one of the area's utility companies. I feel, therefore, well acquainted with the area under consideration and qualified to speak on the issue before you today.

The MAA is in its 45th year of continuous operation. It is the oldest regional association in the State of Minnesota and one of the three oldest in the nation. It enjoys a reputation as one of the nation's outstanding tourist *promotional* groups. Its membership is made up of over 1,000 individual members and 51 member organizations representing in excess of 15,000 associate members in the 12 county area of Northeastern Minnesota. Although its primary function is one of promoting the tourist industry, it also concerns itself with the commercial and industrial economy of the area. The opinions of its membership on area issues, therefore, reflect this extremely broad base of support. Its tenure and its strength speak for the position it has maintained in the eyes of the citizens of Northeastern Minnesota.

Let me first establish very clearly just what the Association's position is:

(1) The MAA overwhelmingly *supports* the concept of a national park for Northeastern Minnesota.

(2) The MAA overwhelmingly *opposes* the Kabetogama Peninsula and Crane Lake area as a site for such a park.

The MAA is greatly concerned over the Voyageur Park Bill. It has, over the past several years, appeared at every hearing, both Federal and State, and presented a consistent position opposing the location of the park. In the most recent poll conducted in 1968, 79.8% of the membership favored a national park but at the same time, 71.4% of the same people oppose the proposed Kabetogama site as a location for the park. A complete summary of this poll is attached for your scrutiny. (See attachment #1)

Since we are primarily a tourist promotional organization, our position certainly must raise the question "How can we oppose an apparent plus for our recreational industry?" Attached to this statement are ten major reasons why we oppose the present park bill. Most of these points in opposition have been expressed at one time or another by others at this hearing. I would like, therefore, to concentrate on just three of them, Numbers I, II and V. (See attachment 2)

NUMBER I

With over 2.2 million acres of land in the area now under federal ownership in the immediate area, it appears completely illogical to acquire 219,000 additional acres and 30 miles of state and privately owned lands.

The present BWCA represents 1.038 million acres alone extending over 200 miles along the Canadian border. The land and terrain is very similar to the waters and land in the proposed park and its historic, scenic, geological and ecological content is in every way equal to the Kabetogama site.

The recreation resources on the Superior National Forest have been developed, over 60 years, to but a partial extent. There are more undeveloped recreation resources on the 1000 lakes outside the BWCA in the National Forest than in the proposed park. If these resources were developed, there would be a great and significant increase in the recreation use.

NUMBER II

The estimated attendance figures projected by the U.S. Department of Interior, National Park Service, of 1,360,000 in the third year of operation *will eventually destroy* the wilderness aspects of the park area. The statements of Commissioner Jarle Leirfallom, Commissioner of Conservation, State of Minnesota, bear this out:

"Basically the key problem in merchandising natural values is that a highly successful program in terms of numbers of participants *tends to destroy itself*."

"A million people brought into a wilderness to enjoy wilderness values immediately destroy these values because a place with a million people in it is no longer a wilderness. It just means that if we are going to have a park and say it's going to be wilderness and you're going to have a million people there, you'll have problems with people and *it will be an impossibility*."

NUMBER V

The present multiple use of the area *is providing maximum utilization* and a balanced approach:

(a) The area *is being preserved* for future generations.

(b) Under the present multiple use, the area now has all of the activities proposed by the park plus hunting, trapping, managed forests, summer homes and resorts.

(c) Statement by Secretary Hickel,

"We must inventory and catalogue our natural resources. A program of all preservation is obviously wrong. We have to use our resources—but wisely—in order to live. A program of all-development is just as wrong. We must have a *balanced* program. This is *my* approach."

In summary, we feel that there is presently ample government ownership of our wilderness area, that a national park on Kabetogama Peninsula will destroy its wilderness aspects and finally we feel we are serving the public to the maximum benefit with our present concept of multiple use of the area. This position is summed up in a parody attached to this report. (See attachment #3)

On behalf of the Minnesota Arrowhead Association and myself, may I say that we greatly appreciate the opportunity you have given us to appear before you today. We sincerely solicit your study and concern for the position we represent.

FRED E. STOUT, *Director,*
Past President.

ATTACHMENT No. 1

RESULTS OF SURVEY TAKEN OF TOTAL MEMBERSHIP AND DIRECTORS ON THE PROPOSED VOYAGEUR NATIONAL PARK IN MINNESOTA, JULY 25, 1968

[In percent]

| | Yes | No | Undecided |
|---|------|------|-----------|
| 1. Favor Government ownership of park area?..... | 12.3 | 82.5 | 5.2 |
| 2. Have park area open to all hunting?..... | 76.6 | 20.5 | 2.9 |
| 3. Have park area open to all trapping?..... | 70.0 | 24.8 | 5.2 |
| 4. Have managed harvesting of park timber?..... | 85.5 | 9.9 | 4.6 |
| 5. Favor unrestricted use by snowmobiles, etc?..... | 73.9 | 21.9 | 4.2 |
| 6. Favor managed harvesting timber policy?..... | 90.0 | 7.1 | 2.9 |
| 7. Favor no-cut policy?..... | 11.2 | 84.2 | 4.6 |
| 8. Favor national park for Minnesota?..... | 79.8 | 19.1 | 1.1 |
| 9. Favor Kabetogama location?..... | 22.1 | 72.4 | 5.5 |

ATTACHMENT NO. 2

MINNESOTA ARROWHEAD ASSOCIATION—10 POINTS IN OPPOSITION TO THE PARK

DECEMBER 1970.

(1) The federal government *now owns over 2.2 million acres of land and water* in Northeastern Minnesota.

(a) The present B.W.C.A. represents 1,038 million acres alone extending over 200 miles along the Canadian border. The land and terrain is very similar to the waters and land in the proposed park and its historic, scenic, geological and ecological content is in every way equal to the Kabetogama site.

(b) "The recreation resources on the Superior National Forest have been developed, over 60 years, to but a partial extent. There are more undeveloped recreation resources on the 1000 lakes outside the B.W.C.A. in the National Forest than in the proposed park. If these resources were developed, there would be a great and significant increase in recreation use." (Talk by J. O. Wernham, Forest Supervisor, Superior National Forest, on September 12, 1968)

(c) Ever increasing government ownership of lands in the four counties involved shows drastically what is happening to the ever diminishing tax base.

| | Total acres | Private acres | Percent on tax roll |
|------------------|-------------|---------------|---------------------|
| Cook..... | 987,900 | 72,023 | 8.03 |
| Lake..... | 3,364,500 | 308,359 | 22.60 |
| St. Louis..... | 4,019,800 | 1,586,219 | 39.71 |
| Koochiching..... | 2,002,600 | 524,276 | 26.18 |

(2) The estimated attendance figures projected by the U.S. Department of Interior, National Park Service, of 1,360,000 in the third year of operation *will eventually destroy* the wilderness aspects of the park area.

(a) The statements of Commissioner Jarle Leirfallon, Commissioner of Conservation, State of Minnesota,

"Basically the key problem in merchandising natural values is that a highly successful program in terms of numbers of participants *tends to destroy itself.*

"A million people brought into a wilderness to enjoy wilderness values immediately destroy these values because a place with a million people in it is no longer a wilderness. Furthermore, a wilderness wears off quickly under this kind of use. The two are contradictory." (Delivered before the Parks and Open Space Seminar, 4/26/68)

"* * * and people have been very careless about bandying about the words, 'wilderness values' that are going to be merchandised to millions of people. It's an impossibility. They are mutually exclusive. It just means that if we are going to have a park and say it's going to be wilderness and you're going to have a million people there you'll have problems with people and *it will be an impossibility.*" (Delivered before Senate Committee on Public Domain, 12/4/69)

(b) The estimated attendance for the 20-mile park area of 1.3 million is approximately ten times the 1969 actual attendance in the 200-mile B.W.C.A. In other words, the problem is compounded 100 times. Craig Rupp, Supervisor of the Superior National Forest has stated publicly that 150,000 people in the B.W.C.A. is already creating problems of pollution and upkeep. *In 1971, restrictions will be placed on the number of visitors going into the B.W.C.A.*

(3) The total cost figure of \$36,000,000 for the park estimated by the Interior Department is very questionable.

(a) There are 108,000 acres* of land to be purchased now owned by the State, county and commercial and private interests. There are over 500 miles of shore line included in this acreage. (Over 700 including the Crane Lake area) At even \$20 a front foot, *the cost of the shore line property alone would exceed \$50,000,000.* Therefore, acquisition costs alone would exceed total cost estimates projected by park officials.

(b) The state highway department testifying in Duluth last year before the Senate Public Domain Committee, estimated the highway costs alone to provide access to and egress from the park would be in excess of \$20,000,000.

(c) 138 private summer homes must be purchased.

(d) 49,000 acres of timber land must be acquired.

(e) Dozens of commercial enterprises must be purchased.

(f) "Congress is 5 years behind in appropriating money for parks and recreational areas *already authorized.*" (Congressman Roy A. Taylor D.N.C. August 21, 1969.)

(4) The total economic impact figures that the park might represent are very questionable.

(a) Economic figures supplied the Governor were based on a very limited study. Commissioner Whitney testified that approximately 20 or 30 hours went into the economic study. He also testified that the attendance figures were based exclusively on a comparison between the proposed Voyageur National Park and Glacier National Park, figures projected by the National Park Service. (See testimony on Page 33 and 34 of Senate Public Domain Hearing, December 4, 1969)

(b) There is a large discrepancy between the projected attendance figures and the subsequent economic impact figures that various studies have shown. At the same hearing referred to above, Mr. Whitney stated, in trying to resolve the difference between a \$4,000,000 projection and a \$35,000,000 projection by another study, that it was "probably due to the difference in the projected attendance estimate." (See Page 37 of the December 4, 1969 Hearing.)

(c) Under the present management, the economic impact of the area is already in excess of \$4,000,000, the estimated figure for the park.

(d) Isle Royal National Park, the only other water based park, had less than 10,000 visitors last year and there has been no evidence of *any* impact to the area around the park.

(5) The present multiple use of the area *is providing maximum utilization and a balanced approach.*

(a) The area *is being preserved* for future generations.

(b) Under the present multiple use, the area now has all of the activities proposed by the park plus hunting, trapping, managed forests, summer homes and resorts.

(c) Statement by Secretary Hickel,

"We must inventory and catalogue our natural resources. A program of all preservation is obviously wrong. We have to use our resources—but wisely—in order to live. A program of all-development is just as wrong. We must have a *balanced* program. This is *my* approach." (Speech before Governors' Conference on November 17, 1969)

(6) The park would remove another 69,000 acres from the tax rolls which presently represents between \$60,000 and \$70,000 a year to St. Louis County.

(7) The park would remove approximately 77,000 acres from timber management.

*68,000—private ownership (including 49,000 owned by Boise Cascade); 28,000—state owned; 8,500—federal government; 4,000—other.

(8) The rules and policies of the National Park Service *would not be compatible with the Canadian proposal for the same area on the other side of the border.*

(a) The proposed Canadian development provides for commercial development and private summer homes on the adjacent shore.

(b) The Canadian shore *is within fifty feet of the proposed park* at one point.

(9) The *feasibility of a water based park* is highly questionable.

(a) Transporting an average of 13,000 people per day across Kabetogama Lake has tremendous logistical and safety problems. Actually, attendance at the park would not be constant across the 100-day season but peak in the better months. In all probability, the peak days would be double the average figure. No one has outlined *how 20,000 people might be handled daily* in the proposed camping area.

(b) Isle Royal has not shown an increase in the number of visitors. The problem of water crossing apparently has put definite limitations on the number of visitors.

(10) There is no urgency to the Bill.

(a) The area under its present use *is being preserved*, is not polluted, attracts thousands of visitors every year, is used for fishing, hunting, snow-mobiling, logging etc. It is presently available to everyone at no cost to the taxpayer.

ATTACHMENT NO. 3

THE MEN FROM THE EAST—A PARODY

The men came from the East to visit my castle and were awed with its beauty and they said to me, "Let us acquire your castle and we will make it into a national park."

I replied, "But you presently own ten castles to the east of me, each equally as large and as beautiful as mine."

So they left, but they came again and this time they said, "Give us your castle and we will let you use it twelve months of the year. You may camp in your own backyard, fish in the streams, canoe in your lakes, and hunt on the back forty."

And I said to the men from the East, "But I do all these things now * * * and more."

So they said to me, "But we will preserve your castle for future generations."

And I replied, "I will preserve it for my children and for future generations. I have examined the ten castles that you now own and I have talked to your supervisor, and he tells me and my eyes tell me that there is already filth in your moats and garbage in your court yards."

Then the men from the East said, "But we will call your castle the 'Voyageur National Park' and millions will come to see this beautiful wilderness."

And I replied, "They will destroy my castle and it will no longer be a wilderness and there will be nothing left to preserve for future generations."

So the men from the East departed.

—But they came again

—and again

—and again

—and there were more of them. . . .

[From the Duluth Herald and News Tribune, Oct. 10, 1970]

VOYAGEURS BILL STORY—JOHN BLATNIK, POWER POLITICS AND THAT PARK

(By Albert Eisele, of Our National Bureau)

WASHINGTON.—Some people called it the most skillful exercise of power since Lyndon Johnson steered the Gulf of Tonkin resolution through the Senate.

Others said it was a simple matter of calling in a bundle of political I.O.U.'s collected over the years.

Still others saw it as a case of a man trading on his strength as the future chairman of an important House committee.

Whatever the correct assessment, the behind-the-scenes efforts of Rep. John Blatnik that led to House approval of the Voyageurs National Park bill last week

drew maximum attention in a city that savors the well-executed political power play.

The veteran Eighth District Democrat single-handedly rescued the long-sought measure to give Minnesota its first national park by persuading the unsympathetic chairman of the House Interior Committee, feisty Wayne Aspinall, D-Colo., to loosen his death grip on the bill and send it to the House floor for a vote.

During a whirlwind 48-hour period late last month it appeared certain the bill would expire with the 91st Congress. Blatnik's rescue dash not only tells a lot about the way Congress operates, but also sheds light on the man who has become the most powerful Minnesotan in Washington.

Blatnik, next January will become chairman of the House Public Works Committee—the potent panel that handles billions of dollars worth of pork-barrel each year. He first learned that the Voyageurs bill was in trouble Sept. 18.

On that day, a Friday, Blatnik's administrative assistant, James Oberstar, called his boss in Chisholm, where Blatnik was campaigning for his 13th term in Congress.

"I told him I'd gotten word that Aspinall meant to close up shop and adjourn his committee as of the 23rd," Oberstar recalled last week.

Blatnik, realizing this meant Voyageurs would be dead until at least 1977, immediately tried to call Aspinall at his Colorado home, but was unable to reach him. On Monday afternoon, calling from Duluth, Blatnik finally reached Aspinall in his Washington office.

He bluntly reminded Aspinall that there had been ample debate and study of the bill over the last two years and that Aspinall had promised to report the bill out of his committee this year. But the crusty Coloradan refused to budge, saying there were still too many problems to be ironed out before the Voyageurs proposal could meet the stiff national park criteria.

Aspinall specifically objected to an unresolved problem concerning assurances that Minnesota would donate some 25,000 acres of state-owned land for the park. He refused to reconsider when Blatnik assured him the problem could be easily worked out.

Getting angrier by the minute, Blatnik terminated the conversation with some bitter words and promptly called Speaker of the House John McCormack. He told McCormack that Aspinall had gone back on his word and asked him to intercede. McCormack got Aspinall on another line and plugged him into the three-way conversation that soon had telephone wires smoking between Duluth and Washington.

Blatnik accused Aspinall of "unilateral, arbitrary behavior" and demanded that he live up to his word. Aspinall said the land exchange and other problems still weren't worked out and it was his committee and he'd adjourn it when he wanted to. Besides, he said, many of the committee's members were home campaigning and he doubted he could get a quorum to act on the Voyageurs bill.

McCormack, attempting to referee what had now become an angry shouting match, asked Blatnik point-blank, "what do you want Wayne to do?" Blatnik said to turn the bill over to Rep. Roy Taylor, D-N.C., chairman of the parks and recreation subcommittee, and he, Blatnik, would guarantee that the problems could be worked out and that enough members would be present to vote the bill out of committee.

Aspinall, who runs the tightest committee ship in the House, still resisted, and Blatnik lost what little cool he still possessed. "You wouldn't treat a freshman congressman this way," Blatnik had shouted at Aspinall, who has two years less seniority.

Blatnik announced he was flying to Washington as soon as he could get a plane and hung up. He tried unsuccessfully to hitch a ride on a military jet from Duluth Air Force Base and wound up on a 6:15 a.m. commercial flight that got him to Washington shortly after noon on Tuesday, the 19th.

An hour later, Blatnik collared McCormack on the House floor but was dismayed to hear the speaker observe that it would be impossible to ask Aspinall to approve a park which he obviously felt didn't qualify for national park status.

Just then, Rep. John Saylor, R-Pa., the Interior Committee's ranking minority member, walked by, and Blatnik asked McCormack to repeat Aspinall's contention that the park didn't measure up to national park standards.

"The hell it doesn't, Mr. Speaker," replied Saylor, who pointed out the extensive hearings held on the bill and the widespread support for it. "This is a good proposal and I'm for it," Saylor declared.

McCormack, sensing that Blatnik might have a case after all, asked Blatnik and Saylor to accompany him to his office, where they were soon joined by Aspinall and Taylor. When the meeting ended about a half-hour later, Aspinall had given Taylor the go-ahead to mark up the Voyageurs bill the next afternoon, providing enough members showed up for a quorum.

Blatnik called each of the committee's 18 members and asked them to attend the Wednesday afternoon session. Then he drafted the key language change in the bill which provided for state donation of the lands in question.

When the subcommittee met the next afternoon, 17 members were present and the bill, with the land donation language and a number of other less important changes included, was approved after a 2½ hour session. On the following day, the full committee voted to send the bill to the House floor, where it was approved by a unanimous voice vote last Monday.

The significance of Blatnik's victory over the dictatorial Aspinall wasn't missed by colleagues of both men. Said Rep. James O'Hara, D-Mich., a subcommittee member, "I've been coming to Aspinall hat-in-hand for six years trying to get one of my projects approved. Blatnik comes in and does it in 48 hours."

Other House members wise to the ways of power on Capitol Hill, suggested that Blatnik was both calling in past political debts and capitalizing on the fact that he is slated to be the next Public Works chairman.

Blatnik doesn't deny this interpretation. "I'm two years Aspinall's senior and he's a great respecter of seniority," Blatnik commented last week. "And I let him know it."

However, Blatnik said he didn't try to use his future committee chairmanship as a lever against Aspinall. But he didn't have to. Aspinall's huge district, which covers most of Western Colorado, is heavily dependent on federally financed projects handled by the Public Works Committee, and he can hardly afford to have Blatnik hold a grudge against him.

It was, all in all, a good object lesson in the direct relationship in Congress between seniority and power, and illustrates how Minnesota's senior congressman has become a formidable figure after a quarter of a century in Washington.

Senator BIBLE. I want to compliment the men and women of the press. The first time I ever saw newspaper people sit completely through the lunch hour. It is very unusual, very unusual.

I will insert in the record two statements, one from Mrs. Peterson, and one from Governor-elect Anderson of Minnesota.

(Statements follow :)

ST. PAUL, MINN., December 4, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

Mr. Chairman, I thank you and the committee for this opportunity to address the committee in this manner. I regret very much that I am unable to appear in person.

The Voyageurs National Park Bill offers Minnesotans, indeed all Americans, the opportunity to have a national park in one of the most beautiful areas of our nation. Those of you who may have visited the Kabetogama Peninsula can attest to the rugged and natural beauty of the northwoods area. A national park would open this area to the enjoyment of very large numbers of Americans while at the same time providing the kinds of controls necessary to protect this wilderness region.

Mr. Chairman, I have travelled throughout our state for the past year, talking with my Minnesota neighbors at every opportunity. I know that I speak for the people of our state when I say that we intend to do all we can to insure that the proposed Voyageurs National Park is a success and to insure that the Park is the best in the National Park System.

Finally, I want to assure you of the complete cooperation of my administration in this matter.

Mr. Chairman, I respectfully request that the committee consider favorably the Voyageurs National Park Bill and that the committee recommend passage by the Senate.

Thank you.

WENDELL R. ANDERSON,
Governor-Elect, State of Minnesota.

STATEMENT OF MRS. PALMER K. PETERSON, HOUSEWIFE, CLOQUET, MINN.

I'm convinced that the proposed Voyageurs National Park will have a lot to offer the people of our Nation. Our family has been camping at Kabetogama and Crane for several years now, yet each trip shows us something new. Such a vast network of waterways and trails to explore! Last summer, for the first time, we went from Crane up to Namakan and then portaged into O'Leary to fish for lake trout. We also searched out the lovely gorge and waterfall where the Vermilion River connects with Crane. As we hiked through the woods there we came upon stands of the rather rare "Indian Pipe". We portaged to Mukooda to swim and pick berries—that's something we've been doing for years and the children insist no trip to Crane is complete without it.

At Kabetogama I especially love the islands because I can hike all over them without fear of getting lost. Sometimes I have my husband put me and the younger children ashore on an island while he and our oldest daughter go trolling for pike. Our 11-year-old son usually finds a tree to climb, while our 8-year-old daughter is more interested in the flowers and the berries. The sun shining down on the fallen needles releases the piney aroma. The water slaps gently at the rocks.

Some people say, "The area is so nice now. Why make it into a national park? Let's keep it the way it is."

That's just the point—it won't stay this way if it's left to private development! Lake Vermilion, south of the park area, is another lovely large lake dotted with islands. We've camped there too, and our oldest daughter has been up there several years attending Bible Camp. Unfortunately, Lake Vermilion is now developed to such a degree that it's getting harder and harder to find a place to go ashore without running into "No Trespassing" or "Keep Out" signs. I don't want Rainy, Kabetogama, Namakan, Crane, and Sand Point to go the way of Lake Vermilion.

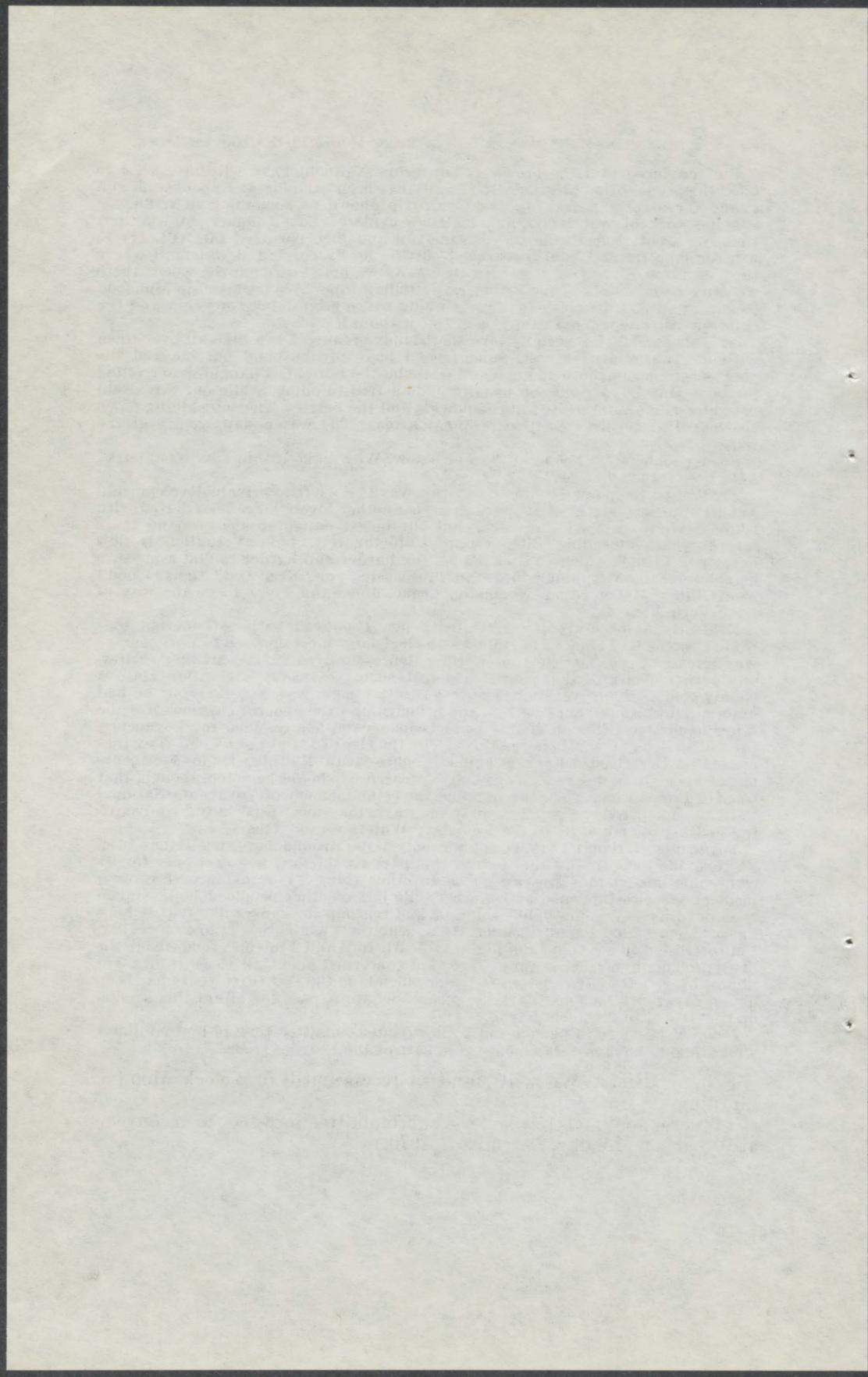
Evidently a lot of people agree with me. I noticed with satisfaction that State Senator Ray Higgins of Duluth—the legislator most opposed to Voyageurs—was defeated in the last election. Former Representative Trygg—another vociferous park opponent—went down to defeat some years ago. Dr. Alvin Hall, a county commissioner very much opposed to the park, was reelected, but he had quite a fight on his hands both in the primary and the general elections. On the other hand, Joe Priley, a county commissioner who has testified for Voyageurs, ran unopposed and was honored this fall by the city of Duluth at a Joe Priley Day reception. Dr. Reed who ran against Congressman Blatnik, made Voyageurs one of his main issues and was soundly defeated. It should be noted, though, that some of the politicians who are against the establishment of Voyageurs National Park have angered the populace in other ways, too—most especially by advocating drilling for minerals in the Boundary Waters Canoe Area.

Voyageurs National Park is not the only issue around here, but it has been a prime one for quite awhile. I want this park established now, not only for its own sake, but so that we can go on to other things. For instance, I want a medical school established at Duluth; so do lots of other people. I hope we can soon put this Voyageurs fight behind us and regroup for causes like that. I hope to see the proposed zoo at Lebanon Hills, near the Twin Cities, become a reality. I'm interested in reducing the highway death toll, and I'm concerned about the drug problem and pornography. Sure, I'm concerned about all those things, yet almost every letter I've written to public officials in the last three years has been about Voyageurs National Park. So please, Senators, pass the bill at this session and get it sent to President Nixon.

I cannot be there in person and I know your committee time is limited, but I would like to have my statement made part of the hearing record.

Senator BIBLE. We will stand in recess until 10 o'clock Monday morning.

(Whereupon, at 1:15 p.m., the subcommittee recessed, to reconvene at 10 a.m., on Monday, December 7, 1970.)



VOYAGEURS NATIONAL PARK

MONDAY, DECEMBER 7, 1970

U.S. SENATE,
SUBCOMMITTEE ON PARKS AND RECREATION
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D. C.

The subcommittee met, pursuant to recess, at 10 a.m., in room 3110, New Senate Office Building, Senator Alan Bible (chairman of the subcommittee) presiding.

Present: Senator Bible.

Also present: George B. Hartzog, Jr., Director, National Park Service.

Staff members present: Bernard Hartung, professional staff member and Thomas Nelson, assistant minority counsel.

Senator BIBLE. The hearing this morning is for the purpose of continuing the Voyageurs National Park hearing.

Our first witness this morning is Dan Poole, president of the Wildlife Management Institute. Mr. Poole is not here.

The next witness is Mr. James R. Turnbull, executive vice president, National Forest Products Association, Washington, D.C., Mr. Turnbull.

STATEMENT OF JAMES R. TURNBULL, EXECUTIVE VICE PRESIDENT, NATIONAL FOREST PRODUCTS ASSOCIATION

Mr. TURNBULL. Thank you, Mr. Chairman.

I am James R. Turnbull, executive vice president of the National Forest Products Association. It is a pleasure to present the views of the forest industry on Senate bill 1962, to establish a Voyageurs National Park.

The establishment of national parks—

Senator BIBLE. Mr. Turnbull, I notice your statement is 17 pages long. Do you intend reading every bit of it?

Mr. TURNBULL. No, sir; I do not. I intend to brief it.

Senator BIBLE. Just highlight it.

Mr. TURNBULL. The establishment of national parks obviously involves the public interest. The interest of the whole public should be considered.

Senator BIBLE. Without objection, in fairness to the record, in fairness to you, sir, the entire statement will be reproduced in the record as if given in full.

Mr. TURNBULL. Thank you, Mr. Chairman.

While any national park may be a good thing in itself, it may, nevertheless, work against the total public interest when its influence is measured against other national needs.

Let me be specific with respect to the proposed Voyageurs National Park in an attempt to caution against presumptions of benefit which may not be supported by experience after the fact.

First, the taking of private lands brought to parklike quality through the application of sound industrial management principles would establish a dangerous precedent in our view. Some might suggest that the Federal lands already in the immediate area could benefit from similar management to improve their quality. I do not intend, Mr. Chairman, to be facetious. I do intend to emphasize the paradox that while lands under intensive private management are considered worthy of park status, adjoining public lands are not.

Second, it would be tragic to deny existing full utilization of private lands to recreationists with a variety of outdoor activity interests by establishing a national park on the same area. Both hunting and snowmobiling would be banned and other recreation substantially restricted under Federal park administration. This situation is comparable to establishing a maternity ward and immediately posting signs reading "No Children Allowed."

Third, no national park or other public land set-aside should ever go forward when it is evident that residents of the area have been deluded into believing that their own normal recreational activities are not subject to any restriction by the changed status.

Testimony before the House clearly indicated that much of the support for this park proposal within Minnesota was generated on the delusion that it would be a national park with hunting permitted. Even Governor LeVander had to be told that the activities he described as permissible within a Voyageurs National Park could be provided only if the area was established not as a national park but as a national recreation area.

Finally, among these major negative considerations, it must be pointed out that in today's circumstances when so many high-priority Government programs are being restricted or deferred due to lack of funding, the expenditure of millions of tax dollars to acquire private lands which already fulfill recreation purposes is unconscionable. Good environment cannot be automatically translated to mean national parks or scenic beauty. Environment, more fundamentally, should mean a decent place for every citizen to live. The urban underprivileged of America, one might think, could benefit more directly from adequate housing and economic opportunity which timber management can provide than from a remote national park which they may never have the chance to enjoy.

Inadequate housing is regarded by many as one of the most pressing social problems in the United States today. It has been linked to the Nation's rising crime rate. The housing vacancy rate is the lowest it's been since World War II. Returning Vietnam veterans and a surge of new household formations from the baby boom in the 1940's make the picture even grimmer.

In connection with the Nation's timber supply there have been many actions and many statements within the last 18 months. A President's Task Force on Soft Wood Lumber and Plywood "estimates that the annual demand for softwood timber, consistent with the achievement of the housing goals, would be about 11 billion board feet higher by 1974 than it was in 1969."

The President's Task Force Report recognized the importance of the Nation's private industrial forest lands in meeting the lumber and plywood demands by indicating "steadily increased supplies from State and private lands—especially the latter—will become progressively more important in the years ahead."

Perhaps the major obstacle the forest industry faces, in attempting to meet these increased demands on its lands for wood products, is the increasing attempts of preservationists to prohibit timber harvesting on this Nation's commercial forest lands. This negative trend is reflected in legislative and administrative decisions which remove producing forests from the commercial forest classification and specify that they be managed for some other single use—usually recreation. Single-use timberlands such as proposed in the establishment of Voyageurs National Park does not necessarily mean wise use or highest and best use of the forest resource. Without exception suspension of commercial forest management on suitable lands diminishes the Nation's ability and opportunity to grow the timber it must have.

We are submitting for the record, Mr. Chairman, a status report on a 14-year ruffed grouse research project at the Minnesota School of Forestry's Forest Research Center by Gordon W. Gullion, project leader, appeared in the December issue of *Field And Stream*. The research "demonstrates that the manner in which a forest is (or isn't) managed will have important effects on the abundance of grouse." Too much old forest has caused a decline in Minnesota's grouse population. The same relationship, Mr. Chairman, exists with many other of the wild game resource, including the deer herds of the State of Minnesota.

My reference to the available public lands includes the Boundary Waters Canoe Area to go with other Federal lands amounting to over 2 million acres stretching over 200 miles along the northern border of Minnesota, from Lake Superior to Kabetogama Peninsula.

If a national park is to be established in Minnesota's northern lands (which hardly seems necessary after noting that recreation facilities already in the area are underused), it could be most simply done by utilizing the Federal lands that are already set aside for recreational use.

Two of the major overriding principles to emerge from the Public Land Law Review Commission Report entitled, "One-Third of the Nation's Land," are, first, that the Federal Government must fully consider the impact of its decisions on the citizens and industry in a locality and, second, that the land use planning on Federal lands is a must.

The forest products industry urges that all alternatives be evaluated in a systematic manner with respect to all resources in northern Minnesota leading toward development of a land use plan that will both meet the needs of the area and still protect it for all Americans.

Mr. Chairman, it would seem that the Voyageurs is the right park in the wrong location. Thank you, sir.

(The complete statement follows:)

STATEMENT OF JAMES R. TURNBULL, EXECUTIVE VICE PRESIDENT,
NATIONAL FOREST PRODUCTS ASSOCIATION

I am James R. Turnbull, Executive Vice President, National Forest Products Association. NFPA is a federation of 23 regional, product and species associations representing the forest products industry in every state. It is a pleasure

to present the views of the forest products industry on S. 1962, to establish a Voyageurs National Park.

The establishment of National Parks obviously involves the public interest. That being the case, the interest of the whole public must be considered. While any National Park may be a good thing in itself, it may, nevertheless, work against the total public interest when its influence is measured against other national needs.

Let me be specific with respect to the proposed Voyageurs National Park in an attempt to caution against presumptions of benefit which may not be supported by experience after the fact.

First, the taking of private lands brought to park-like quality through the application of sound industrial management principles would establish a dangerous precedent. Some might suggest that the federal lands already in the immediate area could benefit from similar management to improve their quality. I do not intend, Mr. Chairman, to be facetious. I do intend to emphasize the paradox that while lands under intensive private management are considered worthy of park status, adjoining public lands are not.

Second, it would be tragic to deny existing full utilization of private lands to recreationists with a variety of outdoor activity interests by establishing a National Park on the same area. Both hunting and snowmobiling would be banned and other recreation substantially restricted under federal park administration. This situation is comparable to establishing a maternity ward and immediately posting signs reading "No Children Allowed."

Third, no National Park or other public land set-aside should ever go forward when it is evident that residents of the area have been deluded into believing that their own normal recreational activities are not subject to any restriction by the changed status. Testimony before the House clearly indicated that much of the support for this park proposal within Minnesota was generated on the delusion that it would be a National Park with hunting permitted. Even Governor Levander had to be told that the activities he described as permissible within a Voyageurs National Park could be provided only if the area was established not as a National Park but as a National Recreation Area.

Finally, among these major negative considerations, it must be pointed out that in today's circumstances when so many high priority government programs are being restricted or deferred due to lack of funding, the expenditure of millions of tax dollars to acquire private lands which already fulfill recreation purposes is unconscionable. Good environment cannot be automatically translated to mean National Parks or scenic beauty. Environment, more fundamentally, should mean a decent place for every citizen to live. The urban underprivileged of America, one might think, could benefit more directly from adequate housing and economic opportunity which timber management can provide than from a remote National Park which they may never have the chance to enjoy.

Inadequate housing is regarded by many as one of the most pressing social problems in the United States today. It has been linked to the nation's rising crime rate. The housing vacancy rate is the lowest it has been since World War II. Returning Viet Nam veterans and a surge of new household formations from the baby boom in the 1940's make the picture even grimmer.

The Housing and Urban Development Act of 1968 set a goal of 26 million new and rehabilitated homes to be built by 1978, to relieve the critical shortage of homes in the nation. A recent report of the President's Task Force on Softwood Lumber and Plywood * * * "estimates that the annual demand for softwood timber, consistent with the achievement of the housing goals, would be about 11 billion board feet higher by 1974 than it was in 1969." An earlier report of the Senate Banking and Currency Subcommittee on Housing and Urban Affairs indicates that if the housing demands are to be met * * * "lumber availability would have to be increased by 60 percent. The subcommittee was convinced that this increase is well within our resources provided the necessary investment is made in intensive forest management on a continuing basis."

The President's Task Force Report recognized the importance of the nation's private industrial forest lands in meeting the lumber and plywood demands by indicating "steadily increased supplies from state and private lands—especially the latter—will become progressively more important in the years ahead."

Perhaps the major obstacle the forest industry faces, in attempting to meet these increased demands on its lands for wood products, is the increasing attempts of preservationists to prohibit timber harvesting on this nation's commercial forest lands. This negative trend is reflected in legislative and administrative decisions which remove producing forests from the commercial forest

classification and specify that they be managed for some other single use—usually recreation. Single-use of timberlands such as proposed in the establishment of Voyageurs National Park does not necessarily mean wise use or highest and best use of the forest resource. Without exception, suspension of commercial forest management on suitable lands diminishes the nation's ability and opportunity to grow the timber it must have. Inevitably local interests suffer loss.

The argument that economic declines resulting from suspension of timber growth and harvest will be met by an upsurge in tourism and recreation dollars has questionable validity. A study of recreation economic potential conducted by Robert Nathan Associates for the Appalachian Regional Development Commission, revealed:

1. Recreation-related investments tend to originate outside the recreation area.
2. The flow of profits from such operations returns to the investor rather than to the local citizen.
3. Purchases of supplies and equipment related to resort development and operation are placed at marketing centers far removed from the local area.
4. Employment opportunities generally are in low-income service jobs which are largely filled by women and youths on a seasonal or fluctuating basis rather than by year round breadwinners.

This appraisal had been substantiated by similar studies related to other areas where recreation has been proposed as a replacement for forest based manufacturing operations. A Wyoming study compared the effects of local export dollars and their contribution to personal income or, in other words, how much of each dollar spent actually wound up as net income to the residents. The results showed a local net income of \$.77 for lumber manufacturing; \$.53 for lodging places; \$.41 for eating and drinking places; \$.39 for gas stations and automotive stores and \$.28 for other retail stores.

Single-use of commercial forest lands is economically unsound. And yet, governments and preservationist groups work unceasingly to convert multiple-use forest lands to single-use, ignoring the fact that removal of a rural community's economic base can only accelerate migration from the country to the city.

And, it must be noted, the benefits accruing from sound forest management are not limited to only local communities but extend through a state and region. A July report in the *Seattle Post-Intelligencer* cited some revealing data concerning the effect of forest industries in the State of Washington. The principles of money-flow from forest industries would apply in Minnesota and in other states, varying only in degree of influence based on available timber and its conversion.

Dan Coughlin, the *Post-Intelligencer* business columnist, wrote:

"* * * 35 percent of the 181 million dollars worth of transportation services sold here to other local businesses was accounted for (in a State and university-sponsored survey) by sales to the forest products industry. Forest products also accounted for 10 percent of local inter-industry sales in the communications and utilities group, 20 percent of the chemical and petroleum group and 12 percent of sales within the machinery sector. By way of invidious comparison, the aerospace sector spent only a nickel out of each sales dollar on purchases from other local industries * * * firms in forest products bought 10 times as much from other Washington businesses as did the aerospace group."

The examples of Wyoming and Washington both indicate clearly that dollars generated through forest industry manufacturing return substantial dividends to the local area. The commercial forests of Minnesota, both public and private, managed for production rather than exclusively for recreation can have a similar measurable impact on the economy of the entire region. Removal of forests from production can only have a negative effect in terms of both payrolls and jobs.

In addition to the job loss resulting from the removal of private industrial forest land from timber production, there is also a tax loss to the counties. In the case of the Voyageurs National Park proposal, we understand that the St. Louis County auditor has determined the annual tax loss in round figures to be \$69,000.

While government spends billions of dollars to overcome the problems of urban blight, social dislocations, and economic hardships involving the over-crowding of our cities, it adds to the problems of the cities every time its actions result in the loss of a forest industry job or production potential in the woods and rural communities.

The lumber and wood products industry, and the pulp and paper industry, are in the forefront of those industrial interests who are genuinely concerned about overcoming the sociological and environmental ills created by air pollution

and water pollution. We are equally against an even more insidious illness in the United States and that is job pollution. We resist the removal of commercial lands stimulated by preservation advocates who consider that their own limited interests have priority over the human needs of the citizens of this nation who depend upon the forest for their daily bread, shelter, and very existence.

If the federal government is to stem and reverse the flow of rural workers to the cities, it must retain and even expand the land base upon which land-oriented manufacturing industries are dependent. The creation of jobs requires corporate investment; corporate investment requires assured raw material supply; raw material supply for the forest industries means land available for growing and harvesting trees. It also means sound land use planning to achieve these constructive purposes. Without the land there can be no forest products industry. Without that basic industry there can be no lumber and plywood for housing, for furniture; no paper; no pallets; the list is endless. All come from the tree.

The most significant aspect of this long battle for a Voyageurs National Park involves those discouragements to investment caused by raw material uncertainty. The problems here arise from a lack of appreciation on the part of the preservationist, but equally on the part of government, that a secure raw material supply is essential before a firm can be expected to make investments.

Depending on company policy, many firms own or lease a substantial portion of their raw material supply. They do this to protect their plants against brief shutdowns due to wood shortages caused by weather, labor, or other temporary conditions such as those experienced late in 1968 and early 1969; from extended shutdowns due to a basic supply deficiency, and from runaway prices for market logs and pulpwood. The percentage of raw material supply available to individual companies is highly dependent on how open the market is for wood. If the supply side is characterized by numerous small sellers, the manufacturing company is frequently willing to forego land ownership and to compete with other firms for its raw materials. But if the timber market becomes less open because other landowners, including federal and state governments, begin to lock up significant areas the wood buying firm must protect itself by acquiring timberland of its own or go out of business.

This leads to an important point. If industry expansion is to be fostered in order to meet the growing national demands for wood products it is not sufficient to merely have an excess of timber growth over drain. It is equally necessary to have any excess available to industry buyers on a consistent basis.

Excess timber, assuming it is of usable species and quality, must either be available to ownership or lease over a long period—perhaps 30 to 50 or more years, or else it must be available on a relatively open market.

The question of raw material availability is one of the most important problems facing forest industry operations today. Ironically, it arises from the policies, or the lack of policies, of the very institution which sincerely expresses a fundamental interest in rural unemployment, conservation, and the supply of wood products to consumers of the future: the federal government. In Minnesota and in many other states, where the state itself is a large forest landowner, the state may also contribute to the problem if for no other reason than that it controls a major portion of the timber supply. The federal, state and county governments in Minnesota together control 56 percent of all commercial forest land in the State—about 70 percent of the commercial forest lands in the 16 counties in northeastern Minnesota.

The forest industry through NFPA and other industry organizations and spokesmen took an active interest in helping to develop the Wilderness Act, the National Scenic Trails Act, the Wild and Scenic Rivers Act, and other special recreation use areas. Through NFPA the industry has supported many specific proposals that removed commercial forest land from production of commercial crops of trees when careful review and study of social, economic, recreation and aesthetic values determined that the highest and best use of the land was for recreation.

On the other hand, the forest industry has opposed removal of commercial forest land from production of continuous crops when analysis determined that the highest and best use is for wood production. This "highest and best use" concept is especially applicable when there is a continuous history of intensive forest management and harvest on a sustained yield basis and when the area is highly developed for this purpose including roads and other management facilities.

Commercial forest land withdrawal for single-use purposes has an impact on the American people and the forest industry which is difficult to determine accurately due to the lack of good up-to-date statistical data on this subject. However, data are available for National Forest lands and can offer some indication of the impact on the United States. On National Forest lands alone some 14 million acres are already managed to maintain their wilderness character. There is a strong indication that this limited use set-aside will increase in the next decade. In the 12 western continental states this kind of withdrawal includes billions of board feet of timber and our estimates, at best sketchy, indicate that this may amount to more than 72 billion board feet of timber. The area involved is approximately the land area of Indiana and more than 5.5 million average single-family homes could be built out of the trees now standing on these lands.

One Forest Service source has estimated that in the Northern Rocky Mountains on the commercial forest areas, which excludes wilderness and primitive areas, the allowable annual harvest has been reduced 15 percent because of modified timber management practices. This reduction is expected to increase to 27 percent in the next decade or two. The situation in the Northern Rockies is said to be typical of other Western regions. There is also a growing tendency for private landowners to reserve lands from production of crops of trees.

Having recognized the growing national timber withdrawal problem, we can assess the significance of this trend in terms of Minnesota and the proposed park.

S. 1962 and H.R. 10482 would establish a Voyageurs National Park of approximately 139,000 acres. About 67,000 of these acres are in private ownership. Of the privately owned land, more than 50,700 acres is owned by Boise Cascade and has been managed for the past 20 years for multiple use and sustained yield. Boise Cascade has shown fine stewardship in managing its lands that have been proposed for inclusion in the park. The area was once burned over and not worth much for anything; in fact, it was rejected for a state park and described as a rockpile. Now the same area is producing 10-12,000 cords of pulpwood annually and is expected to increase to 20,000 cords annually in the future. These same lands are open to the public and now have 30 camping and picnic areas on them. Boise is also developing and maintaining snowmobile and canoe routes on the peninsula. Deer hunting in the area, due to good timber management and harvesting, is excellent. In 1968, hunters had a 60 percent success ratio, the highest in the state. This is an outstanding example of land being administered for multiple use.

A status report on a fourteen-year ruffed grouse research project at the Minnesota School of Forestry's Forest Research Center by Gordon W. Gullion, Project Leader, appeared in the December issue of *Field and Stream*. The research "demonstrates that the manner in which a forest is (or isn't) managed will have important effects on the abundance of grouse." Too much old forest has caused a decline in Minnesota's grouse population.

The report indicates that managed aspen stands, consisting of several age classes, are necessary to the maintenance of high density ruffed grouse populations. Clearcutting, preferably in strips, and carefully managed prescribed fire appear to be most effective in grouse management. These forest practices closely resemble the logging-fire sequence that recycled habitat conditions in the early part of this century when the ruffed grouse prospered.

Mr. Gullion indicates:

"The future for aspen and ruffed grouse is brighter—learning that aspen is a critical part of the ruffed grouse's habitat should give this tree new stature in the forest scene—for many forest managers are ardent hunters too!

"But even more encouraging, this tree is rapidly becoming important in its own right—as a valuable and easily managed source of wood fiber. A new veneer mill at Bessemer, Michigan, is dependent upon aspen logs; Blandin Paper Company at Grand Rapids, Minnesota, is planning a chip-board mill to take advantage of an abundant aspen resource in that area; and further north the Boise Cascade (Mando) mill at International Falls is making increasing use of aspen in their wood processing.

"Wood technologists at the University of Minnesota find that aspen makes good studs for use in home construction, and the search for other uses for this abundant raw material is going in several directions."

This report clearly indicates that ruffed grouse populations are dependent on "adequate aspen stands" that appear in the early stages of forest succession. It indicates as well that modern forest management and technology are finding ways to convert to man's use species which had previously been wasted or

neglected. Neither game nor timber utilization can be improved without continuing management of the forests. Such management will be suspended in any National Parks. If the Voyageurs National Park area is permitted to become a climax forest as is proposed by the National Park service, many important forms of wildlife will be lost to the area and there will be no timber yield.

A copy of the complete *Field and Stream* report is available to the Committee for inclusion in the hearing record.

The Forest Service presently manages the Crane Lake Recreation Area on the Superior National Forest which S. 1962 would include within the proposed Voyageurs National Park. Last year, according to the Forest Service, this recreation area was used at only 50 percent of capacity with 35,200 12-hour visitor day use. I think this rate of use raises a real question about the need to increase recreational opportunities in the area. The Forest Service has also indicated that there are plans to expand the area as use dictates to prevent environmental abuse of the recreation area.

The Forest Service also manages the Boundary Waters Canoe Area of 600,000 acres which is set aside for single wilderness use and where all timber harvesting is prohibited. This Canoe Area, together with other federal lands, amounts to over 2 million acres stretching over 200 miles along the northern border of Minnesota from Lake Superior to the Kabetogama Peninsula.

If a national park is to be established in Minnesota's northern lands (which hardly seems necessary after noting that recreation facilities already in the area are underused), it could be most simply done by utilizing these federal lands that are already set aside for recreational use.

This exchange of jurisdiction between federal agencies can be done with a minimum adverse impact on the basic economy of the region. Such a course would demonstrate realistic, responsible, land use planning making full use of the state, county, federal and private land resources in northern Minnesota.

Two of the major overriding principles to emerge from the Public Land Law Review Commission Report "One Third of the Nation's Land" are, first, that the Federal Government must fully consider the impact of its decisions on the citizens and industry in a locality and, second, that land use planning on federal lands is a must.

Bills to aid states in establishing a statewide land use plan have been introduced in both the House and Senate. We also understand that a bill has been introduced in the Minnesota state legislature that would provide controlled development under a Commission Plan of Management.

Senator Henry M. Jackson, author of S. 3354, "National Land Use Policy", recently commented, "The pressures upon our finite land resource cannot be accommodated without better planning and more effective control. Our land resources must be inventoried and classified. The Nation's needs must be catalogued and the alternatives must be evaluated in a systematic manner." This has not been done in Minnesota. Specifically, the proposed park area and alternatives to the establishment of a National Park have not been fully explored as to either its location or its demonstrable need.

The forest products industry urges that all alternatives be evaluated in a systematic manner with respect to all resources in northern Minnesota leading toward development of a land use plan that will both meet the needs of the area and still protect it for all Americans.

With these major land use proposals before the state legislature and the Congress it seems wise to recognize their existence, await their evaluation and thus avoid the patchwork planning so evident in other parts of the country.

Responsible land planning can never be achieved unless a moratorium on further withdrawals is established pending development of a rational orderly approach to this basis public issue.

Senator BIBLE. I want to compliment you on highlighting your statement. My experience has been normally when I ask witnesses if they won't highlight when they have a very carefully thought-out and well-produced presentation to make, it takes them longer to highlight than to read the whole 17 pages. But you did extremely well, and you did hit the main points.

I understand the position you are taking and it is one that, I think, we are going to have to give serious concern to.

Mr. TURNBULL. Thank you.

Senator BIBLE. Our next witness is Col. Jay P. Dawley, of McLean, Va.

STATEMENT OF COL. JAY P. DAWLEY, McLEAN, VA.

Colonel DAWLEY. Mr. Chairman, I am Colonel Dawley from McLean, Va., and I appreciate very much this opportunity to speak before you on this subject which is very dear to my heart.

Mr. Chairman, I have filed remarks with your executive secretary, and I do not propose to read those remarks, but simply to summarize the main points.

Senator BIBLE. You can certainly do that. Your remarks are very short. Is your summary going to be longer than the prepared remarks?

Colonel DAWLEY. I think it will be about the same.

Senator BIBLE. It will be about the same.

Colonel DAWLEY. A little shorter, with these charts.

Senator BIBLE. Is this your fine family with you?

Colonel DAWLEY. Yes, sir.

Senator BIBLE. You have a fine-looking family.

Colonel DAWLEY. Yes, sir, these are fans of that area. They have been up there many times, as have I and they would like to hear this.

Senator BIBLE. Are you an active colonel, Colonel?

Colonel DAWLEY. No, sir, I graduated from West Point, spent 27 years in the service of our country, retired, and am in operations research work.

Senator BIBLE. All right.

Colonel DAWLEY. I plan to retire in this area in summers in future, sir.

Senator BIBLE. Very well, you may proceed.

Colonel DAWLEY. Mr. Chairman—

Senator BIBLE. That is about the most attractive partner we have had. The Park Service usually brings in some man who is about ready to retire. You have a fine-looking little girl helping you and that is great.

Colonel DAWLEY. Sir, the National Cathedral School cooperated and let her come.

Senator BIBLE. I have had two sons who graduated from that institution in St. Albans, and it is a very fine institution.

Colonel DAWLEY. Mr. Chairman, I would like to give an overview. I have not seen from some of the witnesses you have had, that we are talking about a beautiful region which is a horseshoe shaped area, namely in Canada the Laurentian Shield-like region with 208,000 lakes of 5,000 are in northern Minnesota. Minnesota has 9,000 additional lakes of another type for a total of 14,000 lakes.

The Congress and the American people have done their part for their portion of this region. In 1909, they set aside the Superior National Forest which is this area here, and has this area and is one-third of the northern part of Minnesota. There are 3 million acres in this national forest itself, and 2,000 lakes. It is actually larger than two United States and the District of Columbia combined.

Canada has also taken a part in this saving of this area. The Quetico Provincial Park of Canada has 500,000 acres and about 1,000 choice lakes. It has a 100-mile contiguous boundary with the Superior Forest.

Inside the forest in 1962 the Congress took further steps to preserve

the Boundary Waters Canoe Area which is one of the most carefully preserved areas under U.S. jurisdiction. In most parts of this area you may not bring any motor and no aircraft may fly below 4,000 feet. There are 1 million acres in this area and 1,000 lakes.

This area is five times the size of the proposed national park, and will be maintained at much higher standards than we can maintain the national park. We cannot limit motors and things like that in the national park.

I would like to call your attention to the fact that the proposed park over here does not touch the Canadian park. Their plans in this area are commercially oriented and I will talk more about those in a minute.

The proposed Voyageurs National Park comes over here, and would have 219,000 acres and four lakes. That compares to this area that the citizen really has set aside for him of 3,500,000 acres, 17 times as large as this park, and with 3,000 lakes, nearly a thousand times as many lakes.

Senator BIBLE. Well, maybe nearly a thousand times as many lakes, but how about the size?

Colonel DAWLEY. The size, sir, is probably smaller on the average certainly but there are lakes larger in there. I would say the lakes here, the water area is probably not a thousand times as large but it is probably 500 or more times as large than the water area here.

Senator BIBLE. If you haven't done so why don't you compute it, I think that makes a better comparison. You make a rather dramatic comparison, I guess you learn that during all your years in the military, but four lakes versus 3,000 lakes is very dramatic but size wise I would like to know what you are comparing against what.

Colonel DAWLEY. Yes, that will be, have to be, done sir.

Senator BIBLE. Well, just an approximation.

Colonel DAWLEY. Approximation, I would guess at least a hundred times more water in this area, and that would be each lake on an average 10 times smaller, Mr. Chairman. I think a hundred times would be a safe figure.

Senator BIBLE. You really think that would be safe?

Colonel DAWLEY. Yes, sir.

Senator BIBLE. Well, that is all the comparison I want.

Colonel DAWLEY. Yes.

Mr. Chairman, I would like to point out what this means to make a national park now next to this kind of region. A national park means to the American citizen that he should come visit it for its purpose alone. That is the focus. So we tell the American citizen now to visit Voyageurs National Park. His Government also has a tremendous forest in here which he is welcome to visit as well.

If we take each arrow representing 50,000 visitors, and there are three entry points in the Voyageurs National Park, then we have this kind of concentration every summer in this area, Mr. Chairman, whereas in the Superior National Forest, I have taken the entry points that we have and I have figures from the Forest Service. I cannot guarantee these arrows go exactly to those entry points, but that is an approximate breakdown.

What we are doing in this case, Mr. Chairman, is concentrating our visitors to a much higher density in this area than in this area, and

we are raising the question of a terrific overuse of a wilderness area, and I would like to show you the figures on that.

Being an analyst, I have taken figures and I have applied the best factors I know, Mr. Chairman, to try to show you what this means. The visitor days in this same area of the Voyageurs Park as of now from our Crane Lake Commercial Club show 28,500 at present. That is the use there at present. There is no comparable figure for the park because the sponsors stated it a different way.

If we take the number of visits, Mr. Chairman, we say that each visitor stays 4 days average, that is conservative. That gives us 7,000 visits last summer in this area, and there were 1,300,000 proposed by the sponsors of the bill.

Now, the Park Service uses a factor of 0.75 because they say some visitors stay just outside and come in every day and go out and, therefore, that reduces the number of people. But if we take people or visitors we have about 5,000 today in the summer, all summer, and we have about 900,000 all year proposed for the national park.

Now, some of the park visitors will be in winter so we take 100,000 away for winter sports and we have 5,000 present compared to 800,000 proposed. Now, those are all summer.

Let's take the number in the park at one time. If we say a visitor stays 7 days and that the season lasts 12 weeks which is pretty well agreed by the people involved, we have 400 people at one time in the area now, and 66,000 proposed. If we also say the park has four lakes, and that is about right, there are a few more very small lakes, but four lakes, then we have the peak at one time on a given lake as 200 today, and 40 boats.

Mr. Chairman, I visit this area frequently, I was up there last summer, and this is about right. There are about 200 people now on one of those lakes and 40 boats is a little high. There were 12 boats on Namakan fishing last summer when I was there and they are trolling, moving around, and some people felt it was too many and left.

But what is proposed here in this assumption is 11,000 people per lake and 2,200 boats. Mr. Chairman, that is Coney Island, it is not a wilderness area.

Let's say it is too high a figure, let's try to make it lower. The Park Service tells me the average American spends one and a half days in his national parks nationwide. But many of these are Presidents' homes, Mount Rushmore where one goes to take a look and he leaves. They are not the area where one wants to stay and fish or actually camp, but even taking that figure, Mr. Chairman, 2,200 persons per lake, 440 boats per lake, 10 times the present utilization.

The people in the area, resort owners who make their living in the area, say it can't stand many more than it has now and be a wilderness and, Mr. Chairman, all this park is is a wilderness. You don't jump across the Mississippi River in this park. You do that in Lake Itaska Park. You don't see the geysers here. You see just an open wilderness and you are a part of this wilderness. You don't watch it from afar and see mountains.

The Park Service answers questions which this committee very wisely asked comparing it to other parks. It is not another park. It is a different one. It is not like Yellowstone and Grand Teton. I saw those a year ago last summer, and one stands off and sees something in nature that is away. But in this park you are in the middle of it.

I think that is one of the major points I would like to make, the density is not consistent with a wilderness.

Senator BIBLE. I understand.

Colonel DAWLEY. The next point, Mr. Chairman, is one that's hardly been brought out and I would like to bring it out to you now because I think it is very important.

Mr. Chairman, this is a Canadian-American Park we are talking about. We are making a U.S. national park but only one of these lakes is U.S. owned. The other three lakes are half or more Canadian. We say Rainy Lake is part of this park, Mr. Chairman. Look at Rainy Lake here, the red shows Canada. The blue shows the United States. We don't own much of Rainy Lake at all.

Let's take, for instance, Namakan Lake down here, two-thirds Canadian, one-third United States.

Let's take Sand Point Lake, about half Canadian, half United States. So we are talking about a Canadian-American park.

What does that mean, Mr. Chairman? We don't have any agreement with Canada. I have studied this matter, I have gotten from Blatnik's office, the latest we have, Mr. Hartzog's letter, and it indicates Canada in general will cooperate. But we have this 20-year plan, I have it here, and it does not indicate they are counting on a park. They are talking about commercial roads, they are talking about resorts on the shore, mining, and other things going on.

Let me hypothesize a park now in existence and say we have a citizen who is visiting this park, and he goes over; this is water area and there is no neon sign to show where this boundary is, it is not a boundary going right and left like the Canadian-United States boundary generally does. It goes wiggly all over. Let's say the citizen goes over here and simply stops and looks for a moment at an island and admires it, and the Canadian officials come by and he has in his boat a set of minnows and they are alive; this is a \$50 fine in Canada, Mr. Chairman. Canada does not permit live minnows in possession, and yet more fishermen use live minnows. I use them and many people do.

Let's say we have a fishermen down here, who is in American waters fishing. He likes it better a little to the south. He thinks the south is his country, that normally is. He goes down here, but he is in Canadian waters. He needs a Canadian fishing license. He doesn't have one; \$50 fine if the game man comes along.

Or let me hypothesize another thing, Mr. Chairman, a U.S. visitor comes in his own national park and he crosses here because he sees everybody is camping around here; he camps in the red part here, he should go to Canadian immigration and get an immigration permit. He has to do that now down here in Sand Point Lake.

Let me hypothesize another thing, we're taking away the cabins and things to make a wild area there but Canada isn't doing it at all. Across the lake there are cabins. There is a Canadian trading post at Sand Point Lake. They are not following this same idea. We have not really buttoned up with our northern neighbor the basic idea of this park. They have not agreed to do things that will make it a reasonable park.

So, Mr. Chairman, I would like to end my remarks with these two points, that we have not considered the density of the use of this

area and, secondly, that Canada is not in agreement with us in this area other than just in a general way of cooperating and that was in 1968.

(The prepared statement follows:)

SUPPLEMENTARY REMARKS BY COL. J. P. DAWLEY, OF McLEAN, VA.

THE PROPOSED VOYAGEURS NATIONAL PARK, NORTHERN MINNESOTA

Introduction.—The Northern Minnesota-Ontario, Canada area contains much of the Laurentian Shield Lake Region, which has approximately 280,000 lakes. Canada has 275,000 lakes of this type, while Minnesota has 5,000 of them. In all of Minnesota there are about 14,000 lakes. The United States early recognized the value of its portion of this region and took effective action to preserve it through establishment of National and State Forests. Canada has also taken action of this type, but since the country is sparsely settled and has a very large number of lakes, has not felt much threat to its lake region. It is now proposed to establish a US National Park, mostly along the common water border with Canada, which would include only four significant lakes, a very tiny portion of the US lake region, with a view to accommodating 1,300,000 visits annually.

The Superior National Forest in Northern Minnesota.—This largest National Forest east of the Rockies was established in 1909. It is larger than Delaware, Rhode Island, and the District of Columbia combined, and has 3,000,000 acres and thousands of lakes within its boundaries. It is *fifteen* times larger than the proposed Voyageurs National Park and contains *six* times more Voyageurs trails than the proposed Voyageurs Park. In addition, this National Forest has within it the Boundary Waters Canoe Area, established in 1926, and containing one million acres, nearly *five* times the size of the proposed Voyageurs National Park, and maintained to much higher standards than those to which it will be possible to maintain the Park. Visitors to this area must either walk or paddle canoes by hand, for motors and seaplanes are forbidden in much of it. There are no public roads and no form of occupancy in this area.

The northern third is a zone of no timber cutting, and is so carefully managed as to be the closest thing to a wilderness in all of Minnesota, and possibly the best protected area under US jurisdiction anywhere. There are many recreation sites within the National Forest, and the visitor can find somewhere along the periphery just about any type of resort at any expense he desires. In calendar year 1969 there were 2,096,500 visitor-days of use of the area, which might equate to some 500,000 visitors for that year. The area remains a near wilderness across an entire third of northern Minnesota. It would have the National Park to the West, touching its Western boundary, but access from one to the other is not easy (no roads, but a water connection with two portages of small capacity).

Quetico Provincial Park of Canada.—Canada's best lake region just north of Minnesota is protected in the 500,000 acre Quetico Provincial Park. This region is directly north of the central upper border of the Superior National Forest, and touches it along a boundary of about 100 miles. However, it will not reach across to any connection with the proposed Voyageurs National Park, at which point Canada has, rather than intentions for park land, a twenty year plan of *commercial* development. Canadians commercially fish with nets in key lakes of the proposed US National Park, which lakes have the international boundary through their centers, putting half in Canada and half in the USA. Three of the four lakes of the proposed U.S. Park are, thus, half or more Canadian! A number of visitors who know the area of the proposed Park well, prefer in summer, to seek a wilder area, and fly up to the Quetico, as opposed to staying in what would be the Voyageurs NP, even at its present level of utilization (which would increase by a factor of 40 for the Park)!

Proposed Voyageurs National Park.—In its main essentials, the proposal would create a 219,000 acre, small National Park, built around four lakes, three of which are half, or more, Canadian. The Park would occupy a small portion of one Minnesota County, and a tiny part of another. The government would spend \$45 million on land acquisition and construction. Sponsors of the Bill estimate 1,300,000 *annual* visits to the Park in five years.

Analysis.—A careful study of the Park proposal has been made. Data has been gathered from many authoritative sources. This shows that Northern Minnesota is, right now, very sensibly and effectively protected for the good of the State of Minnesota and the American people. The region under consideration for a park is now entirely under federal or State Control, being about one-third in the Superior National Forest, and two-thirds in the Kabetogama State Forests. Minnesota controls all private construction in the area, with tight standards in the border region. The area is intentionally nearly roadless. Water or air (seaplane) travel is the only way to get around in it. Summer recreation centers around fishing, which is fair to good under present utilization, but which has been steadily diminishing in the decade just past. The Executive Department of the US Government had favored leaving the Superior National Forest west boundary essentially intact, but its position was overridden by the sponsors of this bill, who used as their reasoning that the Crane Lake Recreation area should be maintained up to "National Park Standards" by detaching it from the National Forest. It should be noted that both the Canadian and US sides of the proposed Park area are at about the same standards at present. The other side is not going to revert to a wilderness by Canadian government seizure of its citizens' private land and their improvements in the area.

Utilization figures from the government and commercial interests in the proposed Park area show the following:

| | Present | Proposed in national park |
|--|---------|------------------------------|
| Visitors on lake at one time, peak..... | 890 | 37,500 ¹ (15,000) |
| Boats per lake, peak (assumes 5/boat)..... | 178 | 7,500 ¹ (3,000) |

¹ Based on 3-day instead of 7-day visit average.

Note that the left column is considered by many who know the area to be about the maximum which it can stand and still have the atmosphere of a wilderness. The National Park would increase the utilization forty times! Most serious would be the heavy boat traffic with the underwater exhausts. Any numbers like that would quickly pollute the waters and endanger fish life. An increase of campers along the lake fringes by a factor of forty would ruin the appearance of shorelines, create extensive flotsam and jetsam, and cause smoke palls over the area. (Note: campers will not want to pack their tents and equipment into the forests, leaving their boats at shorelines, since the view is much better and more pleasant looking out into the lake and there are bears inland. It is also harder work to tote the equipment by hand, than to stop at the shoreline, hauling by boat.)

In summary, the proposed National Park is a faulty concept and its establishment would be a mistake, ruining a wilderness area, the Park's only attraction, and wasting \$45 million of taxpayers money. It would:

- a. Invite Park visitors to a small area, portion of a county.
- b. Crowd them into more dense conditions than many left at their home locations.
- c. Quickly spoil a wilderness area by pollution of water and air, crowding, with blankets and tents all around shorelines.
- d. Ruin the fishing in short order.
- e. Involve water areas much of which are under Canadian jurisdiction, which significantly differs from U.S. policy both as to purpose and rules of utilization.
- f. Probably waste \$45 million of taxpayer money.
- g. Create a highly dissatisfied Park visitor, if visit predictions are fulfilled.
- h. Take the spotlight off a *fifteen times larger* area to the East, not readily accessible to the Park Visitor who may realize he should have visited the Superior National Forest instead of the crowded Voyageurs Park.
- i. De-emphasize a much better protected area, the Boundary Waters Canoe area, with a much better wilderness in it.
- j. Provide either a brief economic boomlet, or no boom at all, contrary to the expectations of central and down-State Minnesota Congressmen.
- l. Involve loss of tax revenues to Koochiching and St. Louis Counties when the federal government takes over from private owners.
- m. Require the gift of State and County owned lands, some of which are school reserve assets, to the federal government, for no consideration.

Recommendation.—Restudy the proposed Voyageurs National Park. A much better alternative might be to incorporate the Kabetogama State Forest portion into the Superior National Forest, under single jurisdiction, and affording the visitor a choice of a sixteen times larger area, much more varied and able to handle the numbers of visits projected without severe wilderness damage.

Senator BIBLE. I think you have made a very, very fine statement, Colonel Dawley, and I certainly compliment you and your able helper for presenting it so well to us. Are you a property owner in the taking area?

Colonel DAWLEY. I am a property owner, sir; yes.

Mr. Blatnik indicated in a remark Friday that I could keep my property. I am not sure I would want to keep it, Mr. Chairman, if this area is ruined.

Senator BIBLE. Do you have a home on it?

Colonel DAWLEY. No, sir. I do not.

Senator BIBLE. You don't have a home. It is unimproved property.

Colonel DAWLEY. It is. I have permission to build from the State of Minnesota.

Senator BIBLE. I see. Are you representing anybody here except yourself?

Colonel DAWLEY. Yes; I am representing the Crane Lake Commercial Club, Mr. Chairman.

Senator BIBLE. What is the Crane Lake Commercial Club?

Colonel DAWLEY. It is a club of members who live and make their livelihood in the area. They are at the Kabetogama and Crane Lake areas, and a hundred percent of them in the Crane Lake area have my position and 92 percent of Kabetogama, Mr. Chairman.

Senator BIBLE. Would you repeat that again so I could get it firmly in my mind.

Colonel DAWLEY. Yes, sir. These are members who live and make their livelihood in the area of Crane Lake and Kabetogama. And their position is a hundred percent in the Crane Lake area against this proposal and 92 percent in the Kabetogama area, and they stand to gain, their interest is economic. Therefore, if there is a boom predicted in this area, they apparently don't see it, Mr. Chairman.

Senator BIBLE. Well, I would think, whether or not in the years ahead, there is a boom or a tremendous visitation to this region remains to be seen. I don't think anyone can accurately forecast this situation. The history of our own national parks shows increased visitation, during succeeding years. But here you have a northern park and this is one of the problems that has always bothered me. When you get an area like Isle Royale, with which I am very familiar, we must give full consideration as to what the future will offer; that is, will the project be a success or not.

Colonel, I want to compliment you for a very fine statement.

Colonel DAWLEY. Thank you.

Senator BIBLE. Thank you.

Now, young lady, you can go back to the National Cathedral School for Girls and get back to education again.

The next witness is Mr. Louis Clapper, I don't see him. Without objection his statement will be incorporated in the record in full.

Our next witness is Ken Pomeroy, and I do see him, Chief Forester of the American Forestry Association.

Ken, good to see you again.

**STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, THE
AMERICAN FORESTRY ASSOCIATION**

Mr. POMEROY. Mr. Fisher asked me to extend his best regards to you.

Senator BIBLE. Thank you very much.

I want to say for the record I always enjoy having Mr. Pomeroy as a witness. He always says everything he has to say in one page, and he says as much in one page as many people do in many, many pages, so—well, I see you have got another paragraph on the second page, but it isn't very long.

Mr. POMEROY. Thank you, Mr. Chairman.

Senator BIBLE. You may proceed.

Mr. POMEROY. I am Kenneth B. Pomeroy, representing the American Forestry Association.

Our organization has been interested in the forest lands of northern Minnesota for a great many years. We have taken regular organized canoe troops under the Trail Riders of the Wilderness program in the Boundary Waters Canoe Area since the 1930's.

In the late 1950's we made a very thorough study of forest lands ownership in Minnesota, and published a report called "Minnesota Lands" which I submit for your file records.

Our current concern arises from the probable impact of a tourist-oriented national park if placed adjacent to the wilderness.

Our preceding witness has covered that very thoroughly and there seems to be no need to reiterate what he said. Therefore, I would like to recommend that a buffer zone be maintained between the Boundary Waters Canoe Area and the proposed park by withdrawing the 40,000-acre Crane Lake Area from the provisions of S. 1962. This amendment would leave a 15-mile buffer zone between the two units. Thank you, Mr. Chairman.

Senator BIBLE. Boy, oh boy, you sure shortened that one page. But your full statement, as usual, Ken, will be incorporated in the record and it is good to see you again.

Mr. POMEROY. Thank you.

(The prepared statement follows:)

**STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, THE AMERICAN FORESTRY
ASSOCIATION**

I am Kenneth B. Pomeroy, representing The American Forestry Association. Our members are concerned about the deterioration of wilderness values that may result from placing a tourist-oriented national park adjacent to the Boundary Waters Canoe Area. Therefore, we recommend that a buffer zone be maintained between the park and BWCA by withdrawing the 40,000-acre Crane Lake area from the provisions of S. 1962. This amendment would leave a 15-mile buffer between the two units.

Our reasons for making this recommendation are as follows:

Current surveys indicate that approximately 200,000 people visit the 1,000,000-acre Boundary Waters Canoe Area each year. The ratio is one person for each five acres. However, visitations are not distributed evenly as travel is by canoe or boat along the water courses. As a result pollution is occurring in some areas in spite of administrative efforts to control visitors. Normal sanitary measures are difficult because the land is solid rock overlain with a thin mantle of soil.

The same physical limitations prevail in the area proposed for a park. Visitations, however, are expected to be six or seven times more frequent in an area that is only one-fifth as large. Consequently the intensity of use may be thirty

times greater than in the present BWCA wilderness. Much of this use may overflow into the BWCA.

The problem is complicated further by the fact that the boundary waters between Canada and that United States must remain open to use by citizens of both nations under the terms of the Webster-Ashburton Treaty of 1842. This means that the heart of a 2,000,000-acre wilderness, composed of the BWCA and Quetico Provincial Park, is open to tourists. Is this desirable?

Last summer I saw a flotilla of eleven motor boats proceeding up Rainy Lake at full throttle. The noise was deafening. Such use can continue in the proposed national park because Rainy Lake is a part of the international boundary waters.

Do we wish to encourage penetration of motor boats farther east in the wilderness? No.

What would our Canadian neighbors think? After all Quetico is their park. Have they been consulted? Would we like to have them encourage a non-conforming use adjacent to our wilderness?

The Directors of The American Forestry Association have weighed these questions and adopted the following resolution:

Whereas, we deem it necessary to safeguard the western entrance to the Boundary Waters Canoe Area of the Superior National Forest at Crane Lake by maintaining it under the authority of the same government agency which has the responsibility for administering the Boundary Waters Canoe Area itself; now therefore, be it

Resolved, That the Crane, Sandpoint, Namakan Lakes area, to wit that portion of the Superior National Forest lying westerly of the Boundary Waters Canoe Area, sometimes called the Crane Lake Recreational Area, should continue to be administered as a part of the Superior National Forest by the Forest Service, U.S. Department of Agriculture.

Senator BIBLE. Our next witness is J. William Trygg of Ely, Minn. Mr. Trygg.

STATEMENT OF J. WILLIAM TRYGG, ELY, MINN.

Mr. TRYGG. Chairman Bible, I made an error in introducing your title here and your first name.

Senator BIBLE. Adam is a good name, I will buy that. My great grandfather's name was Adam.

Mr. TRYGG. Was it?

My statement is quite lengthy because there are attachments to it and I would like to comment briefly on the entire statement.

I will not read my whole statement because it is quite lengthy. However, I want to highlight the facts that are contained therein.

The present management, we feel very strongly, is adequate for the area because it is managed presently by public agencies and the privately owned lands of any consequence of acreage are also managed under auxiliary forest laws, so on page 1, the present area management covers the border lakes region along the Minnesota-Canadian international border, involves land under the jurisdiction of the Federal Government, the State of Minnesota, and here I want to dwell for a moment because there are privately owned lands in there and these privately owned lands must comply with the zoning ordinances of the counties.

In Canada, the entire area is administered by the Ontario Department of Lands and Forests. Colonel Dawley has covered that subject very splendidly and has given us a picture that must not be overlooked. It is a very important phase of the program, and I have attached to my statement here the summary of that Canadian plan, it is a digest and, with your permission, I would like to highlight that at this moment.

Senator BIBLE. Certainly. Your full statement is going to be incorporated in full in the record, as you understand.

Mr. TRYGG. Yes.

Senator BIBLE. All right, what are you pointing to now, what page?

Mr. TRYGG. That will be the last three pages of my statement here.

Senator BIBLE. All right. Very well.

Mr. TRYGG. That is the Canadian 20-year plan.

Senator BIBLE. I have it before me now.

Mr. TRYGG. That covers that portion, this 20-year plan as digested here covers that portion, lying across the border from the proposed Voyageurs National Park—

Senator BIBLE. I understand that.

Mr. TRYGG (continuing). As well as a portion of the areas within the Superior National Forest, and within that area lies a park, Quetico Provincial Park, which lies right across the border from the Superior Boundary Waters Canoe Area that is the east. The rest of the area to the west is what we call open range or open country which covers the border lakes.

They clearly state that—the past 4 or 5 years they have made an intensive study and they froze all their lands for disposition within a zone a mile wide all along the national border until they could come up with a decent plan of management because the demands for land in the boundary waters continued to grow during the 1960's and so late in 1967 the regional director in Port Arthur, withdrew all remaining land within the 1-mile zone between Fort Frances and Lake Superior from any further disposition. This freezing of sales was to remain in effect until a plan was prepared for the area.

In March 1968, the regional director, after meetings with the deputy minister and the branch chiefs, charged the two districts involved with the responsibility of preparing a total resource plan for the boundary waters by February 1969. Since broad policy guidelines for land tenure, timber, fish and wildlife management already existed for Quetico Park, it was necessary to insure that the management of the adjacent areas be compatible with that within the park.

As a result is this set of resource management policies which did set aside a use and development for the Ontario border lakes for the next 20 years, and they have set that up in stages consistent with their ability to be able to develop these properties, and it will require careful analysis in the manner in which this is done.

Senator BIBLE. This is what you detailed in full on page 2 and 3, is that right?

Mr. TRYGG. That is right. It is recognized, in fact, that the Canadians do now have a splendid highway, extending from International Falls and the border town adjacent to that city is Fort Frances, and they have a highway extending all the way to the east connecting with Lake Superior.

Adjacent to that highway they plan to extend roads down into the border lakes which will feed all the lakes that are situated right across from the proposed Voyageurs National Park, and the ultimate result will mean over the next 20 years they will have quite complete development of the entire regions consistent with this management plan.

Senator BIBLE. I understand.

Mr. TRYGG. Now, getting back to my own statement, I would like to summarize my recommendations and conclusion. I feel that the creation of Voyageurs National Park is not consistent and not compatible with the existing uses, recognizing that the Canadian plan is just exactly the opposite of what Voyageurs Park would accomplish. So it is my feeling that the creation of a Voyageurs National Recreation Area would be much better administered by the U.S. Forest Service or a comparable agency of Government. And I make these points that are important because if it will create a national recreation area instead of a national park, No. 1, the State of Minnesota, on its 24,100 acres it would not be necessary to transfer those lands, it could still be retained in State ownership and remain as income-producing lands to serve our schools.

Their lands included an estimate of 944,000 feet of high quality shoreline and the value of that estimate is in the amount of \$25 million, not the \$4 million as previously quoted by the others who have testified. It is, this \$4 million is, entirely too low and utterly unrealistic.

The State of Minnesota manages these lands, along with considerable more State land, as a part of the Kabetogama State Forest, consequently they do have forthright management. They should continue to manage these lands for multiple uses, including that of timber harvest, homesite lease, and enlargement of carefully planned community-type sewage systems for lease areas, and in addition, continue to manage game and fish for tourist and sportsmen's benefits, keeping in mind the present plan of the Voyageurs National Park prohibits this.

No. 2. The Boise Cascade Corp., which owns a papermill in nearby International Falls, owns a 51,000-acre tree farm administered under the rigid auxiliary forest laws of the State of Minnesota. Provisions of these laws require that the company provide recreational facilities and free use of their lands for recreation by the general public. These they have provided, including winter snowmobile trails through their forests. The Boise Cascade land includes 557,891 lineal feet of lakeshore frontage, most of it dedicated to the terms of the auxiliary forest laws provisions, as well as being controlled by the county zoning ordinances. So there should be no danger of misuse of those particular lands.

Third, then, the largest area of lakeshore frontage is owned by approximately 1,000 different individual private owners to the tune of 1,205,000 feet of lake frontage with an estimated value of approximately \$30 million. I happen to know something about these values because I deal in that sort of thing, appraisal work every day, and I have done so for quite a number of years.

Much of this frontage is already in use and occupied by private owners for their own recreational or year-round residences. Local county zoning provides for intelligent and compatible land use. Careful selection of building sites and modern sewage systems are strict requirements. What I am trying to say here modern sewage systems provided by resorts and by these permanent residents are much more favorable than the simple type of outdoor privies, and none at all are found in many campsites. Thus such development provides a higher quality and more stable type of user and landowner who takes pride in

maintaining the area in the best possible condition, as is the existing situation.

The community leaders and citizens strongly believe that these management policies and controls should be retained, and I am here to testify in behalf of hundreds of those citizens and community leaders.

It is, therefore, my recommendation that a cooperative arrangement be developed between the local, State, Federal, and Canadian Governments to develop a compatible use plan most beneficial to the present and foreseeable demand for private land and public land uses.

Thank you very much.

Senator BIBLE. That is a very fine statement, Mr. Trygg.

You obviously have great knowledge, you were raised within 40 miles of this particular area, and I was quite impressed with the colonel's testimony that this really is all part of one great area. At the boundary line you have the Canadian park and you also have the Rainy Lake area which is in Canada. Do you have any idea what the total summer use is of the entire area? I have heard so many figures and I think the Park Service projected something like a million three hundred thousand coming into the proposed Voyageurs in 5 years or so. But how many people would come in there in either 1969 or 1970, in the whole area, and I don't know whether you have any accurate head count or whether that is an impossible question?

Mr. TRYGG. It is not an impossible question. I would be glad to answer that.

Senator BIBLE. All right, go right ahead and answer it.

Mr. TRYGG. Well, we have two points of entry into Canada, one by way of International Falls which is directly to the west of the park. The records show that there are approximately 700,000 people that enter Canada, leave Minnesota going into Canada, but keeping in mind now quite a number of those travelers are people who travel from International Falls to the adjoining city.

Senator BIBLE. I understand that. That is over what period of time?

Mr. TRYGG. That is per year.

Senator BIBLE. Per year, 700,000.

Mr. TRYGG. 700,000.

Senator BIBLE. OK.

Mr. TRYGG. As of the end of fiscal year 1967. All right.

Let's compare that with Pigeon River where there are no cities there. There are 355,000 people going into Canada. So these figures are not fantastic when the National Park Service says there will be be that many people in the area. All we are doing is diverting people into this region.

Senator BIBLE. I understand.

Mr. TRYGG. Automobile travelers who do not belong upon the waters at all. These are automobile visitors who go into Canada and travel, make this circle tour around. There are two circle tour routes. One goes all the way around Lake Superior and the other one goes by way of International Falls and back through Fort William now known as Thunder Bay, and back toward Lake Superior toward Duluth, automobile travelers, and the Canadians have extended many highways so the Canadians would be very, very happy to see us close up our areas to give them the benefit of that much more traffic.

Senator BIBLE. Yes, I can understand that and I think the question was completely responsive and I thank you very much for your appearance here this morning.

Mr. TRYGG. Thank you.

Senator BIBLE. Thank you, Mr. Trygg. Your statement will be incorporated in full in the record.

(The documents follow :)

ELY, MINN., December 4, 1970.

HON. ALAN BIBLE,

Chairman, Subcommittee on Parks and Recreation, Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: I transmit herewith my position statement in opposition to the proposed Voyageur National Park in Minnesota as proposed by the National Park Service and passed by the present session of the House of Representatives as H.R. 10482. I appear here as a private citizen, as well as a representative of a conservation club known as the Boundary Waters Resources Committee of the Minnesota Arrowhead Association headquartered in Duluth, Minnesota.

My name is J. William Trygg, and I am a retired United States forester from Ely, Minnesota. My background includes a life time residence of 65 years in northern Minnesota, beginning as a youngster on my father's homestead within 40 miles of the proposed Voyageur National Park. My work as a forester, beginning in 1926, has given me a comprehensive and first hand knowledge of the entire region.

In addition, I have for the past four years conducted an intensive study and review of a multitude of data and reports. After taking all factors into consideration, it is my judgment that the creation of the Voyageurs National Park under National Park Service standards would *not* be desirable. Instead, the area should be managed and administered under a more flexible, highest and best use concept for the greatest good to the citizens of our State of Minnesota and of our nation.

I recommend, therefore, that the area be administered through a central agency of government which can provide flexibility of management controls through cooperative agreements, zoning, and treaty arrangements. Rather than spending millions of dollars for land acquisition and disrupting a well established recreational use, this area lies appropriately in the National Recreation Area classification and should be so established as a part of the Superior National Forest. An alternative plan of management has been recommended by the Minnesota State Legislature through a 7-member Planning Commission, which also has merits.

Present area management

The border lakes region along the Minnesota-Canadian International Border involves lands now under the jurisdiction of the Federal government, the State of Minnesota, and the respective County zoning ordinances on the Minnesota side of the border. In Canada, it is administered by the Ontario Department of Lands and Forests, inclusive of the Quetico Provincial Park. Because of mutual international problems, the International Joint Commission serves to oversee provisions established by International treaty and to present reports and recommendations on foreseeable problems to the respective Federal and Dominion governments.

The Canadian lands are administered for their highest and best use, and their management plans recognize the foreseeable demand as clearly set forth by the Ontario Department of Lands and Forests 20 Year Plan released in February, 1970. A digest of this plan, entitled "Management Guide Lines for International Boundary Waters," is enclosed. This plan as reported does *not* prohibit the utilization of natural resource assets, such as would occur under the National Park Service standards. Instead, the Canadian area across the International Boundary from the proposed Voyageur National Park would be managed under a multiple use plan to utilize its forest, minerals, and recreational lands for all-purpose capacity through careful zoning. The million acre Quetico Provincial Park serves as a wilderness area set aside entirely in its natural state, properly situated across the Border from the Boundary Waters Canoe Area on the United States side.

Summing up the Canadian viewpoint, it stands to reason that the Canadians, with their almost unlimited and extensive lake region, would be very happy to gain the benefit of having more lands restricted on the United States side of the border. Please refer to the attached map entitled "International Upper Great Lakes Region Area" with pertinent statistics on the reverse which summarize many important factors in their proper perspective.

The Superior National Forest

The greater portion of the area on the Minnesota side of the border is presently administered by the United States Forest Service as the Superior National Forest, including a portion of the territory incorporated with the H.R. 10482 Voyageur Park bill. This latter area, known as the Crane-Namakan Recreational Area, was not recommended for inclusion by the National Park Service because it is already under satisfactory management and serves as an important phase of the over-all recreational management plan of the United States Forest Service.

It is also a fact that the Voyageur Park area as originally proposed is situated within the "Superior National Forest Kabetogama Purchase Unit," within which lands have been acquired for extension of the National Forest. Therefore, the Forest Service has a vital interest in these federal holdings, which include important forest producing lands currently under Forest Service management.

The Boundary Waters Canoe Area lies wholly within the Superior National Forest and is a million acre area of wilderness lakes and forests set aside in their natural state. Thus, with the Quetico Provincial Park across the International Border, there is already a total area of two million acres set aside for restricted wilderness use—an area ten times larger than the proposed Voyageur Park already experiencing excessive use and pollution! Yet the optimum carrying capacity of this area is less than 20% of the projected use for the proposed Voyageur Park area!

This is a vitally important fact: The strictly water based recreation area is exceedingly vulnerable to pollution deterioration by a brand new class of mass users.

Reports of increasing traffic continue to reflect the problems that cannot be controlled by existing park personnel and facilities. It requires exceedingly expensive and elaborate sewage facilities to accommodate camping travelers; there are no simple and practical human waste disposal facilities for small campsites.

In Conclusion:

The creation of a Voyageurs National Recreational Area administered by the United States Forest Service would no longer pose land acquisitions problems, with such as H.R. 10482 has to contend with.

1. The State of Minnesota's 28,400 acres (of which about 25,000 acres are School Trust Fund lands) can thus remain income producing lands for the schools. Their lands include an estimated 844,310 feet of high quality shoreline which has an estimated market value of not less than \$25 million dollars. The \$4 million dollar value of State lands indicated by other reports previously submitted is unrealistic.

The State of Minnesota manages these lands, along with considerable more State land, as a part of the Kabetogama State Forest. They should continue to manage these lands for multiple uses, including that of timber harvest, homesite lease, and enlargement of carefully planned community type sewage systems for lease areas, and in addition, continue to manage game and fish for tourist and sportsmen's benefits.

2. The Boise Cascade Corporation, which owns and operates a paper mill in nearby International Falls, owns a 51,000 acre tree farm administered under his rigid Auxiliary Forest laws of the State of Minnesota. Provisions of these laws require that the company provide recreational facilities and free use of their lands for recreation by the general public. These they have provided, including winter snowmobile trails through their forests. The Boise Cascade land includes 557,891 lineal feet of lakeshore frontage, most of it dedicated to the terms of the Auxiliary Forest laws provisions.

3. The large private land owners in terms of lakeshore include more than 1,000 individual owners of 1,205,090 feet of lake frontage, with an estimated

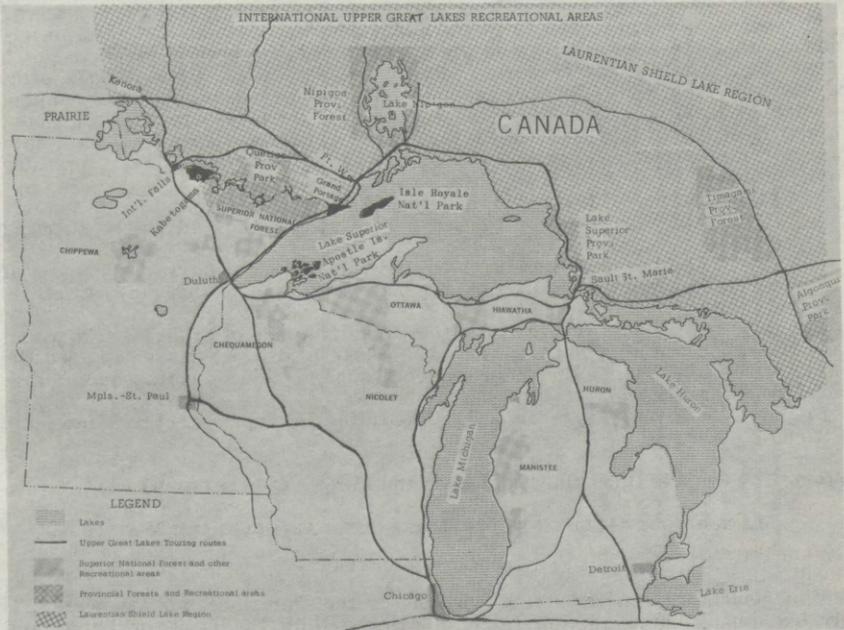
value of at least \$30 million dollars which the Federal government would not be required to purchase. Much of this frontage is already in use and occupied by private owners for their own recreational or year around residences. Local selection of building sites and modern sewage systems are strict requirements. Thus such development provides a higher quality and more stable type of user and land owner who takes pride in maintaining the area in the best possible condition, as is the existing situation.

The community leaders and citizens strongly believe that these management policies and controls should be retained.

It is, therefore, my recommendation that a cooperative arrangement be developed between the local, State, Federal and Canadian governments to develop a compatible use plan most beneficial to the present and foreseeable demand for private and public land uses.

Respectfully yours,

J. WILLIAM TRYGG.



Some important aspects to consider before establishing a National Park in northern Minnesota—(Please refer to map on the reverse).

1. The proposed voyageur National Park lies within the Laurentian Shield Lake Region as shown by cross-hatch area on the map.
2. Within the Laurentian Shield region are approximately 280,000 lakes. 275,000 of these Laurentian character lakes are located in Canada. 5,000 of these lakes are in the northern Minnesota border region; and of these 2,500 (one-half) are already situated within inaccessible wilderness areas.
3. The entire State of Minnesota has approximately 14,000 lakes.
4. There are more than 14,000 lakes just across the border in Canada within reach of access routes.

The question arises: Is there justification for more wilderness areas to be set aside within the Laurentian Shield Lake Region which already is, and will remain, a vast wilderness area?

Summary of gross lineal feet of lakeshore in the—

| Ownership | Voyageurs National Park as proposed in July 1964 report | | Proposed addition of Crane Lake Recreation Area under Blatnik bill | | Total | |
|--------------------|---|-------|--|-------|-----------|-------|
| | Front footage | Miles | Front footage | Miles | Feet | Miles |
| Boise-Cascade..... | 557,891 | 107.5 | | | | |
| Other private..... | 1,205,090 | 228.2 | | | | |
| Total private..... | 1,762,981 | 333.9 | 470,166 | 89.0 | 2,233,147 | 422.9 |
| Federal..... | 249,118 | 47.2 | 332,099 | 62.9 | 581,217 | 110.1 |
| State..... | 651,002 | 123.3 | 193,308 | 36.6 | 844,310 | 159.9 |
| County..... | 51,702 | 9.8 | 38,408 | 7.3 | 90,110 | 17.1 |
| Total..... | 2,714,803 | 514.2 | 1,033,981 | 195.8 | 3,748,784 | 710.0 |

Lakeshore values in terms of demand and comparable cash market sales clearly indicate that these lakeshores (or water frontage lands with an average depth of 400 feet) rank in the highest, or first class, valuations. Presently the price ranges vary from \$30 to \$60 per front foot with some exceptional sites running as high as \$100 per front foot. The values of these lakeshore will run about three times that of lakeshore on average lakes. However, there has been a hesitancy on the part of good prospective buyers to purchase lands in this area due to the proposed National Park because—

(1) of the loss of privacy in the midst of a public playground.

(2) of the despoiling of the area by over-use, thus adversely affecting private property values.

(3) of the uncertainties involved and the danger of having to dispose of their lands. Even though lifetime use may be allowed, changes in restrictions and limitations affect their use.

Roughly, at \$40 per front foot, the total lake frontage of 3,758,784 feet would have a present value of not less than \$150,000,000, to which must be added the value of the forest lands and improvements, such as resorts, cottages and other developments.

Prepared by J. Wm. Trygg, Land Use Consultant & Appraiser, Ely, Minnesota. 8-20-69

From: The Ontario Department of Lands and Forests (20-year plan).

MANAGEMENT GUIDELINES FOR INTERNATIONAL BOUNDARY WATERS

(INTRODUCTION, IN PART)

Management of the remaining portions of the Ontario Boundary waters is divided among three administrative districts within the Dept. of Lands and Forests:

The portion from Quetico Park east to Lake Superior—by Port Arthur.

The portion west from Quetico Park—by Fort Frances.

Lake of the Woods is under the administration of Kenora.

Recreation use of the boundary waters, particularly by Americans, grew slowly but steadily during the first half of the 20th Century. The growing appreciation of wilderness type recreation in the U.S. during this period seriously restricted the availability of land for private summer resort development in northern Minn. So quite naturally, Americans turned northward to seek summer resort locations on the border lakes of Ontario. During the 1950's the demand for summer resort land along the boundary waters of Ontario grew substantially. By 1957 the concern for preserving the wilderness atmosphere of our border lakes was sufficient to warrant the closure of a portion of the area to further land disposition. This closed area in the Ft. Frances district, included Little Vermilion Lake south of the Dawson Portage, the Loon River system and Lac La-Croix. In 1959 a similar decision froze all land disposition within a mile wide zone along the International boundary in the Port Arthur district.

The demand for land in the boundary waters continued to grow during the 1960's and so late in 1967 the Regional Director in Port Arthur, withdrew all remaining land within the one mile zone, between Ft. Frances and Lake Superior

from any further disposition. This freezing of sales was to remain in effect until a plan was prepared for the area.

In March 1968, the Regional Director, after meetings with the Deputy Minister and the Branch Chiefs, charged the two districts involved with the responsibility of preparing a total resource plan for the boundary waters by Feb. 1969. The plan was to include a mile wide zone from Ft. Frances to Lake Superior excluding Quetico Provincial Park and the Neguaguon Indian Reserve on Lac LaCroix. Since broad policy guidelines for land tenure, timber, fish and wildlife management already existed for Quetico Park, it was necessary to insure that the management of the adjacent areas be compatible with that within the Park. . . .

During the summer and early fall (1968) studies were conducted on the history of the area, land ownership and use patterns, and on land capability for recreation, fish and wildlife, timber and mining. Analyzing the data gathered from these studies and discussions with many interested groups and individuals took up the remainder of the fall and early winter. Opinions and advice were sought from members of the Recreational Land Use Zoning Committees, representatives of the forest industries and resource managers in both districts involved.

The result is this set of resource management policies which will guide the use and development of the Ontario boundary waters for the next 20 years.

GOALS AND STRATEGY

To provide . . . opportunities for outdoor recreation in a continuing combination with renewable natural resource production, consistent with the social and economic well-being of the people of Ontario.

1. To manage the International boundary waters of Ontario primarily for public outdoor recreation.
2. To provide the opportunity for a wide variety of recreational experience within the area.
3. To promote the integrated management of ALL the renewable, natural resources for the optimum social and economic benefit of Ontario and its communities consistent with number 1 above.
4. To provide sufficient access through a program of road construction and access point development to enable the people of Ontario to enjoy the recreational opportunities of the area.
5. To promote the use and enjoyment of the recreational resources, while ensuring that the type and volume of use does not impair or destroy the quality of the environment or the experience of the visitor.
6. To consider the common objectives of the Quetico-Superior Joint Advisory Committee in the management of the Ontario boundary waters.

PART B—RECOMMENDATIONS—FORT FRANCES DISTRICT

Lands:

1. That management plans be prepared for Lac LaCroix, Rainy, Namakan and Sandpoint Lakes.
2. That land disposition on the middle portion of Rainy Lake be limited to presently surveyed locations until the management plan is completed.
3. That land disposition within the remainder of the planning area be permitted in accordance with lake management plans and consistent with the phasing of this plan.
4. That recreational reserves, approximately 1000 acres in size, be established at designated locations on Rainy and Namakan Lake, to be developed at campground access areas.
5. That disposal of commercial locations on a lease/option-to-purchase arrangement may be permitted adjacent to the above mentioned access areas, or in accordance with lake management plans and the phasing of this plan.
6. That no single-tier summer resort developments be established on shoreline units rating class one, two or three for lodging.
7. That boats providing overnight sleeping accommodations not be permitted on the boundary lakes EAST OF KETTLE FALLS. (That is . . . Namakan, Sandpoint and Lac LaCroix lakes).
8. That the use of Crown land for tenting, boat or equipment storage be restricted to a maximum of 21 days.

Parks:

9. That development plans be prepared for the above mentioned access areas, including facilities for boat-launching, bathing, tenting, camperback trucks and trailers.

Timber:

15. That no sawmills or logging camps be located within ½ mile of any shoreline or portage.

16. That the department locate and construct all major forest access roads serving the planning area.

Access roads:

18. That multiple use forest roads be constructed to Namakan and Rainy Lakes.

19. That no road be built to Lac LaCroix.

Mining:

20. That there be no restriction on mine staking.

PHASING OF DEVELOPMENT

Although this plan is written for a 20 year period, there is no reason that it should not be retained for a longer period if development is slower than has been anticipated. Conversely, there is no reason that the plan should not be revised sooner, if it outlives its usefulness before 1989. A major updating and revision should be undertaken during Phase IV of the plan.

The implementation of the plan has been divided into four phases. It must not be assumed that these phases are all 5 year periods, or that some arbitrary date must be reached before a new phase may be started. Neither should it be assumed that the phases in the two districts correspond with each other. The purpose of the phasing is merely to provide an orderly sequence for development, and to facilitate the establishment of priorities for development of one area over another. It is only logical however, that one phase be completed before the succeeding one is started.

FORT FRANCES DISTRICT

Phase I:

1. Permit land disposition for private resorts on the middle portion of Rainy Lake (Ft. Frances to Brule Narrows), on presently surveyed locations.

2. Permit land disposition for commercial locations on the middle portion of Rainy Lake on lease/option-to-purchase arrangements.

3. No disposition of scattered summer resort locations or islands on the middle portion of Rainy Lake.

4. No land disposition for any purpose in the remainder of the planning area (Brule Narrows to Lac LaCroix).

5. Prepare a management plan for Rainy Lake (Ft. Frances to Kettle Falls).

Phase II:

6. Permit land disposition on Rainy Lake for all purposes in accordance with lake management plan.

7. Construct access roads to Rainy and Namakan Lakes.

8. Plan and develop campground-access areas on Rainy and Namakan Lakes.

9. Prepare management plans for Namakan and Sandpoint Lakes (Kettle Falls to Dawson Portage).

Phase III:

10. Evaluate the access areas on Rainy and Namakan Lakes to determine the need for commercial operations.

11. Permit land disposition for commercial locations adjacent to the access areas on Rainy and Namakan Lakes if they are required. Dispose of the sites on a lease/option-to-purchase arrangement.

12. Permit land disposition for all purposes on Namakan and Sandpoint Lakes in light of current recreation demands and trends, and in accordance with the lake management plans.

Phase IV :

13. Prepare management plans for the area from the Dawson Portage through the Loon River to Lac LaCroix.

14. Evaluate the current use of the area, the trends and future demands.

15. Consider land disposition in this area only after careful examination of the possible effects on the Neguaguon Lake Indian Reserve, Quetico Provincial Park and the Boundary Waters Canoe area.

16. Undertake a major revision of the plan.

Senator BIBLE. Our next witness is Mr. Mark Hovland, if I pronounce it correctly, of Hoyt Lakes, Minn.

STATEMENT OF MARK HOVLAND, HOYT LAKES, MINN.

Mr. HOVLAND. Yes, sir. Mr. Chairman, it is my privilege. Of course, my name is Mark Hovland. I was born and raised in northern Minnesota and hold a degree in mining engineering from the University of Minnesota. I presently reside in Hoyt Lakes, Minn., which is on the eastern end of the Mesabi Iron Range.

I am here today as a private citizen and express the attitude of a large majority of those in northeastern Minnesota who are acquainted with the Voyageurs area.

I am opposed to the establishment of the Voyageurs National Park in the Kabetogama/Crane Lake region for the following reasons:

First. The proposed subsidized tourist invasion will destroy the pristine and friendly characteristics that the area now possesses.

Second. The elimination of logging will have an adverse effect on game populations and ironically will be accompanied by the disappearance of the timber wolf, which is presently protected under the Endangered Species Act.

Third. The non-hunting and no-trapping policy of the Park Service represents a senseless waste of a natural national recreational resources.

Fourth. The area needs no new style of management in that the present multiple use management is the most compatible for this specific area as it blends in more with the Canadian plan of management. Incidentally, Mr. Chairman, a new Canadian resorting license was issued on the Canadian side of Sand Point Lake this year, and this is directly opposite to the proposed—

Senaotr BIBLE. A new what?

Mr. HOVLAND. A resorting license, in other words, there is a brand new resort being started up just this last July on the Canadian side of Sand Point Lake. It is a brand new resort that they are going ahead with.

Senator BIBLE. All right. I didn't know what a resorting license was but I understand it.

Mr. HOVLAND. Well, they have to apply for a license on the Canadian side.

Senator BIBLE. Very well, I understand.

Mr. HOVLAND. Greater attention and more money should be given to reclamation of areas which have the potential for supporting recreation closer to metropolitan areas. We cannot afford to try and recreate all the metropolitan dwellers in the Voyageurs areas.

The Voyageurs area is not of "park" stature but is worthy of national recreation area designation. Although the latter title is less

prestigious it is also the least susceptible to the most serious pollution problem our woodland retreats face, and that is people pollution.

Considering the fact that a number of existing national recreation areas are on large water reservoirs, the Voyageurs would be no different in that this water surface forms the reservoir for the power and papermaking facilities at Fort Frances, Ontario, Canada. The water now drops more than 10 feet from summer to winter level.

While attending the House subcommittee hearings on the Voyageurs, I concluded that the majority of the testimony, including the original draft of the bill itself, was testimony, in fact, favoring a national recreation area but under the prestigious title of a "park". The committee's silence in the subsequent months encouraged me to believe that the House subcommittee had correctly concluded that the Voyageurs is not of park stature but is definitely worthy of national recreation area designation. Unfortunately, the downstate politics and the new-found dictatorial powers of Minnesota's Eighth District Congressman prevailed and the bill was passed from committee to the House floor.

Senator BIBLE. I don't know that he is dictatorial, but then there was some testimony the other day on that particular point. I don't think it helps your case to particularly characterize actions. I think you can do it in the political arena but I don't think it helps the record.

I am a great admirer of John Blatnik and I have said that privately and publicly over many years, and he has his concept of what should be done here, and you have yours. It seems to me, I have handled these for the last 12 years, you have pretty much a rerun of the problem that we repeatedly get into as to whether this should be a national park or national recreation area. You claim it should be a national recreation area. He claims it should be a national park and possibly it could well be a national recreation area under—the U.S. Forest Service. That is the position you have taken and we arrived at that solution at Flaming Gorge, for example, where there was a bureaucratic struggle between the Park Service and the Forest Service. They each wanted to build their own little empires there, and in that particular instance the Forest Service won out. We created a national recreation area at Flaming Gorge which has wider multiple use than the park concept which as you know is more of a purist concept.

In my own State we have a national recreation area which is administered extremely well by the Park Service, but it is a recreation area and not a national park because the uses within a recreation area, as you correctly pointed out, are broader than those under a national park. So I understand that very well.

Mr. HOVLAND. I would like to comment that the U.S. Forest Service already does have the domain up there, and I guess it would be quite natural for them to go ahead and expand their—

Senator BIBLE. By having it, I suppose you mean, within the Superior National Forest. Is that what you are saying?

Mr. HOVLAND. Yes, I am referring to the Crane Lake Recreation Area very specifically, and they are doing a very good job on it.

Senator BIBLE. Very fine.

Mr. HOVLAND. To conclude or to continue, and I state this, in a way to add to this boondoggle, the Crane Lake Recreation Area, presently well managed by the U. S. Forest Service, was included in the bill

against the wishes of both the U. S. Park Service and the U.S. Forest Service. Both of them testified at the House hearings. I don't know if the Department of Agriculture is going to testify here today or not.

Senator BIBLE. They filed a letter for the record, and while all you people were snowbound in northern Minnesota, it was made a part of the record on Friday. It was generally to the effect they want the Crane Lake area excluded from the national park. That is what they said.

Mr. HOVLAND. I would like to also expand on that. I understand Congressman Blatnik made a pitch that it is more natural for the Crane Lake Recreation Area to be included in the park. I claim counter, since the Forest Service manages the Boundary Waters Canoe Area it is more natural to have this buffer zone included with the U. S. Forest Service as it presently is. In other words this is one of the entry points really for the Boundary Waters Canoe Area.

Senator BIBLE. I understand.

Mr. HOVLAND. So it is really more natural to continue under the jurisdiction of the U. S. Forest Service.

Of course, I am very disappointed that in this last minute rush to make a new bill before it came, this was late September. I was very disappointed to see that the no-hunting or the hunting and trapping concessions were dropped out of the bill and also the in lieu of tax payments were dropped out of this bill. These were—if there was any desirability, in my opinion, of this bill the most desirable features have been dropped out of it.

In summary, Mr. Chairman, I ask your committee to intercede in this matter and place the Voyageurs into a national recreation area category rather than a park and at the very minimum, stop the forced acquisition of the Crane Lake Recreation Area. We cannot afford to subject the Voyageurs to heavy tourism pressure merely to enhance Minnesota's prestige of having a National Park. You will be doing a great justice to the residents of northeastern Minnesota and the U.S. taxpayers and the State of Minnesota in general, although I do not believe that they are aware of it yet.

Senator BIBLE. Well, thank you very much. I certainly appreciate your appearance here this morning, and I hope by the time you get on back up there the weather is clear.

Mr. HOVLAND. Thank you, Mr. Chairman.

Senator BIBLE. Our next witness is Mr. William Essling of St. Paul, Minn.

Mr. Essling.

STATEMENT OF WILLIAM ESSLING, ATTORNEY, ST. PAUL, MINN.

Mr. ESSLING. Mr. Chairman, I appreciate your allowing me to appear here. I didn't realize the hearings were going to continue today and I came down yesterday without a prepared statement and I would appreciate leave to file a statement, if I might.

Senator BIBLE. That will be granted. I am going to keep this record open for a period of, let's see, today is Monday, it will be kept open up until Friday of this week. If the staff would give me a date, maybe I have one in my pocket, but whatever date that is that will be the day that this record will be kept open, and that will be December 11.

Mr. ESSLING. I appreciate that and I will have a statement in hand on Wednesday.

Senator BIBLE. Very good.

Mr. ESSLING. If I may, I might simply identify myself. I have been long associated with this wilderness project. I was U.S. attorney under President Truman, and I handled the Boundary Waters Canoe Area enforcement of his Executive order.

Senator BIBLE. U.S. attorney in the State of Minnesota?

Mr. ESSLING. Yes, sir; I was assistant U.S. attorney. I have been connected with the State and the Federal Government for a number of years, and I appear here as an attorney and a landowner in the area. I represent myself and my children, my grandchildren, and I represent a number of people in this area. We are right in the far northeast corner of the Superior National Forest.

Senator BIBLE. Is that within the so-called Crane Lake area?

Mr. ESSLING. Yes, sir.

Senator BIBLE. Or is it outside?

Mr. ESSLING. We are in the Crane Lake area and when the plan was first proposed I was 50 feet outside the park and I had hoped that I would stay that way but we are all very vigorously opposed to the installation of a national park here, and we feel just as Colonel Dawley does that the Federal Government has a great amount of land that they could establish this park, and Colonel Dawley has explained that very adequately, and I might simply say if you took the same scale of that map, Mr. Chairman, to show the other holdings of the Federal Government you would have to extend that map out into the hall, and that would give you an illustration of the holdings of the Federal Government has. Now they are literally choked with land up there and there is no reason at all to take this property and spend money to buy it for something that we already have.

I would like to apeal to you as fellow attorney, this bill is entirely different from the one that has been taken up and down the State of Minnesota. We were informed that under the proposal here that there was going to be hunting and all the various things in this park and it wasn't until Congressman Taylor from North Carolina came to Minnesota to tell us that no hunting was going to be allowed. But unfortunately, he didn't get to tell everybody who by that time had signed up as members of the Voyageurs Park Association and were advocating this.

So I think that, and the removal of the payments in lieu of taxes, and the other things that have changed this bill, I think in fairness to the people who have apparently advocated this bill, that they should have an opportunity to reconsider their position, and I think there is no great hurry in that respect, Mr. Chairman, that this land is going to be there for another million years. They told me when I got my land it has been a million years so it has been a million fifty now.

Senator BIBLE. Well, the concern, Mr. Essling, is maybe it will be that prices will go up. I am sure the land is going to be there because if the land and lakes are not still there we are all going to be in a little trouble. But when I get to projecting myself a million years I find that I can't accurately project myself overnight. I am sure that I understand the point you are making.

Answer me two questions.

Mr. ESSLING. Yes, sir.

Senator BIBLE. If the Crane Lake area in the shaded gray area were excluded would you object to the development of a Voyageurs National Park?

Mr. ESSLING. Yes, I would. I would feel less aggrieved, however, because I would be physically outside of it.

Senator BIBLE. You would not be personally concerned?

Mr. ESSLING. Yes.

Senator BIBLE. I understand. Everybody has personal considerations. That is No. 1. I guess I wanted to ask three questions.

Number two, do you have an improved home within the Crane Lake area?

Mr. ESSLING. Yes, sir. We have four of them. That is I have five children and six grandchildren. We have hedged against this so we have moved across the border into Canada and we have two places in Canada. But despite that fact we are against the park simply from what has been said here, it will bring just a great horde of people who will ruin the real value of the country.

Senator BIBLE. What kind of home. A home, four homes or five homes, if you are building homes for your grandchildren you would be building a lot of homes, but are they summer cottages or are they year-around homes?

Mr. ESSLING. No, they are summer cottages, Mr. Chairman.

Senator BIBLE. And they are occupied, I assume, from Memorial Day to Labor Day, something in that range?

Mr. ESSLING. No, they are occupied practically entirely all summer, and I go there in February and March. Those are the two winter months that we can be there. November and December are bad months and later March and April are practically excluded because of the bad weather.

Senator BIBLE. I see.

Mr. ESSLING. But we have year-round activities there.

Senator BIBLE. If the Congress were to conclude that they should do something with this area, do you subscribe to what the previous witness said that it would be better conceived as a national recreation area under the Forest Service with wider usages than as a national park with more limited usages?

Mr. ESSLING. Yes, sir. I do subscribe to that. We are having an experience with the Forest Service and we are very satisfied with the way they have managed their properties in the other areas, and we would prefer to remain under their overall jurisdiction.

If I might add one thing more about this new bill, Mr. Chairman, I understand from reading it, because I just read it on the airplane down, that you have been caused to believe that the State of Minnesota will donate its lands to the Federal Government, and I wish to call your attention to the school trust lands in trust for our schoolchildren. Mr. Trygg has told you are \$25 million, we can't give those to the Federal Government. They are held in trust and by our constitution we can't give them to the Federal Government, and I think it would be an injustice to our schoolchildren to expect donation for park purposes.

Senator BIBLE. That question came up, and at least I had the impression from the testimony that was given that, I don't know about

the Minnesota State lands that were held in trust for the children. Are all Minnesota State lands held in educational trust?

Mr. ESSLING. No, but \$25 million of value of lands within this area are.

Senator BIBLE. Within the taking area?

Mr. ESSLING. Yes, Mr. Chairman.

Mr. Tyrgg has a map that details that.

Senator BIBLE. No, we had considerable testimony on this the other day, but I certainly did come away from that hearing rather well satisfied that legally it could be done provided the legislature and the Governor of the State of Minnesota were in agreement. It was very clear that they would have to pass a statute, and I understood there was no constitutional bar against it. But you say there is.

Mr. ESSLING. There is a constitutional bar in that they are in trust in perpetuity for the school system of the State, and they could not be transferred without value received.

Senator BIBLE. Now, you are putting a condition on it, and what you are saying is that they are held in trust for education and they must be used forever for that purpose but they could be sold provided they were exchanged or sold for something of equal value.

Mr. ESSLING. Yes, I believe that could be accomplished.

Senator BIBLE. Well, I think that is a qualification. I don't think it is an outright prohibition. But in any event, in view of the question that you raised, and obviously, you are a very able lawyer, we are certainly going to explore this situation fully.

Mr. ESSLING. I thank you.

Senator BIBLE. And if you want to comment on it in your brief, do so.

Mr. ESSLING. Very well. I would like to do that.

Senator BIBLE. Because that is something we ought to clear up. I always think hearings are for the purpose of trying to resolve the differences. Sometimes you can and sometimes you can't, but the only thing we can do is do the best we can.

Mr. ESSLING. I want to comment on the cost of acquisition. Congressman Taylor led us to understand that the Federal Government did not have funds to acquire this park, and it appears to me from this act, that you have set aside approximately \$26 million to acquire private lands. Sir, I would like to state my position that you will not be able to acquire the private lands in this area for \$150 million, and I am sure that the Senate, your committee will be interested in knowing that the costs are going to far exceed the estimates that have been made.

Now, the Park Service retained the University of Minnesota to make an economic survey but that was one of the things left out of that survey. Now one bit of research was done into the cost of acquisition, and I think you will find, Senator, that the cost is going to be far more greater than that.

Senator BIBLE. How many acres do we have in the State lands that were testified to the other day? Do any of the State people—one of the Park Service people, can they give me that figure? My memory was that it was—

Mr. ESSLING. 25,000.

Senator BIBLE. I thought it was 26,000 acres. But I don't know whether I am right or wrong. I don't have that particular figure before me. Mr. Hartzog is here.

Mr. ESSLING. I think that is very close to right, Mr. Chairman.

Colonel DAWLEY. 79,000 in the record, Mr. Chairman. The records says 79,000 acres.

Senator BIBLE. Somebody in the Park Service ought to know how much land, State land they testified to on Friday.

Mr. HARTZOG. 24,912.82 acres of State land and—

Senator BIBLE. Twenty-four what?

Mr. HARTZOG. It is 24,912 plus.

Senator BIBLE. That is 25,000 acres.

Mr. HARTZOG. Yes.

Senator BIBLE. Well, now, will somebody out there divide 25,000 acres into \$150 million for me because if—that would sound to me like your Minnesota land must be pretty high.

Mr. ESSLING. I indicated \$25 million would be the value of the State-owned land and \$150 million in the privately owned lands.

Senator BIBLE. Within the taking area?

Mr. ESSLING. Yes, Mr. Chairman.

Senator BIBLE. That sounds awfully high to me.

Mr. ESSLING. That runs about between \$40 and \$60 a lakeshore frontage foot which is not an exhorbitant price.

Senator BIBLE. Will somebody divide that. I do not know if anybody knows anything about mathematics, we have staff over here, if they would divide 25,000 acres—

Mr. HARTZOG. That is \$6,000 plus an acre, Mr. Chairman. I think we are on the wrong numbers because my question responded to land in State ownership and here now is a combined total of Crane Lake and the Department's recommendation—

Senator BIBLE. This says State land ownership is 28,301 acres.

Mr. HARTZOG. That includes Crane Lake.

Senator BIBLE. That is what we are talking about.

Mr. HARTZOG. But the first figure I gave you included only the Department's recommendation.

Senator BIBLE. I understand. The difference isn't substantial. Somebody divide 28,000 into \$150 million.

Mr. HARTZOG. It is just under \$6,000 an acre.

Mr. ESSLING. I misled you, Mr. Chairman. I indicated that the \$150 million figure was that applicable to private land not to the State land. I figured the latest calculation I had was for the State lands.

Senator BIBLE. That is my error, I am not asking the right question. This is the fault of the chairman.

Mr. HARTZOG. We figure \$1,000 an acre.

Senator BIBLE. The private acreage shown here is 78,878 acres and that is what I am trying to find out, and I just asked the wrong question. Seventy-eight thousand, eight hundred seventy-eight acres according to you will cost \$150 million. Somebody can divide that and tell me how much that is an acre.

Mr. HARTZOG. That is just under \$2,000 an acre.

Senator BIBLE. Just under \$2,000 an acre.

Mr. ESSLING. We have computed those on the basis of lakeshore front homes.

Senator BIBLE. I understand. I have a home at Lake Tahoe and I know what lakeshore frontage there is, it is very, very high. You may be very realistic but if it's going to cost \$150 million in acquisition, somebody has underestimated somewhere so the Park Service has until next Friday to reanalyze your figure to point out where you are wrong and you analyze their figure and point out where they are wrong. We will then make the final determination.

Mr. ESSLING. You will find Mr. Trygg's figures are there.

Senator BIBLE. Thank you very much, Mr. Essling.

Mr. ESSLING. Thank you.

(Mr. Essling's prepared statement follows:)

Re Proposal for a Voyageurs Park.

DECEMBER 9, 1970.

Honorable ALAN T. BIBLE,

U.S. Senator, Chairman, Subcommittee on Parks and Recreation, Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE:

1. Scope

This statement is limited to the following:

- (a) Can Minnesota donate its public lands.
- (b) Cost of acquisition of private lands.
- (c) The new Bill.

(Other numerous facets of the issue have been most adequately presented by different interested persons).

2. Identity of author

I am a private landowner in the area concerned. A practicing attorney of 32 years experience, residing at St. Paul and Namakan Lake, Minnesota, I have been familiar with the problems of this area for 35 years. My professional governmental work is as follows:

4 years Assistant U.S. Attorney in Minnesota under President Truman—assigned the establishment of the Boundary Water Canoe Area—Superior National Forest.

8 years as lawyer instructor at St. Paul College of Law.

10 years Special Assistant Attorney General of Minnesota (Attorney Generals Lord and Mondale).

4 years a member of the Minnesota Tax Court (I am a Democrat but was appointed by then Republican Governor Elmer L. Anderson).

2 years Special Assistant to Honorable Robert F. Kennedy, Attorney General of the United States.

3. Proposed donation of State lands

The report to you of the Minnesota Resources Commission (Page 4-6) submitted by Mr. Thomas Newcombe and the testimony of other advocates have caused the belief that the State of Minnesota can donate its public lands.

This is erroneous. The plan to make such a donation of state lands is not possible to effect. The Constitution of Minnesota provides for the disposition of state lands. The latest provision is the Amendment voted upon and approved by the citizens in November, 1962. There is no authorization to donate public lands to anyone. That Amendment, Article 8, Sections 4 and 7, cover the permitted disposition of public lands. Section 4 provides in part as to trust fund lands: ". . . No part of said lands shall be sold otherwise than at public sale . . ."

It is true as Mr. Newcombe's report suggests that our Supreme Court held a bona fide condemnation proceeding would be the same as a "public sale". The Court held that if fair value was received such a condemnation would meet the constitutional requirements of a public sale. This is a far cry from the proposal to condemn and then donate. (See *Independent School District v. State*, 124 Minn. 271, 144 N.W. 960).

In addition, Section 7 of that constitutional provision sets forth how state lands may be transferred to the United States as follows: "Any of the public lands of the State, including lands held in trust . . . may . . . be exchanged for lands of the United States . . . and the lands so acquired shall be subject to the trust, if any, . . . and the state shall reserve all mineral and water power rights in land so transferred by the state."

Thus, it is apparent that donation is not authorized and it is mandatory for the State of Minnesota to retain mineral and water rights. (The bill contemplates full donation of state lands including mineral and water rights. That being impossible, it is an exercise in futility to enact this bill. Its objectives cannot be met under any circumstances).

To do as suggested by the plan of the member of the Resources Commission would involve the United States in a subterfuge.

The Minnesota trust lands involved, approximately 25,000 acres, are held for our school children under a long term plan (Minnesota Conservation Records—School Trust Lands). The present value is estimated at \$1,000 per acre or \$25 million. (See Statement of Appraiser J. W. Trygg, Page 3, Paragraph 1).

This land has great mineral potential. Although never adequately explored for its mineral values, the University School of Mines believes it to contain valuable mineral deposits. It is adjacent to the greatest iron ore deposits in the world. Other minerals such as copper, nickel, titanium, manganese and cobalt are found in the area. Minnesota has received over a billion dollars in taxes from the nearby iron deposits. Federal Government lands close by have been leased, on a long-term basis, to the American Nickel Company. Recently scores of mineral leases were granted by the State in this general area. (Minnesota 1968 Mining Directory, University of Minnesota).

The advocates of the Voyageurs National Park Association openly represented that the Minnesota State Legislature was eager to give these school lands to secure a National Park. That is not correct. That Association's private thoughts were a much different thing (See Exhibit A attached—Minutes of Voyageurs National Park Association meeting, Page 4, Paragraph 5).

4. Cost of Acquisition of Private Lands

There are more than 1,000 private owners with small holdings. These ownerships include more than 300 miles of lakeshore frontage. This is valued at \$30.00 to \$60.00 per front foot. (See Statement of Appraiser J. W. Trygg, Page 3, Paragraph 3 and Tables on reverse side of its attached map). This reaches a total value of \$150 million for land alone, not considering improvements or mineral rights.

In the case of private lands, a very substantial percentage is held subject to mineral and water rights reserved in others including the State. The problem is now of major proportions in the Boundary Waters Canoe Area. How do you value mineral rights to lands near and adjacent to billions of tons of iron ore, where nickel and copper deposits are acknowledged. *There is no provision in the present bill that even contemplates this problem.*

The private landowners have started to organize in a Minnesota Non-Private Corporation to protect their interests (See Exhibit B attached). Over 100 landowners in the first few days have volunteered as incorporators. They propose to mutually assist one another in this matter. The members include past and present State legislators, professional people, working people, retired people, and officials of local governments involved. All are determined to actively engage in self protection. (See Exhibit B attached).

5. The present bill

The Bill being considered was drafted by members and employees of the Voyageurs Park Association. Admittedly, it was a "closed door" proceeding performed in extreme haste. (See Exhibit A attached).

This Bill is far different from that one proposed to the citizens of our state. In the original proposal, bird and game hunting was provided for. Hunting is a very major area recreation and occupation. In the original proposal, payments in lieu of taxes were provided for. Other important uses were provided for. These were important considerations to a great many who indicated approval of the park plans. (See statement of James R. Turnbull—National Forest Products Association, Pages 2 and 3, Point three). None of them are contained in the present Bill.

6. Conclusion

It is recommended that the Bill be tabled.
Respectfully submitted.

WILLIAM W. ESSLING.

Senator BIBLE. Our next witness is Mr. Alvin Hall, County Commissioner of St. Louis County.

STATEMENT OF ALVIN HALL, COUNTY COMMISSIONER, ST. LOUIS COUNTY

Mr. HALL. Mr. Chairman, I have to apologize for not being here on Friday at the time of the designated hearing but, as you know, we were snowed in in the Duluth area and were unable to get out, so on Friday morning the clerk of the county board sent a wire to you, Mr. Chairman, indicating the reason why I could not be here.

Senator BIBLE. Not only that, you had a witness on Friday who testified that you were snowbound.

Mr. HALL. That is right.

Senator BIBLE. And so you are excused and your excuse is understood.

Mr. HALL. So as a result, the testimony that had been prepared by the St. Louis County Board was airmailed to your office also on Friday.

Senator BIBLE. It has been and it has been received and will be incorporated in full in the record and you can highlight it.

Mr. HALL. OK. So I have none of those copies available to me at the present time.

Senator BIBLE. We have them all, they all will be incorporated in full in the record.

Mr. HALL. Thank you, Mr. Chairman. May I make just a brief statement as to the position that I personally hold, and this reflects the feeling of the rest of the members of the county board except for one member. We have a seven-member board in St. Louis County because of its size, and we voted 6 to 1 just the other day in opposition to this park and have been opposed to it for the last 4 years even with the so-called safeguards which had been written into previous bills which no longer exist in the present bill.

I think one thing that we are going to find within the State of Minnesota should this bill be enacted, that there will be a considerable amount of uproar on the part of people similar to the situation that existed when the deer were harvested from the armory in Minneapolis a year ago by professional hunters.

The bill provides for this precise type of control of the deer herd in the Kabetogama area and I don't think the people in the State of Minnesota are going to stand for it.

However, the chairman did mention one thing which is of primary concern to me as a county commissioner.

As of 1968 valuation figures in St. Louis County would have lost approximately \$69,000 in tax revenue.

The Federal Government apparently is in a hurry at the present time to acquire these lands because prices are going up. So I would like to point out that from the standpoint of St. Louis County which gets its income from real estate property taxes, that with this increase in value there also is an increase in income. So if this property is removed from the tax rolls the loss to St. Louis County in tax revenue will increase also over the years.

St. Louis County has advocated the management of this area under a commission type of management established under the jurisdiction of the State of Minnesota. A bill was introduced at the last session of the legislature for that purpose. It was introduced too late for hearings

but the Senate Public Domain Committee of the State of Minnesota is considering this in the interim so that this is a matter that is going to be considered by the legislature in the 1971 session.

Reference was made to dictatorial actions on the part of our local Congressman and I agree with you this is not his intention. However, the feeling that is being conveyed to the people of northeastern Minnesota is that the outcome of this bill is hinged on power politics. I have with me a copy of the minutes of the Voyageurs' National Park Association, which was held on Tuesday, September 29, 1970, in which it outlines the tactics that were used by the association, along with Congressman Blatnik, in getting the bill out of the House committee.

Senator BIBLE. I think that may have been made a part of the record on Friday, but the minutes of the association, I have no objection to making that a part of the record.

Mr. HALL. Is that part of the evidence at the present time?

Senator BIBLE. I am not sure that it is, but it can be incorporated and if it is duplicate we will only put it in once.

Mr. HALL. All right, may I submit this then?

(The minutes of the Voyageurs National Park Association of September 29, 1970, are in the committee files.)

Mr. HALL. Another is an article which appeared following the hearings here last Friday. This is the Duluth News Tribune; the headline said, "Miffed Senator Seen Blocking Voyageurs Bill."

The indication here is that—there is no statement from the Senator himself whatsoever but from sources close to him and so on—that he might block this bill just because he is miffed over the supersonic transportation system and so on and so forth.

Senator BIBLE. I would correct that record. He isn't that type of a man. He is the chairman of the full committee and he is going to judge this on its merits. This has been called to my attention, but I have the highest and greatest respect for the chairman of this committee. He is one of our leading environmentalists and has done as much work in creating parks and recreation areas as any one man I know. I think the newspaper report is incorrect, and I am not going to even make it a part of the record.

Mr. HALL. Mr. Chairman, I hope you don't feel that I implied in any way that Senator Jackson was acting in this manner.

Senator BIBLE. No.

Mr. HALL. My point is that to the people of northeastern Minnesota this is the impression that is being created, that this bill will go through or not go through not on the basis of reason and common-sense but on the basis of power politics. This is the impression that is being created.

Senator BIBLE. I don't care what the impression is in northeastern Minnesota. You can rest assured whatever happens to this bill will happen one way or the other on its merits, and only on its merits.

Mr. HALL. I believe so, too, except I do believe that the committee here is under the impression that at the present time, according to this article, that the preponderance of the people of the State of Minnesota are in favor of the bill.

Senator BIBLE. Well, I have never been able to figure what the preponderance of any group of people is, whether they are for or against any one particular subject at one time. The only time you

get anything authoritative is when you run for office and lose; then you know you must have done something wrong. If you run for office and are elected, then you must have done something right. But I don't know, I have always had divided feelings on polls. I don't know how accurately you can poll people and know exactly who is for it and who is opposed to it. We constantly hear this in these park hearings, that everybody is for it or everybody is against it or it is divided. If you ever get everybody for anything unanimously you write me from Duluth and let me know what it is. I don't know many things in life that are in 100-percent agreement class.

Mr. HALL. Mr. Chairman, may I say I am very pleased that the chairman recognizes this fact.

Senator BIBLE. Well, I think we are all human beings. We have worked in these fields for a good many years and all we are trying to do is hear both sides, hear them fairly, objectively, without any side issues, and then make a decision just based upon the merits of the case. That is our only function. I realize how emotional park issues get, particularly in the areas where you are creating them. It is true that people away from a park area want it immediately and those right in it have reservations and you have to balance that out. And I have been picketed and I have walked through picket lines, and we—I have had my great reporter with me, Ben Firshein—and we thought we would be stoned for awhile up there on the Connecticut River when we had a hearing in South Bradley, Mass., but we came out unscathed, and we heard both sides. But these are highly emotional problems, and I understand it. We are just going to do the best we can.

Mr. HALL. Fine, I appreciate that.

Senator BIBLE. Thank you very much, Mr. Hall. I think that concludes our testimony.

(The material referred to by Mr. Hall at the start of his testimony follows:)

STATEMENT OF DR. ALVIN S. HALL, ST. LOUIS COUNTY COMMISSIONER,
FOURTH DISTRICT

There are several reasons for my opposition to the establishment of a National Park on Kabetogama Peninsula.

1. There is already too much publicly owned land in St. Louis County.
2. The projected economic benefit this Park would provide is totally unrealistic and irresponsible.
3. National Park Service established policies and practices would, in a very real sense, remove this area from use by the residents of Northeastern Minnesota for their normal recreational pursuits.
4. The elimination of timber harvesting is both completely unnecessary, and worse, unjustifiably destructive because it will lead ultimately only to a forest of brush and deprive a vital forest industry of a substantial source of supply.
5. The acquisition of private property by condemnation or the far more insidious and extralegal threat of condemnation, simply to *modify* the recreational use of the area is, in my opinion, stretching the right of eminent domain beyond reasonable limits.
6. Most important, "the better way" has been found to preserve the recreational and aesthetic characteristics of the area for all time.

Point 1. There is already too much publicly owned land in St. Louis County. This contention is so obvious that it should hardly need mention. Real estate taxes in St. Louis County by all standards are confiscatory and have for some time passed the point of diminishing returns. This extremely high tax rate is still unable to provide the revenue necessary to meet the needs of the taxpayer for public service. The first man to complain to me after taking office as County Commissioner about the excessively high real estate tax rate in St. Louis County

was one of the authors of the Park bill under consideration, namely Congressman Blatnik. This is extremely ironic to me. I understand fully that there are many factors involved in this high tax, but even were we able to resolve all these other factors, the fact is that over 62% of the land in the County is not taxable and the remaining 37% could never reasonably carry the load. In St. Louis County it is not only the factor of 62% public ownership, but the pattern of public ownership which constitutes an additional burden. I can understand how difficult it is for the casual observer to visualize this additional problem. Briefly, it simply means that the County must provide services for nearly 100% of the land area as opposed to some other counties that have a high percentage of public ownership, but where the public ownership is concentrated in the main to one block where County services required are minimal. It should be carefully noted that from 1965 to 1968 the percentage of public ownership in St. Louis County increased from 59% to 62%, an extremely high rate which portends ill for the future. This is due primarily to the vicious cycle initiated by surpassing the critical level of public ownership.

As real estate taxes are forced higher by federal and state acquisition of land, the greater the trend to tax forfeiture which further places more land in non-tax paying categories, further tending to increase the tax rate, etc. It is obvious that we must stop and as soon as possible reverse this vicious cycle. Governor LeVander in his inaugural address certainly must have recognized this necessity when he stated in the section entitled *Forest Resources* that he would endeavor to "transfer more land to private ownership for recreational development, long-range timber growing, and selective cutting program to stimulate the forest products industry."

The contention by the Park proponents that a National Park would increase the value of the land on the periphery and thereby offset the tax loss from public ownership within the Park has some validity but does not tell the whole story. Naturally, the element of supply and demand would tend to increase the value of private property already in short supply. This fact however, tends to limit private land ownership only to the extremely rich who can afford to purchase and pay the fantastic tax rate. Very few of my constituents can, by any stretch of the imagination, be considered in this category. An example of what is already happening, Birch Forest Resort in the Pelican Lake area paid a real estate tax in 1966 of \$373.38 and \$1,401.80 in 1968 on a market value of \$39,105.00. Cabin of Pines in the same area paid \$392.62 in 1966 and \$1,618.46 in 1968 on market value of 43,550.00.

The contention that there will also be an increase in development on the periphery, in my opinion, is hopeful thinking. Even the present real estate tax rate tends to minimize development and the effect of the Park would be to further curtail development of private lands. The contention by the Park proponents that the private lands within the proposed Park boundary can be acquired by exchange and therefore no appreciable increase in public ownership will result is obviously false. I refer you to Chapter 5 of the Land Exchange Study Report released in January 1969 by the Minnesota Department of Conservation, Division of Land and Forestry. The report concludes that land exchange does not appear to be a feasible method for acquiring lake frontage. Lake frontage accounts for about $\frac{7}{8}$ of the value of the land involved. If the federal government has some money to spend in Northeastern Minnesota it could well be spent developing and properly managing the lands already under federal jurisdiction. The following quote is from a speech given by John O. Wernham, Forest Superintendent of the Superior National Forest on September 12, 1968: "The recreation resources in the Superior National Forest have been developed, over 60 years to but a partial extent. There are more undeveloped recreation resources on the 1000 lakes outside the BWCA in the National Forest than in the proposed Park. If these resources were developed there would be a great and significant increase in recreation use."

Further, if the federal government is really interested in stimulating tourism and improving the economy of Northeastern Minnesota, a small fraction of the money to be spent to establish a Park could be spent with far greater benefits to everyone concerned by increasing the fish population of this region.

The 20 year plan for the Canadian side of the border released late in February, 1970 obviously puts the Canadians in position to benefit from any peripheral development.

Point 2. The projected economic benefit this Park would provide is totally unrealistic and irresponsible.

The estimated economic benefit is based primarily on the expected visitation of 1,300,000 people per year. This estimate forces me to doubt the Park Service's ability to properly evaluate a given situation. The charm and attraction of the Kabetogama Peninsula, like all of Northeastern Minnesota, lies in its relative remoteness and quiet serenity. It has no striking scenery in the sense that one may merely observe, be overwhelmed by its splendor, and move on in satisfaction.

The area must be lived in, if only for a short while, to be appreciated. Less than 1/2 of the estimated 1,000,000 visitors would destroy the only attraction the area holds and that is its relative peace and quite. The parking lot and Coney Island atmosphere created would tend only to discourage the resort visitor on the periphery from returning. From a statement of the National Park Service "the proposed Voyageurs National Park possesses outstanding waterscapes and landscapes. The sky-blue lakes and the land-forms, the results of mountain building, erosion, and glaciation, and the interesting forest and ground cover provide infinite scenic variety. Here is the only remaining glaciated country of this size and scope in the United States that is still relatively unchanged by man and which includes such an outstanding variety of interconnected lakes—large, medium, and small. It is the combination of superb wild setting, the variety of plant and animal life, the ancient rock exposure of the Canadian Shield, the important facets of human history and its peculiar adaptability to public use and enjoyment by water that makes this area nationally significant."

I cannot argue with this statement except that it is an attempt to make something unique of the Kabetogama Peninsula. It is not unique. The entire region East to Lake Superior is also Canadian Shield, as is the vastness North into Canada. People who are going to opt for first class accommodations are soon going to discover the abundance of the same terrain and good accommodations in Canada, unspoiled by the "Parking Lot" atmosphere of the National Park. Resorts in and on the periphery of the Park in the United States will suffer.

I recognize that I might be somewhat prejudiced in my views regarding this economic benefit. These same glowing terms were used to describe the economic benefit that was going to accrue to the area surrounding the BWCA upon its establishment. The 710 mill levy in the City of Ely which is by far the highest in the State of Minnesota is a good indication of what really happened.

I am convinced that the situation surrounding the Park would be no different. Our citizens should not be expected to learn the same lesson more than once. For the sake of argument let us assume that after all is said and done some nebulous benefit would accrue to the people of the area and nation. How much can we rightfully spend for that benefit? \$14 million in development costs can hardly be justified, to say nothing of the untold sums for acquisition estimated at a very minimum of \$35 million and likely \$60 million or more. I have said nothing about the economic loss to the region should Boise Cascade abandon their operations here, curtail them, or merely fail to expand their operation as a result of federal acquisition of their land on the Kabetogama Peninsula. I leave this to your own imagination.

Point 3. National Park Service established policies and practices would, in a very real sense, remove this area from use by the residents of Northeastern Minnesota for their normal recreational pursuits.

This is a point on which I tend to get emotionally involved. It applies itself to one of Northeastern Minnesota's greatest problems and that is its brain drain or the loss of our greatest natural resource, the human resource. Not to belabor this subject I will simply say that the people from International Falls, Hibbing, Virginia, and other communities of the area who now frequent Kabetogama Peninsula on weekends and after work to fish or hunt or simply sit on the shore enjoying the peaceful atmosphere will seek other places for their occupational and recreational pursuits should this National Park be established.

Point 4. The elimination of timber harvesting is both completely unnecessary, and worse, unjustifiably destructive because it will lead ultimately only to a forest of brush and deprive a vital forest industry of a substantial source of supply.

People who deem themselves "conservationists" by virtue of membership in an organization that has that magic word in its statement of purposes, are not necessarily accurate in their assumption. Anyone who is really concerned with matters of conservation should soon recognize that the logger is no longer an exploiter of our natural resources. Rather, under modern logging practices he

replaces nature's management method, which is destructive fire. Timber harvesting is admittedly not in keeping with the "wilderness concept" of so many pressure groups, but the "wilderness concept" itself is unattainable and destined for eventual defeat as it is not tempered with reason, logic, and common sense. The BWCA Review Committee Report of December 15, 1964 (commonly known as the Selke Committee Report) said it best and I quote, "The trees in the Boundary Water Canoe Area simply will not continue to grow forever. Seventy percent of the stand are now mature and overmature. In order to provide for timber in the future, the decision to manage or not to manage must be made now. Actually, it seems that the pertinent question resolves itself into whether we want a wilderness of brush or a wilderness of timber. It is an established fact that when timber stands get old, they die. During this deterioration, the land occupied by the timber is taken over by brush, scattered balsam, paper birch, and aspen."

"Unless this resource is harvested on a planned rotation, it will eventually be lost both as a recreation asset and as an industrial raw material. Still more important is to assure replacement of timber as good or better for the future. An unmanaged deteriorating stand does not provide this assurance. Continued maintenance of desirable food and cover for wildlife is frequently dependent on periodic forest disturbance such as logging and fire. The former is certainly to be preferred to the latter. It creates employment and family income rather than desolation."

Need I say more?

Point 5. The acquisition of private property by condemnation or the far more insidious and extralegal threat of condemnation, simply to *modify* the recreational use of the area is in my opinion, stretching the right of eminent domain beyond reasonable limits.

I could understand the need for acquisition of private lands on Kabetogama Peninsula by any means necessary if these lands were in danger of exploitation. This is far from the situation on Kabetogama Peninsula. Under present controls, this area will be used primarily for recreation for as far into the future as anyone can see. What we are really doing if we establish a National Park is modifying the recreational use, and severely limiting other compatible uses. This simply cannot be compared to the acquisition of land for the purpose of education or highway construction.

The excuse that condemnation is used only as last resort is ridiculous. It is like putting a gun in a man's ribs demanding his money and telling him you won't pull the trigger except as a last resort.

Point 6. Most important, "the better way" has been found to preserve the recreational and aesthetic characteristics of the area for all time.

To substantiate this position I submit the following statement made to the Public Domain Committee of the Minnesota State Senate in April 1969:

"Mr. Chairman, members of this committee: I am Dr. Alvin S. Hall, Ely, Minnesota. I am a member of the St. Louis County Board of Commissioners. I am opposed to the establishment of a National Park in the Kabetogama area regardless of the precise boundaries or the provisions to permit such things as hunting which are foreign to the basic management policies of the park department. I do not believe that anymore state or private property should be acquired by the federal government in an area of this state in which there is, already, an over abundance of federal land. I could go on for hours stating and substantiating my reasons for opposition but I see no need for me to belabor the issue. I am sure that we have found 'the better way' which is the Commission Plan of Management."

"I thought for a long time that this way was a new idea but I find that the principle has been employed in England for many years, to good advantage. This "better way" provides adequate protection to the area in question, maintains the status quo as to land ownership, will permit all compatible uses, will attract all the people the area can hold without destroying its recreational value and all this at a minimal cost to the taxpayer. Really, is the issue whether or not we want to control and develop our lands, to the best possible advantage of the people in the area, state, and nation at a reasonable cost. If we are really concerned, then this must be the issue. Every effort has been made to apply the principles of multiple use to this park. It must rankle the Park Department to have to accept such modifications. At this point, we do not know that they will. If they do, you can be sure that the bill will be modified at the first opportunity to comply with the basic philosophy of the Park Department. If we are going to establish the

park under the pretext of multiple use, let us provide multiple use under the control and management of the State of Minnesota."

"This legislature has within its power to do just that and it owes this much to the people of this state and to the lands over which it has jurisdiction. There is a bill drawn and ready for presentation to this body that will provide all the necessary authority to accomplish this task. The bill calls for the establishment of a planning commission patterned after the bill which established the Metropolitan Planning Council. It should be obvious that if a Planning Council is good for the Metropolitan area then a similar Planning Council or Commission is good for the rural area. Further, I am sure that parks and open spaces and the expensive federal projects to provide them are far greater needs in the Metropolitan area of this state and other states than in a rural area where the need for parks and open spaces is already more than adequately met. This contention will become increasingly apparent as our population continues to grow and becomes more and more congested."

"Someone got the idea many years ago that it would be nice to have a National Park in the State of Minnesota and apparently powerful forces are maneuvering to bring this about regardless of the desirability, the cost, or the location. Only you, gentlemen, can bring reason out of chaos, separate fact from fiction and prevent the turnover of 139,500 acres of land and 80,300 acres of water to one bureau of the federal government forever and a day. This is an awesome responsibility and one that cannot be decided on the simple basis that it would be nice if the 33rd National Park in the United States was located in the State of Minnesota. Congressman Blatnik has stated that the wishes of the legislature would be respected, in this matter. Even though the Voyageur's National Park Bill has been introduced in Congress it is not too late for this legislature to act on behalf of some other plan."

"What do we really want for the Kabetogama area? Don't we want a place that people of this state and nation can visit and enjoy in relative peace and quiet away from the noise and congestion of our everyday lives? Certainly! And this can best be provided through controlled development and promotion by the State of Minnesota itself under the Commission Plan of Management. Don't we want the continuance and the expansion of corporations such as Boise Cascade whose production depends on a source of timber? Certainly! And this can only be accomplished through a Commission Plan of Management. It would allow timber harvesting under modern forestry practices and at the same time insure greater recreational value of the land by providing a forest of timber rather than a forest of brush. Don't we want to save millions of dollars in acquisition costs? We must! And we can only do it through a Commission Plan of Management. We must also want to make use of private capital to develop our recreational significant lands in an orderly manner. This can only be done through a Commission Plan of Management."

"I fully realize that the press of other matters is overwhelming on your thoughts and on your time. But I urge you to give careful and thoughtful consideration to what the future holds for all the lands in the State of Minnesota both rural and urban."

BOARD OF COUNTY COMMISSIONERS OF ST. LOUIS COUNTY MINN.—RESOLUTION
No. 574

Whereas hearings in a bill to establish a Voyageurs National Park in Northern Minnesota will be held in the United States Senate on December 4, 1970, and

Whereas Commissioner Alvin S. Hall will represent St. Louis County at said hearings, and

Whereas It is the feeling of the County Board that Commissioner Hall be furnished with the consensus of the Board to be transmitted by him to Washington, D.C.

Now, Therefore, Be It Resolved, That the County Board of Commissioners of St. Louis County, Minnesota, hereby re-affirms the position taken by the Board in Resolution No. 532 adopted on September 25, 1967, a copy of which is attached.

Resolved Further, That the County Board of Commissioners of St. Louis County, Minnesota, hereby expresses its opposition to the creation of a Voyageurs National Park.

Resolved Further, That copies of this resolution be furnished to Commissioner Hall for distribution at the Senate hearings on December 4, 1970.

Commissioner Shannon, although voting for the resolution, qualified his vote for the reasons given in his letter of April 2, 1970, to the Duluth Central Labor

Body setting forth four specific points and two additional items of concern relative to Voyageurs National Park Bill. Copy of said letter is attached hereto.

Commissioner Ojala moved the adoption of the Resolution and it was declared adopted upon the following vote: Yeas—Commissioners Anderson, Hall, Shannon, Ojala, Barrett and Chairman Donaghy—6; Nays, Commissioner Priley—1.

STATE OF MINNESOTA
Office of County Auditor. ss.
County of St. Louis

I, ANDREW KORDA, Auditor of the County of St. Louis, do hereby certify that I have compared the foregoing with the original resolution filed in my office on the 3 day of December A.D. 1970, and that the same is a true and correct copy of the whole thereof.

Witness my hand and seal of office at Duluth, Minnesota, this 3 day of December A.D. 1970.

ANDREW KORDA,
County Auditor.

ST. LOUIS COUNTY COURTHOUSE,
Duluth, Minn., April 2, 1970.

Mr. JOE WIESINGER,
President, Central Labor Body,
Labor Temple, Duluth, Minn.

DEAR JOE: Just recently Jim Coughlin, Editor of the Labor World, wrote an article, called, "Caught Napping" which appeared in that paper dated March 12th. The article makes reference to the appearance last September of myself and Commissioner Alvin Hall before the Central Labor Body and the presentations we made concerning the Voyageurs National Park. I cannot speak for Commissioner Hall, but I would like to restate a few things that I commented on that evening.

I am not opposed to the Voyageurs National Park—in fact, I signed a petition in July of 1968 supporting establishment of the Park. The Board of County Commissioners has never gone on record in opposition to the Voyageurs National Park. On the other hand, neither have they gone on record in support of it, although the majority at one time went so far as to say that if some clarifications and assurances were given that would correct or eliminate some serious problems they are confronted with, then it is possible they would take a stand in favor of the Park. In other words, just because we are being offered a National Park in Minnesota does not mean that we should accept it under any conditions they decide for us. As Mr. John Wernham, then Forest Supervisor of the Superior National Forest, stated and as he was quoted in the Duluth paper dated September 13, 1968, many Minnesotans are "uninformed or misinformed" about the details of the Voyageurs National Park plan and cautioned against establishment of the park "under almost any set of conditions." Since that time, some changes have been made that are more acceptable and are so noted in the bill presented by the Honorable Congressman John Blatnik on April 23, 1969, and numbered H.R. 10482. There is much elasticity in the bill because of the large number of *mays* in it. It may be all well and good to leave some flexibility, but on occasions it leaves much to be desired.

There are probably four items in this bill that I feel we need some further study, clarification or solid commitments on:

1. Page 2, Line 13 of the Bill—The Secretary *may* revise the boundaries of the park from time to time by publishing in the Federal Register a revised drawing or other boundary description, but such revisions shall not increase the land acreage within the park by more than 1,000 acres. This could (and I say—could) give the Secretary of the Interior an opportunity to close off the access points or limit the access greatly. In other words, the end result would be an enlarged boundary water canoe area, and since this is not what we are bargaining for, we need a solid commitment that this would not be the case.

2. Inclusion of the Crane Lake area is questionable. The Crane Lake area is in the Superior National Forest and many feel that if the details of the situation are analyzed, it would be found undesirable to place this in the proposed park area. Mr. John Wernham, former Superior National Forest Supervisor, was of this opinion. Also argued is that this area is much needed to serve the Boundary

Water Canoe Area users, and since it is in the Superior National Forest, it will be well managed. To say the Crane Lake area should be included or excluded should not be done until further studies are made.

3. Remembering that the state we receive the greatest number of tourists from is the State of Minnesota itself—we must point out what it will cost our local people to use this park. Line 3, Page 11 of the Park Bill (H.R. 10482) states that fees may be collected. The fee for the Federal Park Sticker is \$7.00 which allows entry to any or all National Parks for the year. However, there appears to be changes coming pertaining to fees. Because of the mobility of today's public and the ever rapidly increasing number of people using our parks, we may soon find newly placed restrictions on our National Parks and increased fees to maintain them. For reference, read the April 1969 issue of True and March 1969 issue of Field and Stream magazines. Also, an article by Martin Gershen which appeared last August in the Duluth Herald and News Tribune—I enclose a copy.

4. No appropriation has been made for this park and the information that is available to us now, leads us to believe that no monies of any consequence will be available for at least five years and possibly for as long as ten years, though Congressman Aspinall at this time is attempting to have the House Appropriations Committee make a commitment, before Congress votes on the Voyageurs National Park bill.

A couple of other items not in the bill but needing consideration are—the property tax loss to the County, though not great but meaningful, due to the financial problems of St. Louis County, need the concern of our State Legislature, whereby provisions might be made for the County to participate to a greater degree in the Sales Tax distribution. One example—the per capita distribution for instance does not include the participation of the counties at all.

Road money needs—to build the expressway (not a freeway which is far more costly, due to the limited access and many more bridges, overpasses and underpasses) from Virginia to the Park area and the improvement of existing roads to make them suitable for the number of cars that will be traveling them will cost \$71,690,000. This figure was given by Mr. Les Miller, Minnesota District Highway Engineer, at a Park Commission hearing held in the Duluth Arena Auditorium on September 5, 1969, and at this time Mr. Miller will admit that it is a conservative figure. In the area of the park alone, St. Louis County would need in excess of 20 million dollars to upgrade its roads. (So that I do not mislead you, this amount is included in Mr. Miller's estimate). Certainly we need assurances that these monies will be made available to us.

Just today I received a letter relating to the guidelines set down by Ontario for management of the International Boundary Waters Area. I have not had time to digest it fully, but after having read it, I find that the lands on the Canadian side opposite the proposed park area will be developed on a Multiple-Use basis. I send along a copy for you to review.

One last comment—I believe the establishment of the park is inevitable. Any opposition will be overwhelmed, but while we are able, let's go after the things that are necessary to make it a good park. The park area is ours now, but may not be for long. Let's ask for the consideration we deserve and need before the time comes when we are even unable to do this.

It is this expression of concern that I have hoped to make without being labeled as one in opposition to the park. I ask that each and every one of you do some research yourself and then you shall certainly be able to confidently express your opinions and desires in this matter.

Best regards,
Sincerely,

A. LLOYD SHANNON,
Commissioner, Fifth Division.

RESOLUTION No. 532

Whereas The dispute over the establishment of a National Park in the Kabetogama Peninsula is no closer to a resolution now than it was a year ago, and

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

Whereas It is the feeling of the County Board of Commissioners of St. Louis County that the aesthetic and recreational values of the Kabetogama Peninsula should be protected.

Now, Therefore, Be It Resolved, That this Board hereby requests statutory authority for the establishment of a Joint Commission for Management of the Kabetogama Peninsula to be composed of representatives of St. Louis and Koochiching Counties empowered to do the following:

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

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

Be It Further Resolved, That copies of this resolution be sent to Senators Eugene J. McCarthy and Walter F. Mondale, Congressman John A. Blatnik and members of the St. Louis County Legislative Delegation.

Commissioner Barrett moved the adoption of the Resolution and it was declared adopted upon the following vote: Yeas—Commissioners Anderson, Priley, Donaghy, Hall, Ojala, Barrett and Chairman Gorham—7; Nays, none.

STATE OF MINNESOTA,
Office of County Auditor, County of St. Louis, ss:

I, ANDREW KORDA, Auditor of the County of St. Louis, do hereby certify that I have compared the foregoing with the original resolution filed in my office on the 2th day of September A.D. 1967, and that the same is a true and correct copy of the whole thereof

Witness my hand and seal of office at Duluth, Minnesota, this 28th day of September A.D. 1967.

ANDREW KORDA,
County Auditor.

ST. LOUIS COUNTY COURT HOUSE,
Duluth, Minn., December 3, 1970.

Senator ALAN BIBLE,
*Chairman, Interior Senate Committee,
New Senate Building, Washington, D.C.*

DEAR SIR: I wish to voice my opposition, as County Commissioner of the Third District of St. Louis County, for the establishment of a National Park in the Kabetogama Peninsula area for the following reasons:

1. Loss of revenue to St. Louis County.
2. Additional financial burden in the construction and maintenance of new roads.
3. Problems in law enforcement would be greatly enhanced, thus creating additional financial burden to taxpayers of St. Louis County.

Yours very truly,

CLIFFORD P. DONAGHY,
County Commissioner.

Senator BIBLE. I have been advised there are a couple of late starters who came in. They both live in Washington. Maybe they got tied up in the traffic. We have already made Lou Clapper's statement, part of the record, but Lou, I am happy to recognize you. can just highlight it.

**STATEMENT OF LOUIS S. CLAPPER, CONSERVATION DIRECTOR,
NATIONAL WILDLIFE FEDERATION**

Mr. CLAPPER. Thank you, Mr. Chairman. There were three hearings at 10 o'clock this morning and we had a meeting at the Department of Interior so you will excuse me if I tried too many, sir, and I didn't get to yours.

I think, to summarize our statement very quickly, we do support a park. We would like to have the Crane Lake portion of the proposal as passed by the House taken out. We believe that this area provides the greatest amount of hunting and other recreational opportunity that are found in this particular proportion of the proposed area. We feel if that area is left in the Park Service will be faced with big game management problems; and we also hope it can be taken out because it is funneling additional tourists into the Boundary Waters Canoe areas, one of the outstanding wilderness areas.

Finally, Mr. Chairman, if you do see fit to approve this bill, we would suggest that it also be amended to include proposals which have already cleared the Senate but have not received any action in the House. This would be S. 3728, extending the classification and Multiple Use Act, and S. 3389, authorizing the Bureau of Land Management to conduct a recreational program on the public domain. We feel like the House has had as much time to consider these bills as your committee has had to consider the Voyageurs Park bill.

Senator BIBLE. Lou, you are always a very welcome witness and I understand; we all get tied up in traffic and commitments, and I have the highest regard for you and the great work you are doing.

Mr. CLAPPER. Thank you, sir.

Senator BIBLE. And I think your statement does make an effective contribution. In a nutshell, you are saying leave the Crane Lake area out.

Mr. CLAPPER. That is right, sir.

Senator BIBLE. Thank you. I understand. Thank you, Lou.

(Mr. Clapper's complete statement follows:)

STATEMENT OF LOUIS S. CLAPPER ON BEHALF OF THE NATIONAL WILDLIFE FEDERATION

Mr. Chairman, I am Louis S. Clapper, Conservation Director for the National Wildlife Federation which has its national headquarters at 1412 Sixteenth Street, N.W., here in Washington, D.C.

Ours is a private organization which seeks to attain conservation goals through educational means. The Federation has independent affiliates in all 50 States and the Virgin Islands. These affiliates, in turn, are made up of local groups and individuals who, when combined with associate members and other supporters of the National Wildlife Federation number an estimated 2½ million persons.

Mr. Chairman, the National Wildlife Federation wishes to register its support of the principles involved with establishment of a Voyageurs National Park in the State of Minnesota. Specifically, this statement relates to S. 1962 and H.R. 10482, the purpose of which is "to preserve, for the inspiration and enjoyment of present and future generations, the outstanding scenery, geological conditions, waterway system which constituted a part of the historic route of the Voyageurs who contributed significantly to the opening of the Northwestern United States."

Attached is a copy of Resolution No. 20, which was adopted during our 32nd Annual Convention held in Houston, Texas in 1968. In this, we expressed the belief that this area merits protection and management as a national park in the firm belief that it will be a valued and significant addition to the Nation's other natural and outdoor recreational assets.

Mr. Chairman, as we said in a statement when the House was considering this proposal, there are certain activities which we cannot recommend to the Committee. We could not then, and cannot now, endorse recreational hunting or commercial fishing or trapping in any area designated as a national park or monument. This is in context with our longstanding principle in this respect. Consequently, we were pleased when the House, in passing H.R. 10482, eliminated these activities and, as well, took pains to assure that commercial harvesting and mining would be precluded.

While recognizing the superb natural values of this area, our organization devoted some considerable debate to the question on whether it should be set aside as a national recreation area rather than as a national park. While there are exceptions within existing national parks, several activities authorized by the House bill actually are more in keeping with management as a recreation area, and I refer specifically to uses of all types of watercraft, including houseboats, to the use of floatplanes, and to provisions for winter sports, including snowmobiles. Our biggest concern, however, is about inclusion of the large Crane Lake Area within boundaries of the Park.

The Crane Lake area encompasses some 35,000 acres of land and 18,250 acres of water. This provides some of the best hunting in northern Minnesota. Wildlife is abundant and we predict that inclusion of the area in the national park will result in major big game management problems similar to those encountered at Yellowstone, Grand Teton, and some other parks. Further, we share the concern of many sportsmen that this important area will be foreclosed to waterfowl hunting.

We also join other conservation groups which are concerned about handling the large numbers of people which the Park attract and direct into the Boundary Waters Canoe Area. As members of the Committee know, this is a beautiful wilderness region. However, it also is fragile and easily can be ruined by heavy visitation. Consequently, we recommend that Crane Lake be excluded from the Voyageurs Park in order that it can continue to be operated as a "buffer" for the Canoe Area.

In conclusion, Mr. Chairman, we think this region probably can be managed best as a combined facility, one consisting of a relatively small national park surrounded by a recreation area in which more diverse activities can be permitted without threat to the high standards usually maintained for national parks.

It is our hope, Mr. Chairman, that the Committee can see fit to approve of the establishment of a Voyageurs National Park and that it will become another conservation accomplishment of the 91st Congress.

Thank you for the opportunity of making these remarks.

RESOLUTION No. 20

THE VOYAGEURS NATIONAL PARK

Whereas, the Kabetogema Peninsula and adjacent areas is an area of natural beauty, much of which is unspoiled, that is unexcelled in Minnesota or the surrounding states; and

Whereas, this area has a colorful history of the Voyageurs which should be preserved and maintained; and

Whereas, parts of this area display an example of the Laurentian shield, the rocky outcroppings typifying much of the northern lake country in the United States; and

Whereas, this area will provide numerous camping grounds, excellent hiking trails, fishing, and other recreational opportunities to people from all parts of the Nation; now, therefore, be it

Resolved, That the National Wildlife Federation, in annual convention assembled March 8, 1968, at Houston, Texas, hereby joins the Minnesota Conservation Federation in endorsing the establishment of the Voyageurs National Park, including the Kabetogema Peninsula in the firm belief that it will be a valued and significant addition to the Nation's other public outdoor recreational assets.

Senator BIBLE. Our next witness is Mr. Dan Poole, president of the Wildlife Management Institute, likewise another old friend.

**STATEMENT OF DANIEL A. POOLE, PRESIDENT, WILDLIFE
MANAGEMENT INSTITUTE**

Mr. Poole. Thank you, Mr. Chairman. I realize the pressure of time.

Rather than to attempt to repeat anything in my statement, let me say that it largely parallels that Lou Clapper just enunciated. We have extreme question in our mind about whether the area with the Crane Lake in it would be suitable as a national park. We are apprehensive that authorization of the area with Crane Lake included would actually erode the standards for the protection and perpetuation of the truly great national parks such as Glacier, Yellowstone, and the others.

Also, I wish to endorse what Lou has said and to urge the committee to give serious consideration to amending the bill to include the extension of the Classification and Multiple Use Act, S. 3728, which passed the Senate, was reported from the committee and passed the Senate last July 8, and also to further amend it to include the Recreation and Enforcement Authority Act with the Bureau of Land Management, S. 3389 which cleared this committee and was approved by the Senate last October 10.

As Lou has pointed out, when contrasted to the late hour in the great haste by which the Voyageurs Park was heard, marked up and pushed through the House, we feel there is ample time remaining for the consideration of these two extremely important public land bills. Thank you.

Senator BIBLE. Thank you, Dan, very much. I appreciate your observations.

I may have another witness here, Dr. Spencer Smith, and without objections his statement will be incorporated in full in the record.

**STATEMENT OF DR. SPENCER SMITH, SECRETARY, CITIZENS
COMMITTEE ON NATURAL RESOURCES**

Dr. SMITH. Thank you, Mr. Chairman.

My apologies again for not being here on time but too many rabbits running and not enough barrels to the gun, sir.

We have, we would like, rather to pose three basic postulates at the present time. It occurs to us there are three proposals before this committee, whether in substance or by implication: One is a national park excluding Crane Lake; another is a national park which would include it, and would have the total area under one administration; and a third would be a recreational area.

The recreation area could be administered by either the National Park Service or Forest Service.

At the present time, there are a number of problems, if the thing is going to be a national park there are a number of problems that are going to be excluded; they were excluded in part from the House-passed bill. They are still in the Senate bill. There is snowmobiling and a variety of other winter sports which would indicate to us rather they have heavy recreational use of this area.

I have nothing against a heavy recreational use of the area, but I question whether it ought to be designated as a national park if that is the program.

I think if it is a national park and we try to make it in accordance with national park standards and it would be as pristine as possible under the circumstances and conform with general national park laws, we would not object too greatly to it. I do point out, however, that the committee will be faced with problems in the future in handling these large game management problems just as we have had in Yellowstone, we have had them in Yosemite and others. About at the time to save a white-tailed deer we send in a professional hunting party to crop the deer so it can continue, that is when we get a variety of comments from our constituency saying how heartless we are, et cetera, et cetera. Well, it is a question of whether you are going to maintain that deer population or not. You probably can do it better in a recreational area than you can in a park situation, but if you do have a park situation I simply give warning to the committee these problems will unquestionably arise because the forest will be dense and of course habitat will be limited. But I do concur again, Mr. Chairman. We have testified in behalf of both measures and we have urged this upon the House and we do hope, whether they are amendments here, that this committee could use its good offices with the House in reporting out these classification and multiple-use bills as well as the recreation bill.

Senator BIBLE. Might that not delay the final passage of this with 10 days to go?

Dr. SMITH. Sir, I am glad to get the 10 days. I am marking this down on my calendar right now and I wasn't—

Senator BIBLE. I am not sure it will be 10 days or not, but I hope it is December 18 that we adjourn sine die. Maybe I am an optimist. I am an eternal optimist anyway. You know as well as I do that if you load this bill down with things that are problems on the House side the end result of loading it down will be that it doesn't go anywhere this session. You know that as well as I.

Dr. SMITH. Well, I am not anxious to kill the bill and I am not suggesting that the Senate do that. I am suggesting, as I said, if you don't tack it on as an amendment sometime this does spur the cause a bit, and it would occur to me there is great muscle in the House, otherwise we tried for years to get a look at this Voyageurs area, nobody is arguing that the Voyageurs area shouldn't be spared, but rising like the Phoenix came the dead Voyageurs Park bill, it went through the House faster than almost any measure in the last 15 years of my existence up here, and I thought if they can act with such dispatch on this maybe they could crank up again with something else.

Senator BIBLE. It is possible occasionally in the waning days of any session things move quicker than they do at other times. You and I have been around here for a long time.

Dr. SMITH. Yes. They either go one way or the other, Senator.

Senator BIBLE. Well, we have been known to do it both ways.

Dr. SMITH. That is correct.

Senator BIBLE. Thank you very much, Doctor.

Dr. SMITH. Thank you very much, I appreciate it.

Senator BIBLE. A very fine statement and very fine summary of your views.

I have received the following statement from the Hon. Harold LeVander, Governor of Minnesota, which will be included in the record at this point.

(Dr. Smith's and Governor LeVander's complete statements follow :)

STATEMENT OF DR. SPENCER M. SMITH, JR., SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. Chairman and Members of the Committee, I am Dr. Spencer M. Smith, Jr., Secretary of the Citizens Committee on Natural Resources, a national conservation organization with offices in Washington, D.C.

We have supported for a number of years the protection of the Voyageurs Area of the beautiful Kabetagama. Also, there has been long-time support for national recognition of various parts of this magnificent area. If I may be pardoned a personal observation, when I was a resident of the State of Minnesota there was an effort in 1949 to achieve special status for the Kabetagama. I therefore can attest to the conviction of people in that State at that time and from every evidence there has been no diminution in their enthusiasm for this beautiful area.

There has never been a question as to the worthiness of national protection of the area but the issue has been the manner and/or nature of such protection. Recently a number of conservationists were criticized as being willing coconspirators with the National Park Service in overselling the National Parks. One implication of such criticism is that the standards for National Parks will be eroded if areas and uses thereof do not conform to the established standards.

We can understand the difficulty that many have in the correct designation of various areas. We also are aware that differences can arise in determining such a designation. The National Park System embraces a variety of responsibilities for the National Park Service—the pristine National Park, such as Yellowstone; National Historical Monuments, such as the Lincoln Memorial; National Recreation Areas, such as Padre Island; and a variety of other specific responsibilities.

The measures, HR 10432 and S. 1962, as introduced, grant the Voyageurs Area the much-coveted National Park designation. A number of problems exist, however, for such a designation. The proportion of inholdings, the extensive permits for recreational activities—some of which are not generally thought to be consistent with Park Status present formidable obstacles to establishing a National Park in conformity with the National Park Act of 1916.

Also, public hunting has been another authorized activity, which is generally precluded as a matter of overall policy in the National Parks.

HR 10482 as passed by the House precluded hunting, reduced certain permits, provided for the receipt of State land at no cost to the Federal Government, and unified the administration under the National Park Service.

The House passage of the measure has not ended the debate on almost each of these considerations. The determination of use priorities is the key to appropriate designation. For example, there is indigenous to the Kabetagama area the white tail deer. As most know, these deer do not migrate. Timbering has aided the deer population and the control by public hunting has produced a thriving deer population.

The sponsors of the measures have been most reasonable in approaching this designation. There appears to be general agreement that whatever designation is determined, the administration of the area should be the responsibility of one Bureau and Department. They appear to accept the donation of State lands to the area irrespective of the specific designation.

We have continued to support appropriate Federal recognition but we confess that we had assumed a Recreation Area would be ideal for all the recreational activities listed in the measures.

The alternatives can be stated simply. A National Park with rigid Park standards maintained but excluding Crane Lake, which would serve as a buffer between the Park and the Boundary Waters Canoe Area. A National Park including Crane Lake. A National Recreation Area including Crane Lake.

The designation chosen would consider the utilization of the area. If heavy recreation uses, such as ski lifts, snowmobiling, hunting, motor boating, water skiing are desired, then the area should not be a National Park or the area in which such activities are permitted should not be included in a National Park.

If, on the other hand, the uses of the area are deemed to be different, such as the appreciation of scenic beauty as the dominant purpose with the specific recreation uses for the most part excluded, then a National Park within the meaning of the statute of 1916 could be established.

From the testimony and desires of the sponsors it would appear that the national recognition of a variety of recreational uses is paramount. In that event it would appear that a Recreation Area would be more appropriate.

We appreciate the opportunity to present our views.

STATEMENT OF HON. HAROLD LEVANDER, GOVERNOR, OF THE STATE OF MINNESOTA

Mr. Chairman: I welcome the opportunity to place my views concerning Voyageurs National Park before your committee.

The proposal to establish a national park in Minnesota has captured a great deal of the time and energy of my administration. It did so because our state government tries to be responsive to the people and our people overwhelmingly support the creation of a national park at Kabetogama. One Thousand Three Hundred and Four state and national organizations have endorsed the proposal and every state-wide opinion poll registers our people's strong approval. Both political parties adopted platforms at their state conventions which support the national park.

Following a year of study I pledged the full support of my administration to securing the Voyageurs National Park. My examination included a review of existing reports, reconnaissance trips, numerous group meetings and a public hearing. I also appointed a special inter-departmental committee for Voyageurs National Park consisting of the Commissioners of Highways, Economic Development, conservation, and the Director of the State Planning Agency, and representatives of the Attorney General's Office.

In the past year, the federal government, as well as the state government, has moved this proposal forward. Every member of the Minnesota delegation has signed as a co-author of the bill. This fact should be underscored.

The Park Service has recommended the establishment of a national park at Kabetogama. The Secretary of the Interior personally toured the proposed site and subsequently the Administration added its endorsement to the proposal. The House of Representatives, after thorough hearings, passed the bill.

Now, hopefully, this Committee will issue a favorable recommendation paving the way for passage by the Senate during this session.

Congressional approval to retain and restore this unusual water wilderness as a national park for our people would culminate a dream now over 80 years old.

For it was in April, 1891, that a concurrent resolution regarding the national park was introduced in the Minnesota House and Senate. This resolution states:

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

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

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

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

This resolution passed both houses and was approved by the Governor in 1891. Although Congress apparently did not act on this recommendation, it is significant because it clearly shows this is not a new proposal, nor should it surprise anyone. There have been nearly 80 years of discussion and ample time for study.

Through the years, Minnesota has persisted in its attempt to secure a national park. Numerous sites were considered.

Itasca State Park was suggested for study several times but did not qualify.

Fort Snelling, which was honored this year with a commemorative stamp on its 150th Anniversary, was studied as early as the 1930's and as recently as the late 1950's.

In the 1950's, the northwest angle was disqualified as a potential national monument by the Park Service.

In the early 1960's, Minnesota's north shore was studied for its national park potential but failed to qualify because of incompatible developments.

Then, in 1960, at the request of the Minnesota Department of Conservation, the National Park Service studied numerous sites throughout Minnesota for potential parklands. The Kabetogama Peninsula was one of the sites studied, and at that time the opinion was expressed that the Peninsula might possess the qualifications for national park status.

In 1961, this opinion was reaffirmed by other National Park Service Officials.

On June 27, 1962, Conrad Wirth, Director, National Park Service, toured the Kabetogama Peninsula with state officials and agreed that the area should be preserved as a national park.

In July, 1964, following two years of study, the Park Service released its preliminary report, which established the area's qualifications. In 1968, the master plan for the Voyageurs Park was published, followed shortly thereafter by the first bill, which was introduced during the 90th Congress.

During the last ten years, the proposed park has been a subject of intensive study by the federal government.

In addition to the National Park Service's investigations, the State of Minnesota has studied independently the ramifications of establishing a national park. There was the 1964 Economic Report of Voyageurs National Park, the Minnesota Outdoor Recreation Resources Commission's Report of 1965, a second commission recommendation of 1967 in which the commission stated "the Minnesota Outdoor Recreation Resources Commission unanimously reaffirms its endorsement for the creation of a national park in the Kabetogama Lake area of northern Minnesota." Furthermore, the Conservation Department issued a comprehensive report of 1967. There is the State Planning Agency and Economic Development Report of 1968, the Highway Department Report of 1968, and the Department of Conservation Land Exchange Study Report of January, 1969.

Different reports analyzed different problems. While none of them viewed alone would answer all possible questions, taken collectively, they present sound evidence that the establishment of a national park is in the best interest of our people and our state.

In fact, because of the positive conclusions of these studies, because of the overwhelming public endorsement of the national park, because of the encouraging support the proposal has received from the legislative and executive branch of the federal government, and because Minnesota believes in being prepared, a current study is underway which is analyzing the state's role in implementing the park once it is authorized by Congress. This study is being conducted by the Minnesota Resources Commission representing both the State House and Senate. And I wish to specifically point out this is the legislative committee duly authorized to study matters relating to the park and the state obligations created by establishing a park.

There is a time to study, a time to act, and also a time when it is too late to act. After 80 years of discussion, 40 years of site investigation, 10 years of federal and state reports on the Kabetogama site, I do not think it premature to suggest the time has come to act. What opposition remains to the establishment of a park will not be eliminated by more study. After a park is authorized there is still ample time to work out the details of implementation.

Prompt action by the Senate is essential to the success of the Voyageurs National Park Proposal. As passed by the House, H.R. 10482 provides that the Secretary of the Interior shall not establish the park until the lands owned by the State of Minnesota within the boundaries are donated to the Secretary for purposes of the park. This will require legislation by the Minnesota State Legislature, which is in session from January until May, 1971. If the Voyageurs Park proposal is not enacted by Congress this session, the State Legislature will not have an opportunity to act until 1973 when it goes into its next biennial session. Therefore, I give my full support to the bill as passed by the House. I also urge the Senate to act speedily and favorably so that the necessary legislation

enabling the state to donate its lands may be passed by the Legislature during the 1971 Session. The citizens of the State of Minnesota will appreciate favorable action by the Committee.

Senator BIBLE. I believe that is all the witnesses for which I had a list. The hearing will be adjourned subject to the right of adding whatever else is desired to be added by Friday of this week. We stand in adjournment on this bill.

I have one other item I would like to move into and that is the Big Thicket. We left that suspended because at that time we didn't have a very clear feeling for what the departmental position was and since then I am frank to say there have been certain changes in the Department that have made it even more uncertain in my mind. We have indicated within our committee that probably the Big Thicket should be created, something in the range of a hundred thousand acres rather than the higher figures that were suggested of 300,000 or 150,000, but we should put a maximum on it.

I have no intentions of trying to put anybody on the spot. I would like to—we said a maximum not to exceed a hundred thousand acres and I would like to query the Director of the Park Service on this problem for just a moment if he would come forward.

That closes our hearings for those of us from Minnesota. You have been very patient and I think we have had a pretty full exposure of the problems involved there. That hearing is adjourned, subject to corrections of record.

(Whereupon, at 11:30 a.m., the hearings were adjourned, and the committee proceeded to other business.)

The first part of the report deals with the general situation in the country and the progress of the work of the Commission. It is followed by a detailed account of the work done during the year, and a summary of the results. The report is divided into three main parts: the first part deals with the general situation, the second part with the work of the Commission, and the third part with the results.

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APPENDIX

(Under authority previously granted, the following communications were ordered printed in the hearing record.)

STATEMENT OF HON. EUGENE J. MCCARTHY, A U.S. SENATOR FROM THE STATE OF MINNESOTA

Mr. Chairman: I appreciate the members of the Senate Subcommittee on Parks and Recreation holding hearings on S. 1962, the bill to establish Voyageurs National Park in Minnesota, and I wish to express my strong support of the measure.

This proposal is the result of many years of effort to establish a national park in Minnesota and to make available to the people of the nation this unique forest and water area. It has involved careful study of many complex problems and extensive discussion to reach an understanding on the part of officials of the Park Service, the state of Minnesota, local government and many interested citizens and groups.

I joined Senator Mondale in introducing S. 1962 in this Congress and we also had proposed a bill with the same objective in the 90th Congress. All the members of the Minnesota delegation in the House of Representatives have sponsored a companion bill, H. R. 10482, in the 91st Congress as they had previously joined in a similar measure in the 90th Congress.

Members of the Subcommittee on National Parks and Recreation of the House held field hearings in Minnesota in 1969, and as you know, the House of Representatives passed H. R. 10482 in October of this year.

The proposed park is an area of about 139,000 acres of land and about 80,000 acres of water located along the northern border of Minnesota with most of the land on or in the vicinity of the Kabetogama Peninsula. It is a relatively undeveloped area with a network of connecting waterways and lakes which provide a scenic setting. It is an area of great natural beauty, geological interest and historical background, and it includes territory where the French Voyageurs traveled by canoe and carried on their fur trade with the Indians.

In my judgment this is an appropriate location for a national park to serve the recreational needs of citizens in the year ahead. I urge that the members of the Subcommittee act favorably on it and that the measure be reported by the Interior Committee for action by the Senate at this session.

STATEMENT OF RUSS ALLEN, EXECUTIVE SECRETARY, MINNESOTA TIMBER PRODUCERS ASSOCIATION

As indicated in the attached publication, our industry annually provides over a million tons of paper, building board and insulation products, 166 million board feet of lumber and many other necessary products for the public. We are the state's third largest industry, contributing some \$300 million in basic products and over \$500 million considering value added in secondary processing.

The Minnesota industry is attempting to keep pace with these demands and support a very large plant investment on a land ownership base representing only 4% of the state's commercial forest land. We are primarily dependent upon government forest lands for a major portion of our raw material needs. In the northern counties where these lands are concentrated, approximately 65% of the commercial forest land is government owned with the percentage running much higher in some counties. We are seriously concerned over the large area of healthy productive forest lands being withdrawn from proper management and utilization in our state.

A one-third million acre "no-cut" wilderness was established some years ago in the Superior National Forest. This was subsequently doubled to two-thirds million acres in 1965 and there is pressure by wilderness advocates to increase this to one million acres. The Voyageurs National Park would be another very serious withdrawal of major proportions. Withdrawal of forest land to power line, pipeline, highway and other commercial and public use is constantly shrinking the area available for growing timber.

Recent U.S. Forest Service reports concerning timber trends in the United States indicates that the demand for paper and building board products from the forest is increasing at an extremely rapid rate. The Forest Service predicts that requirements for all timber products will increase from 13 billion cubic feet annually to over 18 billion cubic feet by 1985 and to 23 billion cubic feet by the year 2000. Although present growth exceeds present cut, without intensified management this trend will be reversed in the next 10 to 20 years.

Minnesota will be required to provide a greater share of these needs in the near future. The report projects that the demand for pulpwood alone for 1985 will be 44% above the 1965 report. Assuming that the cut of other timber products and levels of forest management remain about the same or as at present, timber growth will fall far short of timber cut by 1980.

The Minnesota forest industry has shown a trend of steady growth and expansion over the years which is expected to continue. In the past 10-year period for example, the pulp and paper industry alone has spent over \$140 million in expansion and modernization. These in addition to expansions being considered by other lake states mills consuming Minnesota wood will soon fully utilize our available timber supplies.

Some park proponents claim that the amount of timber involved in the park proposal is insignificant and some claim there are surplus timber supplies. Actually, the annual cut on the area proposed for the park is greater than the annual consumption of many of our important wood using facilities. Also intensified management could eventually result in a higher figure.

We have repeatedly indicated that published timber inventory data do not reflect critical factors such as accessibility, quality, species, operability, etc., which determine what is actually available to market. Working with this data requires at least 30% reduction in supply figures. The U.S. Forest Service has initiated studies to provide such forest inventory data and the Minnesota Department of Business Development is working on another study of three northern counties.

The loss of timber producing lands on the Kabetogama Peninsula would be significant as we now depend on all state and federal forest land to meet our wood requirements. We do not object to setting aside a reasonable amount of land for wilderness or recreational purposes, but we honestly feel that Minnesota's 600,000 acres Boundary Waters Canoe Area Wilderness is more than adequate. We question the wisdom of putting another large area in the same status, particularly when it is primarily privately owned and scientifically managed under a program providing for both timber and recreation. Others in industry may rightfully be apprehensive over their own carefully nurtured forests. Professional foresters know that timber harvesting is a vital tool in scientific forest management. Dr. Frank H. Kaufert, Director of the School of Forestry at the University of Minnesota, has stated: "I see no sound or proven long range foresters know that timber harvesting is a vital tool in scientific forest and wildlife of recreational areas. Nor do I see these practices as other than sound management procedures that can be carried on without detriment to the prime recreation objective and with benefit to the long range health, vigor and attractiveness of the forest and wildlife resources."

A national park could easily be established on government rather than private lands—lands of similar beauty and composition which are already dedicated to single use. We support proposals which have been suggested for joint management and control of the Kabetogama wherein State, County, Federal and private owners would cooperate to assure its continued availability for public recreational use while providing perpetual crops of timber.

The Kabetogama Peninsula stands as an area of beauty primarily because of the protection and care the forest industry owners have given their lands. Under this type of multiple use management, its forests will continue to grow in vigor and attractiveness.

ST. LOUIS COUNTY,
SECOND COMMISSIONER'S DISTRICT,
Duluth, Minn., December 9, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate, New Senate Office
Building, Washington, D.C.

DEAR SIR: I am enclosing my statement regarding the Voyageurs National Park which I would like entered into the Congressional Record, as I am an ardent supporter of the Park.

It was impossible for me to attend the Senate hearings last Friday and Monday, therefore I would appreciate it immensely if my statement could be a part of the hearing.

Respectfully,

JOSEPH C. PRILEY,
Commissioner, Second Division.

Enclosure.

STATEMENT FAVORING ESTABLISHMENT OF THE PROPOSED VOYAGEURS NATIONAL
PARK BY ST. LOUIS COUNTY COMMISSIONER JOSEPH C. PRILEY

Establishment of a Voyageurs National Park on the Kabetogama Peninsula will create advantages for St. Louis County and for Northern Minnesota which are difficult if not impossible to measure.

Here we have an opportunity for unprecedented nation-wide publicity for our area—publicity on a scale which we could never afford to support or promote locally. From such extensive publicity we can realize significant economic gains in our cities and villages on the routes to the Park and in the adjacent areas of the County. Private enterprise profits in hotel-motel-food-gasoline and related businesses will contribute via their increased profits to an expanded local tax base which will benefit all units of local government. The park itself need not make money for the state, just as our six million dollar Arena-Auditorium complex in Duluth does not pay its way; but as a convention and entertainment center the complex is a great financial asset to the community.

Opportunities will exist in the new Voyageurs National Park for persons interested in a wide range of outdoor activities including fishing, hunting, snowmobiling, water skiing, houseboating, canoeing, as well as opportunities for those whose interests center in geology, botany, hiking, camping, birdwatching, nature study of all kinds, as well as the history of this colorful area. It is particularly important to note that groups such as the Izaak Walton League and the United Northern Sportsmen (a Duluth affiliate of the National Wildlife Federation) both devoted to public hunting activities, are among the strongest and most vocal supporters of the Voyageurs National Park at Kabetogama.

Support for this park is widespread and ever increasing. Over 600 organizations, including the International Falls Retail Merchants Association, the Falls Trades and Labor Assembly, directors of the Falls Chamber of Commerce, the Hibbing Chamber of Commerce, and numerous other Northern Minnesota groups are on record in support of the proposal.

Several public opinion polls conducted in the area indicate strong citizen support for the Voyageurs proposal. The KDAL Telepoll conducted in the Duluth area on March 4, 1968, found 63.5% of those polled favored establishment of the park. Only 19% of those polled were opposed, and 17.5% had no opinion. Mid-Continent Surveys, Inc., a private survey research corporation, found that 62% of the 8th Congressional District residents polled prior to May 31, 1968, favored a national park on the Kabetogama Peninsula. Only 21% were not in favor of the proposal, and 17% were undecided.

Surveys of local resorters, conducted by the Duluth Citizens Committee for a Voyageurs National Park, found during June of 1968 that 14 resorts on Lake Kabetogama favored establishment of the park, 12 opposed, 6 did not reply, and 1 was undecided. Of resorts on Rainy Lake, 6 were in favor, 1 opposed, 9 did not reply. Of resorts on the Ash River Trail, 5 were in favor, 1 opposed, 1 undecided, and 6 did not reply. Bills to establish the Voyageurs National Park have been introduced by Minnesota's two United States Senators as well as its eight members in the House of Representatives, led by 8th District Representative John A. Blatnik. Governor Harold LeVander is also strongly in favor of the park proposal.

Land exchanges will protect the interests of Boise Cascade Corporation regarding its timber harvests for its mills at International Falls, and life leases will protect other private property owners on the Peninsula.

The site proposed for the park is excellent. It is accessible by car, boat, and seaplane. It is a site which the National Park Service considers as qualifying for national park status. We cannot "shop" for national park sites and alternate sites. Kabetogama Peninsula is the *only* site in Northern Minnesota which meets the rigid requirements for a national park.

The Boundary Waters Canoe Area in the Superior National Forest and the proposed Voyageurs National Park should not be confused as they so often are by the few park opponents. The proposed Voyageurs National Park would complement the more primitive type recreational opportunity now available in the Boundary Waters Canoe Area, which offers smaller waters, rivers and rapids with frequent portages most suitable for canoeing. The proposed Voyageurs National Park will accommodate *all types of watercraft including powerboats, houseboats, pontoon boats, and seaplanes.*

The proposed Voyageurs National Park is an example of the type of multiple use which calls for an "area approach", that of setting aside certain areas for their best specific use. Not *every* acre can be used for *every* purpose. Some will be best used for mining or lumbering industries or taconite plants or schools, but others, like Voyageurs National Park, can best be used as educational-recreational esthetic areas and as "living laboratories" for historical and scientific studies.

As former Secretary of the Interior Walter J. Hickel has stated: ". . . the (national) park system should protect and exhibit the best examples of our great national landscapes, riverscapes, and shores and undersea environments; the process which formed them, the life communities that grow and dwell therein, and the important landmarks of our history." This quote is from an article in the Minneapolis Tribune of July 7, 1969.

Finally, the National Park Service has made an in-depth study of the Kabetogama area and found it meets all the criteria of a national park. This is the only site in Minnesota that does.

For all of the reasons stated above, and for others too numerous to include, I strongly urge your favorable support in the Congress of the United States for the establishment of a Voyageurs National Park on the Kabetogama Peninsula in St. Louis and Koochiching Counties, Minnesota.

NATIONAL WILDLIFE FEDERATION,
Washington D.C., December 8, 1970.

HON. HENRY M. JACKSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JACKSON: You were unable to be on hand on December 7 when the Subcommittee on Parks and Recreation completed its hearings on bills to establish the Voyageurs National Park in Minnesota, at least when the National Wildlife Federation testified in response to an invitation to comment. Consequently, we are attaching a copy of this statement for your information.

In brief, while we support the establishment of a Voyageurs National Park, we strongly and urgently recommend that the Crane Lake area be excluded from the boundaries—as was originally proposed. This will allow that region to be managed as a national recreation area between the Park and the Boundary Waters Canoe Area. Details of our position are set out in the statement.

We also recommend that you consider amending the Voyageurs proposal to contain the two Senate-passed bills which have not been considered in the House: S. 3728, extending the Multiple Use and Classification Act, and S. 3389, authorizing the Bureau of Land Management to conduct a recreational program on the public lands.

Thank you for the opportunity of making these remarks.

Sincerely,

THOMAS L. KIMBALL,
Executive Director.

ALBERT LEA AUDUBON SOCIETY,
Albert Lea, Minn., December 6, 1970.

HON. ALAN BIBLE,
*Chairman, Subcommittee on National Parks,
 Committee on Interior and Insular Affairs,
 Washington, D.C.*

HONORABLE SIR: The members of the Albert Lea Audubon Society urge the passage of a bill to establish the Voyageurs National Park within the framework of the National Park Service.

We urge the members of your committee to preserve the natural wilderness beauty of northern Minnesota and to assure the provision of a quiet recreational area as found only in a canoe country. We hope that this area can be preserved free from pollution and desecration so all of us may enjoy the land as it has been since the early voyageurs penetrated it. It should be a shelter for the wildlife of the area and offer protection particularly to the timber wolf, an "endangered" species.

Please include this letter in the Voyageurs National Park Hearing Record so that we can be counted as favoring the establishment of the Voyageurs National Park.

Yours sincerely,

(MRS.) EDNA S. AAKRE,
Corresponding Secretary,

INTERNATIONAL FALLS, MINN., *December 4, 1960.*

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, New Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: As an eleven year resident of the area proposed for the Voyageurs National Park in Minnesota, I want to make known my support of this proposal.

All we have to do is look around us to see what environmental damage private, economically oriented management of this beautiful area can do. I feel that it is part of our obligation to future generations to place this historically rich area under national management which will not be influenced by local pressure groups and which can give it some promise of preservation.

Please include my letter in the Voyageurs National Park Hearing Record.
 Sincerely yours,

MARY ANN GEDDES.

DULUTH, MINN., *December 4, 1970.*

HON. ALAN BIBLE,
Chairman, National Park Subcommittee, Senate Interior and Insular Affairs Committee, New Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: I respectfully urge you and your committee to approve, this session, the legislation calling for a Voyageurs National Park in northern Minnesota.

On November 3 I was elected the first Democratic state senator from my district in more than 50 years. One of the primary issues in our campaign was the incumbent's opposition to the establishment of a Voyageurs National Park. Sentiment in our district, which is in close proximity to the proposed park area, is overwhelmingly favorable to the establishment of such a park. I am convinced my strong stand in favor of the park played a significant role in our election victory.

The benefits to our area of such a park will be immense.

I am respectfully requesting that my letter be entered into the Voyageurs National Park hearing record. Many thanks.

Sincerely,

DR. RALPH R. DOTY.

NATIONAL PARKS AND CONSERVATION ASSOCIATION,
Washington, D.C., December 8, 1970.

Hon. ALAN S. BIBLE,
*Chairman, Subcommittee on Parks and Recreation, Committee on Interior and
 Insular Affairs, U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: The National Parks and Conservation Association appreciates your invitation to submit comments on H.R. 10482, as passed by the House of Representatives, and S. 1962, authorizing the establishment of the Voyageurs National Park, Minnesota, and requests that this letter be made part of the official records of the hearings held by your Subcommittee.

We commend the Subcommittee and the Minnesota delegation for recognizing the remarkable recreational value of the Voyageurs area and for your joint efforts to have it preserved for public use.

As presently proposed, however, S. 1962 is inconsistent with the traditional policies and philosophy for national parks, and therefore we urge the Subcommittee either to: adopt extensive amendments which would ensure the area will be managed in the manner usual for national parks, or designate the area a national recreation area rather than a national park.

The House passed bill, H.R. 10482, which constitutes improvements upon the proposed Senate bill, S. 1962, still requires substantive changes prior to meeting the qualifications necessary for establishing a national park. Central to the dilemma of the Voyageurs National Park proposal is the direct conflict between the kinds of activities the bill would permit and the standards required for national park status. For this reason, designation of Voyageurs as a national recreation area is perhaps the most appropriate course.

Specifically, NPCA recommends that if Voyageurs is to be considered as a national park:

All hunting should be prohibited. Hunting is traditionally prohibited in national parks and is incompatible with the purposes for which parks are established: "to conserve the scenery and the natural and historic objects and the wildlife therein" (Act of Aug. 25, 1916; 39 Stat. 535). Also the Administrative Policies for Natural Areas promulgated by the National Park Service and the Department of Interior (Aug. 1968) specifically states that in National Parks "The Secretary shall * * * prohibit public hunting" (p. 24).

Use of snowmobiles, seaplanes and motorboats should be prohibited. Such use is also inconsistent with established National Park Service policy and existing Administrative Regulations. Administrative Policies for Natural Areas states: "In natural areas * * * water-oriented activities, winter-use activities * * * that can be accommodated without material alteration or disturbance of environmental characteristics or the introduction of undue artificiality into a natural environment are to be encouraged * * * Vessels that are to be used as residential facilities may not be placed on waters under the jurisdiction of the Service in natural areas." (p. 48). Snowmobiles, seaplanes and motorboats constitute a high degree of "artificiality."

Provisions should be made for the condemnation of mining claims. Administrative Policies for Natural Areas also prohibits all mining activities, with certain exceptions. In order to have the Voyageurs conform to traditional park practice, all mining claims should be acquired by the National Park Service, and the legislation should specify that the Service has the authority to acquire such claims.

The legislation should specify that roads will be constructed only where they are needed to provide access to the area or for managerial purposes. People can be transported within the area by public vehicle; each visitor does not need use of his own vehicle. Construction of excessive roads simply to accommodate cars will depreciate the value of the area for use by people. Administrative Policies states: "Feasible alternatives to road transportation should receive experimentation in areas in which * * * access has not yet been provided. Opportunity should be taken also to encourage the safe use of waterways for access." (p. 65).

The need for preservation of this area is not to be underestimated. Yet, the kinds of activities which the bill would permit are incompatible with the standards which must be maintained for establishment of the area as a national park. Designation of Voyageurs as a national recreation area would preserve the area for public use without prohibiting those activities specifically requested by the people of Minnesota.

We appreciate the opportunity to make these comments.

Sincerely,

ANTHONY WAYNE SMITH,
President and General Counsel.

FRIENDS OF THE WILDERNESS,
Duluth, Minn., December 1, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular
Affairs Committee, New Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: We will greatly appreciate it if you will include this letter in the testimony of your committee hearing on Friday, December 4th, 1970.

Friends of the Wilderness wishes respectfully to express its complete, emphatic and most urgent support of the proposed Voyageurs National Park in Minnesota and which is now before your committee.

Friends of the Wilderness is a voluntary organization of many thousands of members residing in all states of the Union and Canada. It was organized in 1949 to come to the support of the Wilderness Canoe Country in the Superior National Forest of Northeastern Minnesota. We have continued in existence because of the crises which have never ceased. Our supporters come from all walks of life. Contrary to statements you are sure to hear at this hearing, the great majority of our supporters are not the well-to-do and leisure class. They are mostly the so-called "little people"; and most of them are young. The bulk of our contributions are in the individual memberships which amount to a dollar each. We have no salary or office expense as we all work and contribute our time without pay. I write as Executive Secretary, which office I have held since the beginning and for which I have never received one cent of pay.

Friends of the Wilderness has studied the Voyageurs National Park proposal thoroughly, and we wish to emphasize as strongly as we can the *very great immediate need for this legislation*.

We say this because of our bitter experience in trying to protect and preserve the unique Minnesota Wilderness Canoe Country—a bitter experience extending over 45 years of constant struggle. This Canoe Country, like the Voyageurs National Park area, besides being one of the choicest Wilderness Regions in the Nation and absolutely unlike any other in character or the equal of anything in Canada, is also the closest by far to the center of our population. Thus, the successful rewards of commercial and potential exploitation are very great. The area has been under intermittent attack, by people seeking to circumvent or overthrow the U.S. Forest Service's Wilderness Regulations, since, at least, 1926, when the first roadless area restrictions were set up. Congress has intervened directly to protect, preserve and consolidate this Wilderness Canoe Country several times, first and fundamentally, back in 1930 when it prevented, with the Shipstead-Newton-Nolan Act, piratical wholesale flooding of hundreds of miles of public shoreline by timber companies and pulpmill operators under the guise of waterpower development.

Without this direct intervention of Congress, more than a generation ago, this matchless natural area—which like the Voyageurs Park is uniquely rich in historical associations dating back to before the French and Indian Wars, would have been destroyed, for completely superficial reasons, long ago. But this one act was not enough to discourage other exploiters who have seen in this very choice public land manifold opportunities for getting rich quick. They have been biting at it ever since, with roads, airplanes, air-service resorts, court actions, legislative campaigns and fait accompli. Only constant vigilance and struggle on the part of dedicated men, both lay and in the public service, conservation associations, women's groups, garden clubs and many others, including the Minnesota State Legislature, the further intervention by the Congress, the Executive Branch, have kept the Wilderness Canoe Country from succumbing.

I mention this history of the Superior National Forest Wilderness Canoe Country because every choice area that can qualify for a National Park, such as our Voyageurs National Park on the Kabetogama Peninsula, is under, or going to come under, the same tremendous pressure for exploitation sooner or later. Some, along with the Voyageurs Park proposal, have already begun to experience them.

Our population is increasing at a rate that was considered fantastic 30-years ago. Our mobility and leisure time are increasing even faster. The pressures that have besieged our unique Wilderness Canoe Country for almost fifty years are just around the corner for other choice Wilderness Areas, National Parks, Wildlife Refuges and all open space throughout the United States.

The story of the struggle to preserve the Superior Wilderness Canoe Country is a case history of what increasingly will confront all proposed park and recreation areas, without exception, in a matter of time, and it is now confronting the

proposed Voyageurs National Park. Because of its importance for the protection of the rest of our National Park System, I will come back to this history in a moment, since only the barest outline has been told. Why have we, the Friends of the Wilderness and others like us, felt it was so important to fight to preserve the Wilderness Canoe Country and to fight for the Voyageurs National Park over so many years?

Members of this organization are not residents of the Region itself entirely, though we have a large number of supporters here. But almost all of us have at some time or another visited the Voyageurs Park Area and the Wilderness Canoe Country and all are acquainted with some national parks and wildernesses in the U.S. To fully understand the value of a national park of a wilderness area, gentlemen, you must have been there and spent some time there, not much necessarily, but enough to gain some re-adjustment from the accustomed environment you have left, and this one is as old as man himself.

It does not take long, for most. After all, these were man's surroundings during most of his history. As late as a century ago, or less they were usually a part of the daily environment of our forebearers. But now we are in the space age. What are the values of such a National Park and our Wilderness Areas today?

The values are both tangible and intangible. The tangible values are self-evident to most of us, alone transcending, in the scale of the welfare of all the people, the limited commercial values. Take our Wilderness Canoe Country as one example, it is superlative experience for young people particularly—though all ages receive dividends of much the same kind. Our national parks, for young people, have rewards of body building, character building, and self-reliance training and an unequalled opportunity to get close to and gain some understanding of nature. It has unusual ethical and spiritual values. It has citizenship values, it tends to provide an important link with country's past, and a perception of it, that otherwise might be much slower in developing. Most of us know this from our own youthful experiences in this region. And we also knew that there is usually an unconscious awareness that is something like this: The Country that knows enough, and cares enough to set aside an exceptional recreational area as the Voyageurs National Park, and gives me the opportunity to adventure in it, at really little cost, that is within the reach of almost everyone. * * * I am proud that this is my country, and that I have the privilege of being a citizen of it.

There are also the intangible values. We have touched on some of the intangible values, above, since they tend to join inevitably with the tangible values. As we said before, to understand these intangible values of such a National Park as the Voyageurs, one must experience the Kabetogama Area himself. As modern man drifts farther and farther away from his old roots in the earth, he needs more and more a few places, such as the Voyageurs National Park, where the natural environment survives. In an indefinable way, these are a sort of spiritual reference points between the individual's earth-bound past, and a future that is increasingly distant from it.

Today, we unquestionably need such reference points, and we will need them more in the future. Our open space and wild areas that remain are actually limited and we cannot expand them. Most of these areas are distant, such as Alaska, and not easy to reach, and when they will be gone forever. This is why we need the Voyageurs National Park and we need it now, before it is too late.

As long as the possibility of gaining, in one way or another, such as logging, real estate developments, resorts, etc., exists so will heavy unprincipled, pressures be directed against it. Only an act of the Congress can stop the kind of attacks that are menacing the area today and the same kind of pressures were used against the Wilderness Canoe Country by the same interests and the same people, for over 50 years. We are not fighting for Historical Research but for the people of tomorrow. This area has great historical significance and was considered the Voyageurs Highway of yesteryear.

The law as passed by the House of Representatives is needed now, and we heartily support the legislation as written and we do not believe that the bill should be changed. The National Park Service, the State of Minnesota, the Voyageurs National Park Association, Congressman Blatnik, and all of us, have given great thought to the Park Boundaries.

Pass it out of Committee now, and to the floor of the Senate, where we know it will be speedily enacted into Law in this session of the Congress.

Not only we in Minnesota but the people of the Nation and the Boys and Girls of Tomorrow need this area preserved as the Voyageurs National Park.

Thank you * * * and may our wilderness canoe country and the voyageurs National Park, Minnesota's greatest treasures, live unspoiled forever and forever.

Sincerely,

WILLIAM H. MAGIE,
Executive Secretary.

MINNESOTA ASSOCIATION OF COOPERATIVES,
St. Paul, Minn., December 7, 1970.

HON. ALAN BIBLE,
*Chairman Parks Committee, Subcommittee of the Senate,
Interior and Insular Affairs Committee,
3106 New Senate Office Building, Washington, D.C.*

DEAR SENATOR BIBLE: At its most recent annual meeting on October 27, 1970, the Minnesota Association of Cooperatives reaffirmed its support of the establishment of the Voyageurs National Park.

Our membership feels that the Voyageurs National Park would preserve for the public a region of great scenic, natural and historic significance. It would attract nationwide attention to Minnesota's superb outdoor recreational facilities that has no counterpart in the present national park system. It would provide new impetus for statewide economic growth through expansion of the tourist industry. It will include the only Canadian borders water area in the Upper Midwest that meets the rigid requirements of the National Park Service for establishing a National Park.

For these reasons the Minnesota Association of Cooperatives supports establishment of the Voyageurs National Park and urges its authorization by the United States Congress as soon as possible.

We wish to have this letter made a part of the Senate Hearings Record on this subject.

Respectfully yours,

EDWARD E. SLETTOM,
Executive Director.

MINNESOTA RIVER VALLEY AUDUBON CLUB,
DECEMBER 3, 1970.

HON. ALAN BIBLE,
*Chairman Subcommittee on National Parks,
Committee on Interior and Insular Affairs,
3106 New Senate Office Building, Washington, D.C.*

MR. CHAIRMAN: This letter is written to support legislation leading to the establishment of a Voyageurs National Park in Minnesota. This park, unique in its comparative accessibility to our major midwest population centers, could be a contribution by our generation to many generations of Americans. Administration by the National Park Service could create a monument to the 1970's, as our present national parks are a monument to the foresightedness of the 1910's, 20's and 30's.

Because of the unique value of this area, some special recreational aspects could be emphasized. For example, limiting access by motorized vehicles, either water or land type, could provide a truly unique wilderness experience to the canoeist, the snowshoer, the skier, and the hiker. If "lanes" of access were delineated for motorized vehicles in areas where the noise and other effects of the gasoline engine are not objectionable, the value of the remaining area would be greatly enhanced. The rewards for reaching a place by "muscle power" are hard to obtain in this day of the snowmobile, the outboard motor, and the all-terrain vehicle. Provision of a place to obtain these rewards would be a real possibility in a Voyageurs Park.

The membership of the Minnesota River Valley Audubon Club strongly urges completion of the necessary action to set aside the Voyageurs National Park as a trust for the future.

Sincerely,

JACK MAURITZ,
President—MRVAC.

WISCONSIN STATE UNIVERSITY,
Superior, Wis., December 4, 1970.

HON. ALAN BIBLE,
Chairman, Parks Subcommittee, Interior and Insular Affairs Committee, New
Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: I would hereby like to state my support for the proposed Voyageur's Park which is currently being discussed in the United States Senate. The realization of this park is of great importance to the United States. I would like to ask that my letter be included in the hearing record.

Very sincerely yours,

DONALD W. DAVIDSON,
Associate Professor of Biology.

UNIVERSITY OF MINNESOTA,
St. Paul, Minn., December 8, 1970.

HON. SENATOR ALAN BIBLE,
Senate Committee on Interior and Insular Affairs, Senate Office Building,
Washington, D.C.

DEAR SENATOR BIBLE: This letter is written in connection with S.1962, Voyageurs National Park, which is proposed for the Kabetogama Peninsula—Crane Lake Recreation Area of Northern Minnesota.

I oppose inclusion of the Crane Lake Recreation Area of the Superior National Forest in the proposed Voyageurs National Park for the following reasons:

1. The Crane Lake Recreation Area was not included in the original proposal for a Voyageurs National Park. The approximately 160,000 acres of land and water of the original proposal was considered by the National Park Service as completely adequate for national park purposes without the addition of the approximately 59,000 acres of land and water of the Crane Lake Recreation Area.

2. The Crane Lake Recreation Area is now excellently managed by the U.S. Forest Service for multiple-use purposes—including recreation, water, wildlife, fish, timber, and aesthetics.

3. The Crane Lake Recreation Area is needed as a buffer zone between the Boundary Water Canoe Area (BWCA) and the proposed Voyageurs National Park. Such a buffer zone is important in helping protect the wilderness use of the BWCA from the masses of people predicted for the Voyageurs National Park.

4. Establishment of the Voyageurs National Park and retention of the Crane Lake Recreation Area under U.S. Forest Service administration would appear to provide the best balance of uses without impairment to the programs and efforts of either the National Park Service or the U.S. Forest Service.

I am in full accord with the resolution and recommendation of the American Forestry Association, which has given this matter extensive study and discussion. The recent American Forestry Association's resolution on this matter read as follows:

Whereas, we deem it necessary to safeguard the western entrance to the Boundary Waters Canoe Area of the Superior National Forest at Crane Lake by maintaining it under the authority of the same government agency which has the responsibility for administering the Boundary Waters Canoe Area itself; now therefore, be it

Resolved, That the Crane, Sandpoint, Namakan Lakes area, to wit that portion of the Superior National Forest lying westerly of the Boundary Waters Canoe Area, sometimes called the Crane Lake Recreation Area, should continue to be administered as a part of the Superior National Forest by the Forest Service, U.S. Department of Agriculture.

In my opinion, it is important that the bill proposing the establishment of the Voyageurs National Park and all future bills proposing new national parks include provisions for management of the vegetation, forests, wildlife, and fish. Without provision for management of these living resources, new national parks will soon be faced with management problems similar to those existing in practically all national parks. These living resources cannot just be protected; they must be managed in some manner or they will, sooner or later, deteriorate. It is high time to change the long outmoded "no management" or "complete protection" practices applied to national parks—old as well as new.

Sincerely,

F. H. KAUFERT,
Acting Dean.

UNIVERSITY OF MINNESOTA,
Duluth, Minn., December 1, 1970.

HON. ALAN BIBLE,
*Chairman, Parks Committee, Subcommittee of the Senate, Interior and Insular
Affairs Committee, New Senate Office Building, Washington, D.C.*

DEAR SENATOR BIBLE: I am happy to learn that your committee will hold hearings on the Voyageurs National Park bill on December 4, 1970. I have been actively associated with groups working for the establishment of this park in northeastern Minnesota for the past six years, most recently as co-director of the Duluth chapter of Citizens for Voyageurs National Park.

Many reasons for establishing this park will be presented at your hearings by ardent park proponents. Some will view the park as a stimulus to the economy of the region, others will see it as a hedge against greater demands for recreation in the years to come, while others will see it as fulfilling a commitment to future generations. I guess I would cast my lot with those who hold the latter position. As a college professor teaching courses having the environmental theme, I have encountered many students who seriously question whether significant moves are being taken to preserve some of our scenic landscapes for future enjoyment. I see favorable congressional action on the Voyageurs National Park as an honest demonstration that government *can* and *does* respond to proposals which emphasize non-material values.

I trust that your committee will give favorable approval to this proposal so that we in Minnesota can begin to put together the necessary pieces of land to form the Park.

Sincerely yours,

FRED T. WITZIG,
*Professor of Geography and Chairman,
Division of Social Sciences.*

COLLEGE OF ST. SCHOLASTICA,
Duluth, Minn., December 3, 1970.

HON. ALAN BIBLE,
*Chairman, Parks Committee, Subcommittee of the Senate, Interior and Insular
Affairs Committee, New Senate Office Building, Washington, D.C.*

DEAR HON. ALAN BIBLE: When asked to voice an opinion on Voyageurs Park, I could only say—it seems absolutely inconceivable to me that any man of intelligence, love of America and sensitivity of conscience, could be against it. Surely any man with love of God and nature and man would be in favor of the Park to the point of fighting for it.

I have visited the Lake of the Woods country many times. After me, there will be others who are entitled to such opportunity to go there and find it as I discovered it—still virgin, safe from pollution, inhabited by wild life, FRESH. There I have taken my best pictures, said my best prayers, made my most holy meditations, and sang most joyfully. To sit on a bank and imagine the days when the Voyageur traveled by is almost to hear his paddles in the water, for his spirit seems to linger on.

Let us keep it there, where it deserves to be, and let us keep the land as it still is, where men for generations to come and go and smoke their pipes and find peace.

For this I plead,

Sister NOEMI WEYGANT.

NORTHWESTERN NATIONAL BANK OF MINNEAPOLIS,
December 2, 1970.

Senator ALAN BIBLE,
*Chairman, Parks Committee, Subcommittee of the Senate, Interior and Insular
Affairs Committee, New Senate Office Building, Washington, D.C.*

DEAR SENATOR BIBLE: May I as a private citizen add my rather small voice to many thousands of responsible individuals who support in its entirety the establishment of the Voyageurs National Park on the Kabetogama Peninsula in northern Minnesota. It is my humble opinion that all of us should endeavor at all costs to save for our children and our children's children an area which meets all requirements and criteria of the National Park Service. We have an obligation

to the future of all mankind, and I can only ask that your committee and the entire Senate give favorable consideration to this proposal.

Kindest regards.

Sincerely,

ROBERT G. ZIEMER,
Vice President.

NAMAKAN NARROWS LODGE,
Crane Lake, Minn., December 7, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate, Interior and Insular Affairs Committee, New Senate Office Building, Washington, D.C.

DEAR MR. BIBLE: I strongly urge that you and your Committee act favorably toward the establishment of the Voyageurs National Park.

Since 1948, we have operated a summer resort in the roadless east end of Namakan Lake and through the years have witnessed the growing popularity of this unique roadless, waterway wilderness by tourists, cottage owners, campers, and resort operators. The demand for private property and otherwise for cottage development is unbelievable unless you have been in a position to learn of these many requests for property. Though we have been reluctant to accept the fact that we can not stop progress in this wild, beautiful, rugged country, we feel wholeheartedly that it can best be preserved by making it a National Park. Private development and control of this area would definitely not preserve it for future generations. I am thinking selfishly in this respect of my grandchildren and their children since I would wish to pass on this unspoiled, wilderness region, together with its great historical background and enjoyment potential to them.

Your approval and endorsement of a Voyageurs National Park will render a great service to the State of Minnesota and preserve a heritage for future enthusiasts for all the years to come.

Respectfully yours,

Mrs. MELVILLE E. DREW.

CRANE LAKE, MINN., *December 7, 1970.*

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, 3106 New Senate Office Building, Washington, D.C.

DEAR SIR: As residents of Crane Lake, Minnesota for the past 28 years, we have had the opportunity to observe at first-hand the deterioration of that particular area which is presently being considered for National Park status.

We do not speak as natives, but as transplants from the District of Columbia who chose this one unsurpassed land of beautiful lakes and forests for their home.

It is most imperative that more stringent controls of all forms be effected if we are to preserve this remarkable heritage from the selfish interests, both public and private, and are of the opinion that the National Park Service is the agency qualified for this job.

We therefore, most heartily and with urgency, wish to endorse passage of the Voyageurs National Park Bill currently before the Senate.

Very truly yours,

Mr. and Mrs. KEN BOWER.

CRANE LAKE COMMERCIAL CLUB.

Senator HENRY JACKSON,
Senate Office Building, Washington, D.C.

DEAR SENATOR JACKSON: The Crane Lake Commercial Club has over five hundred members representing twenty-four states. Eighty-nine percent have voted against the Voyageur Park proposal for many valid reasons. One, the Canadian twenty-year plan of February 1970 which provides for commercial and private development of the same water way. On the Canadian side there are now over fifty-nine cabins and a modern liquor store and trading post, the latter only three hundred yards from the boundary of the proposed park. No supporter has even suggested that these buildings would be removed as would U.S. build-

ings. Further, the Crane Lake addition has no interior department planning but is a last minute plan questionable reasons. Please include our views at the hearing now being held.

Best of luck.

ROBERT D. CONGDON, *Vice President.*

MINNEAPOLIS, MINN., *December 6, 1970.*

ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate, Interior and Insular Affairs Committee, Washington, D.C.

DEAR MR. BIBLE: It is my hope that Voyageurs National Park becomes a reality soon.

This last vestige of wilderness must be preserved and protected from the increasing onslaughts of our "civilization".

Please include this letter in the Voyageurs National Park hearing record.

Yours truly,

ROBERT B. BENJAMIN, M.D.

COLUMBIA, ILL., *December 6, 1970.*

HON. ALAN BIBLE,
Chairman Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SIR: Please do all you can to bring about the creation of the proposed Voyageurs National Park. This is something our expanding population needs before all the unspoiled, wild areas of our country disappear.

Anyone who has viewed this beautiful section of northern Minnesota, as my family and I have, will be as enthusiastic as we are in the hope that it can be preserved for posterity. As a needed recreation area, it would be one of our more desirable national parks, with its natural surroundings and acres of water. Not to mention the historical significance of these waterways in the early formation of our country.

As a private citizen interested in conservation I will be eternally grateful for a favorable decision in the matter of the establishment of the Voyageurs National Park.

Very truly yours,

HUGH S. MOSHER.

P.S.—Please include this letter in the Voyageurs National Park hearing record.

Kabetogama Peninsula, December 3, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SIR: The Voyageurs National Park is a necessity for this area regardless of what some people say. The park would keep a lot of tourists in the United States instead of going into Canada like they do now. Also, there are people in this area that go out and kill animals just for the fun of it. For instance, wolves and bear aren't protected and people go around saying that wolves kill all of the deer so people go out and slaughter every wolf they see, consequently the wolf packs are getting smaller all of the time. I think this is wrong because it is proven that wolves don't kill hardly any deer at all. But the only way this can be stopped is to have the wolves protected and the park would do this, incidentally, most of the wolves killed in this area are killed on the Kabetogama peninsula. I am a trapper but I don't trap wolves, but a lot of my friends that trap, do trap them and a great deal of them trap on the peninsula, so I have a pretty good idea of what's going on up there. Wolves aren't the only thing that's being wiped out up there either. I think a park in the area would preserve our wildlife which is so rapidly disappearing especially wolves.

I do mostly protective trapping such as where beaver are destroying property and where mink are raiding poultry houses etc. but I never have and won't trap a wolf.

I think that the Kabetogama Peninsula lends itself beautifully for a national park. Minnesota doesn't have a national park and we want this one. The few

reasons that I have listed are only a very few of the many reasons we have for wanting the park. I have lived here all my life and I can really tell you truthfully we need this park.

Thank you.

Sincerely,

BILLY JOHNSON.

P.S.—Please include this letter in the Voyageurs National Park hearing record.

VERMILION COUNTY AUDUBON SOCIETY,
Danville, Ill., December 6, 1970.

Senator ALAN BIBLE,
Senate Office Building,
Washington, D.C.

DEAR SIR: As an active conservation group, we are vitally interested in the establishment of the Voyageurs National Park in Minnesota. We in the midwest have been short-changed on national parks for too many years. Illinois is a large state and a populous one. It would be a great thing if we were within short distance of more than one national park (we are close only to the Great Smokies.)

Voyageurs has historical and natural value, and certainly should be added to our park system while time permits. With growing population pressure, we know land will be nearly unattainable in a few years. Please consider the needs of citizens for areas in which to relax and view some of the beauty that once was America!

Please enter this letter in the Voyageurs National Park hearing record.

Sincerely,

MARILYN F. CAMPBELL, *President.*

LITCHFIELD SENIOR HIGH SCHOOL,
Litchfield, Minn., December 6, 1970.

Hon. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR HON. BIBLE: I wish to inform your Committee that I completely support establishment of a Voyageurs National Park.

It would be a step in the right direction against environmental pollution. As a young person I would like to see lands put aside to insure its natural beauty for our generation and for generations to come.

I wish to submit this letter to be included in the Voyageurs National Park hearing record.

Sincerely yours,

BONNIE L. ANDERSON,
Spanish Teacher.

FARGO MOORHEAD LA SERTOMA CLUB,
Fargo, N. Dak., December 7, 1970.

Hon. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SIR: The Fargo Moorhead La Sertoma Club at its November meeting voted to be in support of the Voyageurs National Park.

Please include this letter in the Voyageurs National Park Hearing Record.

Sincerely yours,

Mrs. PAT PFLUGRATH,
Correspondence Secretary.

DEFENDERS OF WILDLIFE,
Washington, D.C., December 10, 1970.

Senator ALAN BIBLE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR BIBLE: Defenders of Wildlife strongly supports S. 1962, establishing a Voyageurs National Park. It would save 139,550 acres of land and

80,300 acres of lakes and water routes on the Kabetogama Peninsula in Northern Minnesota.

It is strategically necessary to save this wonderful area and the wildlife in it for all Americans to see and experience. Both the wolf and the loon, seldom found elsewhere, may be seen and heard there. It is urgent to save this unique and valuable scientific area now, or more than likely, it will be lost forever.

Respectfully submitted,

MARY HAZELL HARRIS
Executive Director and Editor.

Dayton, Ohio, December 8, 1970.

ALAN BIBLE,

Chairman Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SIR: I am writing with reference to the Senate hearings on the Voyageurs National Park held December 4. As a citizen concerned with the increasing deterioration of our natural environment I feel it is necessary to make various and vigorous approaches to the solution of this deadly problem.

One small thing we can do now, before it is too late, is to set aside unspoiled natural wilderness area such as the proposed Voyageurs Park site not for ourselves, but primarily for future generations.

The area in question is an unspoiled region of great beauty and historic significance offering many amenities to our people. I urge you to support the bill to make it a national park.

Sincerely,

PATRICK W. DUFFLEY.

P.S.: Please include this letter in the Voyageurs National Park record.

DULUTH, MINN., December 7, 1970.

HON. ALAN BIBLE,

Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR BIBLE: Establishing the Voyageurs National Park will be another milestone in the foresight which has preserved for the nation the chain of national parks enjoyed by so many citizens.

It is these protected areas which comforts the soul, inspires appreciation of beauty as nature intended it, and reacquaints us with pure air, sparkling waters and clear skies.

Nature did a masterful job of the environment prior to its despoilation by man. The Voyageurs National Park is a sample of our original environment which we need to keep as an ever present reminder of what nature can do for us if we cooperate.

Sincerely,

RAYMOND CHAGNON,
*Chairman, Environmental Committee,
First Unitarian Church.*

P.S.—Please include this letter in the Voyageurs National Park hearing record.

MINNEAPOLIS, MINN., December 7, 1970.

HON. ALAN BIBLE,

Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR: I write this letter as one who has had a deep and abiding interest for over forty years in the expansion of Superior National Forest in a manner which would eventually lead to the establishment of the proposed Voyageurs National Park.

The people of this state, I am certain, will not object to the creation of the Voyageurs National Park, which is pending before your committee, and I wish to add my name to the several whom you have undoubtedly heard from endorsing this very worthwhile project.

Sincerely yours,

G. T. MULLIN.

P.S.—Please include this letter in the Voyageurs National Park hearing record.

COCA-COLA BOTTLING CO. OF INTERNATIONAL FALLS,
International Falls, Minn., December 4, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular
Affairs Committee, Washington, D.C.

DEAR MR. BIBLE: It give me great pleasure to see the Voyageurs National Park Bill being brought into the Senate Hearings and feel confident it will meet with majority approval.

Being a native of the area in which the Voyageurs National Park will be situated, I have enjoyed its many natural recreation facilities and beauty for the past number of years. I feel it would be purely selfish to oppose a bill establishing the only National Park in Minnesota and the only water oriented Park in the nation.

Just as I have enjoyed this area, the rest of the public should be afforded the opportunity to take advantage of the environment in its wilderness state and should therefore be preserved as soon as possible before it becomes populated and greatly raise the price of property acquisition. This is an area that has been enjoyed by many in the past, but the natural beauty of land and water should be enjoyed by millions in the future.

Yours very truly,

JOHN BARTKOWSKI.

P.S.—Please include this letter in the Voyageurs National Park hearing record.

ST. PAUL, MINN., December 8, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular
Affairs Committee, Washington, D.C.

DEAR SENATOR BIBLE: As a life-long resident of the great state of Minnesota, I heartily endorse the formation of the Voyageurs National Park.

We have had the privilege of knowing and enjoying this part of our state for over 30 years and feel this Voyageurs National Park area should be preserved in its natural state for the years to come that other generations might enjoy the privileges that we have enjoyed these many years.

Please vote "yes" and encourage the passage of the Voyageurs National Park Bill.

Very sincerely,

WILLIAM R. BRAY, D.D.S.

P.S.—Please include this letter in the Voyageurs National Park hearing record.

LAKE KABETOGAMA,
Ray, Minn., December 7, 1970.

HONORABLE ALAN BIBLE,
Chairman, Parks Committee,
Washington, D.C.

DEAR SIR: My husband and I are residents in the area of the proposed park, and we are very much in favor of the establishment of the Voyageurs National Park on the Kabetogama Peninsula!

We feel every effort should be made to preserve this magnificent area, from further devastation. Living here as we do, we see more land going into private ownership each year.

Those opposing the establishment of the park, do so mainly for selfish reasons. Their argument too, is the loss of taxes to the counties involved. How short-sighted can they be? I can envision, a few years hence, once the park is established, many businesses springing up all along the route, and also around the park boundaries, that would many times over, make up for the low tax of today. Indeed, the whole state would benefit, not only monetarily, but it would be a source of great pride to all Minnesotans, to have a National Park created inside its boundaries!

Truly yours,

Mrs. R. C. JORGENSEN,
ROBERT C. JORGENSEN.

Please include this letter in the Voyageurs National Park hearing record.
Thank you.

NEVIS, MINN., December 8, 1970.

Re Voyageurs National Park.

HON. ALAN BIBLE,
 Chairman, Parks Committee,
 Subcommittee of the Senate Interior and Insular Affairs,
 Washington, D.C.

DEAR SENATOR BIBLE: For many years there has been a keen interest in securing for Minnesota a park that would be in keeping with the high standards required in the National Park System.

It is my considered opinion that in the proposed Voyageurs Park we have such an area. Located as it is in one of the most scenic areas of our state and adjacent to the Boundary Waters Canoe Area makes it one of the finest recreation areas to be found anywhere.

This area is within easy reach of several millions of people crying out for a natural area to satisfy a craving for a closer look at a scenic area such as is found in this wooded and fresh water lake area.

It will preserve, not only wilderness and scenic characteristics as outlined in the park plan, but will be an historical preservation of the route of the voyageurs.

The matter of land acquisition, I am sure, can be resolved. The important thing at this time is to secure authorization for establishment of the park. Further postponement will serve to make it more difficult and loss of scenic values to intensive development and a distinct environmental loss.

Please include this letter in the Voyageurs National Park hearing record.

Thank you kindly for your consideration.

Very truly yours

JAKE N. LICKE.

OGDEN, UTAH, December 7, 1970.

HON. ALAN BIBLE,
 Chairman, Parks and Recreation Subcommittee, Interior and Insular Affairs
 Committee, U.S. Senate, Washington, D.C.

DEAR SENATOR BIBLE: It has come to my attention that you are holding hearings on a proposed Voyageurs National Park in northern Minnesota.

I am a native of Minnesota, and am familiar with much of the State. In 1967 I made a canoe trip into the Boundary Waters Canoe Area so am familiar with some of that country.

There is no purpose served by creating a national park in Minnesota. The Boundary Waters Canoe Area serves the needs of the area for recreation purposes. All a national park would do would be to create another expensive bureaucratic office.

The proposal to acquire 67,000 acres of private land to create a national park is a foolish waste of the taxpayer's money. This is land currently under management for production of pulpwood, other wood products plus other resources of the land. This land supports an industry vitally needed in the State of Minnesota.

When I was a youngster the "10,000 lakes" theme was adopted to encourage tourism in the State. In 1967, 40 years or more after the theme was adopted, I saw many areas that I remember as being fairly prosperous communities that had declined to mere shadows of their former appearance. The tourist advantages were as good or better than they were 40 years ago. Yet these areas had seriously declined. Why, because farming and timbering had all declined in importance and no other basic industry had been introduced. The loudly proclaimed advantages of recreation to support an economy is a snare and a delusion for the unwary and a means for the National Park Service to build a larger expensive empire.

Thus, Senator Bible, under no circumstances should a new national park be created out of any currently owned private lands. If for political reasons (a foolish one) a park seems necessary, it should be created out of the currently owned Federal lands in the Boundary Waters Canoe Area.

Very sincerely yours,

JOEL L. FRYKMAN,
 Consulting Forester.

HIBBING, MINN., December 7, 1970.

Senator HENRY JACKSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: Although our motives may be different, I would like to solicit your continued opposition to the Voyageur's National Park Bill which is presently in committee.

I sincerely feel, as do so many others, that the title of "National Park" on this section of land places certain limitations on its use which make unsuitable to this area of Northern Minnesota.

As an avid outdoorsman, I know that a good conservation program is an absolute necessity. This area is however, also the prime hunting territory in Minnesota. National park status will eliminate this valued asset and force hundreds or thousands of hunters into other sections of the state which are already becoming crowded.

In realizing that good conservation is necessary, I know that this is possible under other methods which would still permit "multiple use" of the area. This feature is one which the park proponents sacrificed in order to have the title "National Park" placed on this land. One mustn't forget that with our ever increasing population, every attempt must be made not only to protect our land but also to get as much out of it as possible. Perhaps just as other policies are updated to the present generation, our possibly out moded park regulations should also be modernized.

State of Minnesota legislature support is not unanimous by any means. Among the opponents of the national park bill are the following state legislators from Rep. Blatnik's home district: Jack Fena, Douglas Johnson and George and Tony Perpich, brothers of the Lt. Governor—elect Rudy Perpich.

Your opposition to the passage of the Voyageur's National Park Bill is sincerely solicited.

I would also like to take this opportunity to support you in your fight to restore the SST project to the nation's aerospace program. Thousands of employees are being forced out of jobs, but even worse we are leading ourselves into second rate status not only as an air power, but perhaps as a nation. This, we cannot afford to do.

Very truly yours,

ARTHUR E. ENGLUND.

NEW HOPE, MINN., December 5, 1970.

SENATOR HENRY M. JACKSON,
Chairman, Interior and Insular Affairs Committee, Senator Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: I have recently acquired a copy of the House bill on the proposed Voyageurs National Park. I had mistakenly assumed there was no intention of including Indian land in the park.

Although the House record states that every conceivable viewpoint was represented; they did not ever contact me. I own Indian trust title land in the proposed park. It is governmental lots 6 and 7, township 70 N., range 18 W., 4th principal meridian. This is Nett Lake outside allotment 396. Nett Lake is an Indian Reservation in Minnesota.

I have contacted the National Park Service and I was told that no special consideration would be given Indian land. I have written Representative Clark MacGregor, Senator Walter Mondale, and Senator Eugene McCarthy. My letters get referred to the National Park Service.

Now, the National Park Service is in the Department of the Interior, as is the Bureau of Indian Affairs.

Since the land is Indian land I would say that this represents a classic case of conflict of interest. Furthermore, why are my letters to members of the legislative branch of our Government referred to subdivisions of the executive branch?

Since you are the Chairman of the Committee on Insular and Interior Affairs, perhaps you could get some answers for me. Thus, far, I have had no luck. I hope you can help me.

Sincerely,

ROBERT GAWBOY, Jr.

VILLAGE OF LITTLEFORK,
OFFICE OF MAYOR,
Littlefork, Minn., December 9, 1970.

Subject: Voyageurs National Park bill.

HON. SENATOR ALAN BIBLE,
*Chairman, Subcommittee, Parks and Recreation, Senate Committee on Interior
Insular Affairs, Senate Office Building, Washington, D.C.*

HON. SENATOR BIBLE: I strongly urge that the creation of a national recreation area be the goal in the Kabetogama—Crane Lake area, rather than a national park. I support the views of J. William Trygg, land consultant, of Ely, and Dr. Alvin Hall, St. Louis County Commissioner, also of Ely, 100 percent.

Respectfully,

DEAN PARMETER, *Mayor,
Chairman, Koochiching County
Planning and Zoning Commission.*

TUCSON AUDUBON SOCIETY,
December 9, 1970.

HON. ALAN BIBLE,
*Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular
Affairs Committee, Washington, D.C.*

DEAR SENATOR BIBLE: The Tucson Audubon Society (450 members) would like to go on record in support of Voyageurs National Park, as proposed by Voyageurs National Park Association. We feel that the area to be set aside has sufficient natural beauty to more than warrant National Park status. In this day of the bulldozer and subdivision, it seems unlikely that the Voyageurs area would long remain available or suitable for Park status. In view of the increasing use of our National Parks, we feel it is urgent that as much land as feasible be acquired now! Voyageurs qualifies on the basis of beauty and recreational potential. A favorable committee report is urged.

Please include this letter in the Voyageurs National Park hearing record.

Sincerely,

CHARLES COSTON, *President.*

MINNEAPOLIS, MINN., December 8, 1970.

HON. ALAN BIBLE,
*Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular
Affairs Committee, Washington, D.C.*

DEAR MR. BIBLE: I respectfully urge the creation of the Voyageurs National Park in northern Minnesota.

The park will preserve a portion of our northern wilderness area in perpetuity providing recreational land and waters for countless thousands of outdoors people of all ages and, of course, conservationists.

This is one of the few natural wood, lake, and river areas of this type left within the country. It would be a great pity to lose this wonderful opportunity of converting it into a national park.

Please enclose this letter in the Voyageurs National Park hearing record.

Respectfully,

MALCOLM B. McDONALD.

GANDY Co.,
Owatonna, Minn., December 2, 1970

HON. ALAN BIBLE,
*Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular
Affairs Committee, Washington, D.C.*

DEAR SIR: Senate hearings on the Voyageurs National Park are of real interest to the management of the Gandy Co.

Inasmuch as we are 100 percent Minnesota product, the writer and founder of the company being born, raised, education, and doing business in Minnesota, with Minnesota residents as employees, we are keenly interested in vacation and recreation facilities that could be provided for, not only this international company but the other 30 international industries of Owatonna, and all the industries of Minnesota in the Voyageurs National Park.

There are a few stipulations that I am hoping can be included in that bill; namely, that it become a national natural park, with no hunting allowed of any type, and no airplanes flying in where bottles, cans, and other refuse is left after those airplane flights go in. I think the park should be left entirely for travel by limited roads and by canoe. Powered boats should be prohibited.

In other words, we are much in favor of the Voyageurs National Park if it will be maintained as a natural park and not the so-called "richman's playground."

With these stipulations, we sincerely trust that the Voyageurs National Park will become a reality.

Sincerely,

E. S. GANDRUD.

BURNSVILLE, MINN., December 7, 1970.

Senator ALAN BIBLE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR BIBLE: I am strongly in favor of Voyageurs National Park. I believe that everyone should have the chance to see our unspoiled wilderness and not only those of us who live here. I also want to see it like it is in years to come. Our untouched forest is the greatest natural resource we have, and I would like to keep it that way.

Please include this letter in the Voyageurs National Park hearing record.

LEE CHRISTOPHERSON.

MINNESOTA TWINS BASEBALL CLUB,
Bloomington, Minn., December 8, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular
Affairs Committee, Washington, D.C.

DEAR SENATOR BIBLE: Being a resident of Minnesota now, I have taken a great interest in this area. We certainly have a lot more fans than we had in Washington. Of course, we are very interested in getting a national park in our State. I understand there will be another hearing soon on the Voyageurs National Park and I certainly hope there will be a favorable ruling for us. I have visited the area proposed for this park and it is certainly nature at its most beautiful. I am sure a national park would bring a lot of visitors to our state and as you know, tourism is important to all of our States. Our ticket department advises me that on a weekend we have had as many as 38 different States, plus several Canadian provinces, represented in our ballpark, and I feel the addition of a national park here would add many more.

Please include this letter in the Voyageurs National Park hearing record.

Sincerely yours,

CALVIN R. GRIFFITH, *President.*

WILLIAMSON, PALMATIER & BAINS,
Minneapolis, Minn., December 4, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular
Affairs Committee, Washington, D.C.

SIR: I wholeheartedly and enthusiastically urge the establishment of the Voyageurs National Park near the Canadian border in the State of Minnesota.

I am a resident of Carver County in the Second Congressional District of Minnesota.

The Voyageurs National Park would be unique and one of a kind in the National Park System. There is no other national park with the type of wilderness involving large expanses of water and islands and low lying timberlands. Undoubtedly, this area will be highly commercialized within a few years and will not be saved except for the development of this area as a National Park. I have discussed this park with many of my acquaintances, and they all wholeheartedly support the establishment of the Voyageurs National Park. I believe that the general citizenry in the State of Minnesota and the surrounding upper midwestern states sincerely believe that the National Park should be created.

I have urged the entire Minnesota Congressional delegation to support establishment of the park and I believe that they have unanimously backed this proposal. Certainly, my own congressman, Ancher Nelsen, of the Second Congressional District has urged the adoption of the park and both Senators McCarthy and Mondale of Minnesota have spoken favorably for the adoption of the park. Now is the time for Congress to establish the Voyageurs National Park in Minnesota.

Yours very truly,

H. DALE PALMATIER.

P.S.—Please include this letter in the Voyageurs National Park hearing record.
H.D.P.

WILLIAMSON, PALMATIER & BAINS,
Minneapolis, Minn., December 9, 1970.

Hon. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR BIBLE: I and my family have carefully considered the advantages and disadvantages of establishing the Voyageurs National Park on the Minnesota-Canadian border and wholeheartedly support its establishment.

Having been a life long resident of Minnesota I have had ample opportunity to travel through the State and observe the fate of much of our wilderness areas at the hands of commercial developers. The northern Minnesota wilderness area is one of the few remaining truly wild areas in the United States and certainly is unique in its combination of lakes and forested islands. It is internationally recognized as one of the finest canoeing areas of the world.

I sincerely believe that if Congress does not establish the Voyageurs Park and take measures to preserve this wilderness area, it will soon disappear as have many other wilderness areas in this country. Please exert your strongest efforts to establish this National Park. If you do not, it is but a matter of time before the last and probably finest canoeing area in the country become little more than history.

Please include this letter in the Voyageurs National Park hearing record.

Very truly yours,

CONRAD A. HANSEN.

[Telegram]

SEATTLE, WASH., December 10, 1970.

Senator HENRY M. JACKSON,
Washington, D.C.:

Seattle Audubon Society favors S. 1962, Voyageurs National Park. Wishes this to be made part of the hearing record. We urge Senate action before adjournment.

ANNE MACK, *President.*

WILDERNESS WATCH, INC.,
Green Bay, Wis., December 11, 1970.

Hon. ALAN BIBLE,
Chairman, Parks Subcommittee, Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR CONGRESSMAN BIBLE: Our organization would like to go on record as being 100% behind the acquisition of the Voyageurs National Park in Minnesota. While wholeheartedly supporting acquisition, we are however more concerned with the proposed development plan for this area. Total support cannot be given until the level of recreation development proposed as well as its environmental impact is further analyzed.

Please don't misunderstand what I am saying as an argument for preservation. Wilderness Watch supports development when it is clearly demonstrated that development will not exceed the carrying capacity of that resource. It is hoped that physical and attitudinal carrying capacity studies (of the type carried out prerequisite to many other recreation resource planning projects) will be undertaken in the Voyageurs prior to any development. Only with such research can we expect that the high environmental quality of the Voyageurs can be sustained together with the unique experience they afford Americans. Does the N.P.S. plan to carry out such a prerequisite research program?

We would appreciate it if you would direct the N.P.S. to keep our group fully informed of its development proposals and plans for the Voyageurs National Park. The information they provide will be evaluated by our growing staff of environmental scientists. I will communicate their findings and comments to your office as well as the National Park Service.

Please include this letter in the Voyageurs National Park hearing record.

Cordially,

ROBERT B. DITTON, Ph. D.,
Director of Scientific Information Staff.

NORTH DAKOTA WORKMEN'S COMPENSATION BUREAU,
Bismarck, N. Dak., December 2, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR BIBLE: As the owner of a summer home in northern Minnesota, I realize how important it is to preserve the natural beauty and the recreational opportunities of that State. I am, therefore, hopeful that favorable action can be taken in the Voyageurs National Park matter, and I would sincerely appreciate your favorable consideration.

Please include this letter in the Voyageurs National Park hearing record.

Very truly yours,

AGNES GEELAN.

THE SENATE, STATE OF IOWA,
Des Moines, Iowa, December 4, 1970.

HON. ALAN BIBLE,
Chairman, Subcommittee on Parks, Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR BIBLE: I have had a long standing interest in the establishment of the Voyageurs National Park, in northern Minnesota. As a past national president of the Izaak Walton League of America and president of the League's Endowment Corporation, I have made almost annual trips to the area.

I have worked on a good many such projects across the country for many years and I do not know of any project being considered at this time that I feel to be more important than congressional approval of the Voyageurs National Park proposal.

Combined with the Border Waters Canoe Area and Canadian development across the border—this whole important recreational complex should be preserved to meet the needs of generations to come. I respectfully urge your committee to give favorable consideration to the Voyageurs National Park proposal.

Sincerely yours,

ALDEN J. ERSKINE, *State Senator.*

P.S.—Please include in the Congressional Record.

INTERNATIONAL FALLS, MINN.,
December 3, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR BIBLE: As a resident of International Falls and a former resort owner, I wish to give my support to the Voyageurs National Park proposal and by means of this letter to express my reasons for supporting it. Until a few years ago I owned and operated a resort on Lake Kabetogama so I am very familiar with the area and its characteristics. I feel it is an honor and privilege to support so great an issue, one that will benefit so many for generations to come.

After graduation from South St. Paul High School in 1931, I found myself caught up in the ranks of the unemployed. Not because I didn't want to work but because there was no work to be had. Yet the 1930 depression years helped

mold my later years in life. I had the opportunity to work as a guide and dockhand at one of the three resorts that were first established on Lake Kabetogama. A year later our family purchased the resort where I had worked and we owned it for over 35 years. During that long period as a resort owner and guide, I traveled over much of the area we now want Minnesota to have as a national park. I have traveled over many of the water routes this beautiful lake region offers and have driven my sledge dog team over the many snow trails the Kabetogama Peninsula offers.

Working every day in an area that is so beautiful and adventurous drives a person to want this same region kept in its natural state, the same as I had enjoyed over those many years. It can be kept in this state of wilderness if it is set aside as the Voyageurs National Park. It is now up to you and your committee to use good sound judgment and make it so. I have no financial gain if it becomes a national park. I had to sell my resort because of my wife's illness yet my love is still here on the Kabetogama Peninsula.

With my many years serving the tourist and traveling world, I know that there is no other way to protect this region for the traveler to enjoy than by setting it aside as the only national waterway park, Voyageurs National Park.

When this region was selected as the possible site for a national park, many were hesitant to see their backyards make the change. But after lengthy study of the proposal, I for one became convinced that it was the only way to prevent the area from turning into another Lake Minnetonka in Minneapolis or a Lake Geneva in Wisconsin.

One important reason why I became convinced that the Kabetogama Peninsula should be made a national park is that with Federal aid working in conjunction with our fish and game departments, fishing would be cared for and thus increased.

The grassroots resorters on Rainy, Namakan, and Kabetogama Lakes all had the experience of building their camps and lodges through the drawing power of good fishing. Good fishing, picturesque islands, and beautiful water routes brought many people into the area. Many of these have returned year after year seeking diversion and relaxation from the strife and strain of everyday living.

Tourist trade has grown to a big industry here in Minnesota. With more leisure time, lake regions must set aside areas where the populace from crowded city areas may come to relax, to play, and enjoy God's creation. Now, as in years to come, a vacation is an accepted part of yearly living. Tourist trade to the State of Minnesota and to this particular area, is just as vital, dollar-wise as our timber industry, our farming, and any other avenues that build our economy.

The industry of tourism must be recognized by all, just as we recognize our already established paper industry. There is no reason why the paper industry and the Voyageurs National Park cannot work hand in hand to make this region the mecca for all to enjoy. Such a partnership would reap economic benefits for all.

Many who are honoring Minnesota by striving to present our great state with a national park do so for no selfish reasons. Instead, they are proud of their homeland, proud that our government had chosen this area to be the 33rd national park. Remember—it is not every parcel of land that is selected for a national park.

We who have lived most of our lives here, and who have depended on either the timber industry or the tourist trade to earn a living, appreciate the value of both. I, for one, and others who wish for a national park in this area, have no ill desire to deprive our paper industry of expansion. If we are to establish a national park here but hurt or curtail the operations of our paper industry, then the answer would be no. To establish a national park, to expand tourism, and yet to hurt an already established paper industry, is not progress.

It has been known that the Park Service would work in harmony with Boise-Cascade Corporation to exchange the lands already owned on the Kabetogama Peninsula. With a fair and honest exchange of timber lands, our paper industry would continue to grow and expand, more so than the lands already owned in the peninsula would afford. I do not possess the knowledge of the timber industry and its operations. I do not plan to dictate what it should do—just for the sake of establishing a national park in our back yard. But to recommend a national park in this lake region for generations to come—that, I do know, would be beneficial to all.

Four years ago when it was recommended that Minnesota be the site of the 33rd national park, there was opposition that felt one cannot put faith in the governmental departments, that the federal government would use force or deprive citizens of their legal rights. This is something I do not believe. Yes, one could expect that type of action in Cuba or under some other dictatorial government. There are many among us who left their families, their homes, and their businesses to fight a government that used those same tactics. It was World Wars I and II that have kept dictatorial governments from the shores of this great country. The experiences we received in the past years and past wars do not leave one's memory suddenly. The months spent in foxholes, in sleeping bags, and along Arctic trails are not forgotten so easily. The deprivations received in those wars instill a strong love and respect for this homeland and government.

It is for these reasons that I have for the past four years believed in the need for a Voyageurs National Park. Not for my own selfish gain but to protect my backyard, which I have enjoyed for so many years, in order to insure the same opportunity for the generations to come.

Please include this letter in the Voyageurs National Park hearing record.

Very truly yours,

GEORGE ESSLINGER.

CRANE LAKE MINN.,

December 4, 1970.

Hon. ALAN BIBLE,

Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.:

My name is Mr. Oliver Eggen, age 49 years. A resident of Crane Lake, Minnesota since 1935. Have been a property owner since 1940. I have been a outdoor fishing and hunting guide for over 32 years. A self employed wilderness outfitter. I am the only Real Estate Broker for 50 miles around. I am absolute in my thinking of this proposed Voyageurs National Park. I probably should be selfish in my thoughts, like some of my neighbors, but I am not, I am thinking of my great-great-Grand children.

Let us not falter along the way with any kind of delays. Let us get this Last of the True Wilderness into a preserved National Park as soon as possible. Time is very valuable to our future wilderness minded children.

This proposed area including the Crane Lake Recreation Area will thrill millions of people in the future and it may be the Greatest National Park we will ever see.

The existing over crowded present conditions for the demand of wilderness enjoyment, warrants this proposal.

We must get on with our preservation of this Great Wilderness Forest. We must find a solution . . . quick. If this is not done, Gods country of the Wilds will be gone for ever and it will be only found in the future in Canada.

Please include this letter in the Voyageurs National Park Hearing Record,

Thank you most sincerely,

OLIVER EGGEN.

DULUTH, MINN.

Senator ALAN BIBLE,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR BIBLE: I have been a resident of Northern Minnesota for 23 years and as a professional exploration geologist, I have had an opportunity to spend most of my life in the North Woods so I know the Country well. I have studied all of the data which has been published on the Voyageurs National Park proposal and have attended numerous meetings where both sides of the issue have been presented.

There is no question but what the proposed area is more valuable for recreation than for any other use. There is really no alternate site as the people of the nation would never allow a heavily used National Park within the Boundary Waters Canoe Area which is already being over used by canoists seeking real wilderness. We need more park area for the people of the midwest and the nation. A Park has to be accessible as is the Kabetogama Peninsula. Most of the use will be on the vast water area and most people will stay outside the park area. This is not a Federal Land grab as the opposition claims, because the people of Minnesota and our far-sighted leaders have been trying to get a National Park established for years.

There is no shortage of pulp wood in Minnesota and land exchange will clearly take care of industry needs. A National Park will attract people from all over the nation that would never come to Minnesota otherwise. With the Peninsula preserved, the surrounding area will prosper with improvements in resorts and motels. All business will benefit from the influx of tourists and our tax base will increase.

Private Property owners have life tenure which should satisfy most people and they will receive fair compensation for their property. The counties certainly can't finance a worthwhile park development nor could industry because they wouldn't have the funds or interest. Who could do better than the National Park Service?

We must preserve this key to the Voyageurs routes now before it is destroyed by commercial development. All of the broadly based and scientific polls of the people in this area show the majority in favor of the park on the Kabetogama Peninsula.

I urge the members of the Parks Committee to support the bill as passed by the House of Representatives. It has the support of our Governor and the Governor-elect as well as the entire Minnesota delegation in Congress.

Please include this statement in the Voyageurs National Park hearing record.

JACK V. EVERETT.

DENBY CORP.,

Duluth, Minn., December 4, 1970.

HON. ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate, Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR BIBLE: Please record, Senator Bible, that I am strongly in favor of the proposed Voyageurs National Park. It is an area of scenic beauty that will provide needed recreational lands for our increasingly regulated citizens, and it will provide a natural habitat for study by scientists.

For the time of the original settlers of the United States to the present, there has been an increasing utilization of the fixed land area of the country. Various interests have been of importance in the development process—land for cities, land for manufacturing, land for homes, land for mining, land for timber, etc. Utilization of land for these purposes has reduced the amount of land that in past years was available for recreational purposes. Consequently the value of land for recreational purposes now has a higher intrinsic value than land for economic development purposes.

We must grasp the opportunity now to preserve this land, a resource becoming increasingly scarce, for ourselves and for future generations.

Please include this letter in the Voyageurs National Park hearing record.

Respectfully yours,

HENRY B. ROBERTS, *President.*

INTERNATIONAL FALLS, MINN., December 2, 1970.

HON. ALAN BIBLE,
*U.S. Senate, Committee on Interior and Insular Affairs,
Washington, D.C.*

DEAR SENATOR BIBLE: As president of the Rainy Lake-Kabetogama chapter of the Voyageurs National Park Association and chairman of the Chamber of Commerce Tourist Committee, I would like to present information substantiating the reasons why our organization favors the establishment of the Voyageurs National Park on the Kabetogama Peninsula.

1. We are in favor of the national park because it will bring a new and much needed industry to our area. Even the opposition is in favor of bolstering the economy of the State as a whole with any new industries, so why then, when a new industry of such magnitude as a national park is offered to us, should we oppose it in any way?

2. We favor a national park because the National Park Service does not plan to establish any motels, lodges, cabins, or related services within the park, but plan to leave food and lodging entirely up to free enterprise outside the park. This fact should contribute much to the economy of the adjacent communities.

3. The third reason we are in favor of a national park is because it will contribute much to hold tourists in Minnesota and keep them from going further north to a foreign country. We have been trying unsuccessfully to accomplish this

locally for many years and now that an opportunity is presented without cost to us, why should we oppose it?

4. Much has been said about the loss of forest products if the national park takes over the 108,000 acres of the Kabetogama Peninsula. It is difficult to see this as an argument against the national park because Minnesota has 18 million acres of commercial woodlands that now produce more forest products than can be consumed. Our problem in Minnesota is not how to meet our timber needs, but how to find a market for our timber surplus.

5. Another very important reason why we are in favor of the national park is because we feel that the Park Service will give us good fishing again on Kabetogama and Rainy Lake sooner than any other agency. One of the main claims to fame that a waterways national park could offer would be good fishing. We have been assured by the National Park Service that they have at their disposal the unlimited resources of both the Federal Fish and Wildlife Department and the Bureau of Sports Fisheries. If the park is approved, the National Park Service plans to work with these agencies and the Minnesota Department of Conservation to improve fishing just as soon as possible.

6. We favor the national park because one of its prime objectives would be to cater to the ever increasing throngs of campers. By catering to them, the park would add must needed camping facilities which, at the present time, are definitely inadequate.

7. Another reason why we favor the national park is because we feel sure that the National Park Service will preserve the esthetic beauty of this area better than any other agency possibly could. They are dedicated to preserve, beautify, and hand down to our children and our grandchildren this land to enjoy just as we have had the privilege of doing in our lifetime.

8. Another reason why we are so favorably impressed by the national park proposal is that they are planning a museum at the International Falls entrance to the park. This museum is dedicated to preserve for all time the history and romance of the Voyageurs, the logging industry, and mining of the early days.

9. In conclusion, the proposed Voyageurs National Park should be of prime concern to every resident of Minnesota. Each of our residents should give it serious thought before passing judgment, for if we should lose this opportunity, it is doubtful that we will ever have a chance to get a national park in Minnesota again.

Thanking you very much for your consideration of my letter, I remain,
Very sincerely yours,

WAYNE M. JUDY.

SPOKANE, WASH. December 2, 1970.

Senator ALAN BIBLE,
Chairman, Interior Parks Subcommittee, Washington, D.C.

SIR: I have just learned of the Senate Subcommittee hearings on the Voyageurs National Park proposal, and would like to indicate my opposition to locking up large areas of the United States under single use management. In my opinion the increasing demands of our growing population make it imperative that Federal Lands be under multiple use management so that those lands can have maximum utilization.

Yours very truly,

KEITH WHITING.

MINNESOTA VOYAGEURS'
NATIONAL PARK ASSOCIATION,
Duluth, Minn., December 2, 1970.

HON. ALAN BIBLE,
Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR BIBLE: I would like to have you consider the following testimony for the establishment of the Voyageurs' National Park in the Kabetogama peninsula in Minnesota.

"The National Park Service was established to help conserve areas of scenic, scientific and historic importance. It is generally accepted that this objective is in the national interest since the natural and cultural history of this nation is thereby preserved for the enjoyment of future generations. These important links with the past and their careful interpretation to each new generation is

especially important to a society which becomes more complex and impersonal with each passing year. A Voyageur's National Park would be wholly consistent with this philosophy since it would include an area of great scenic and historic interest within easy reach of millions of Americans.

Voyageur's National Park would offer a wide variety of recreational and educational opportunities available to the general public throughout the entire year. I believe this to be a most significant and positive feature of Voyageur's National Park. The need for quality recreational facilities on a year round basis is a critical need for the large urban populations of the midwest. The remarkable diversity of recreational activities is indeed a major strength of the Voyageur's National Park proposal."

I would urge the members of the committee to give high priority to the establishment of this park. Thank you for considering my testimony.

Very sincerely yours,

INGRID WELLS, *Vice Chairman.*

BODIN-McCARTHY FISH Co.,
International Falls, Minn., December 3, 1970.

HON. ALAN BIBLE,
Committee on Interior and Insular Affairs,
U.S. Senate
Washington, D.C.

HON. SENATOR BIBLE: I would like to take this opportunity to express my views on the proposed Voyageurs National Park in Northern Minnesota. Most people are concerned about the land. I am concerned about the water.

As the spokesman for Bodin-McCarthy Fish Company and other commercial fishing interests, I would like to present our position as being in favor of the Voyageurs National Park as presented by the National Park Service on the Kabetogama Peninsula.

Most of the local people are aware of the many attempts by different organizations to seek help in the improvement of fishing for Rainy Lake, Manakan, and Kabetogama Lakes; but up until the point, our small minority of population does not sway the workings of our conservation department toward these goals.

I feel the National Park Service would work toward the improvement of fishing to insure the tourist or visitor to our area more than just a place to camp, but also to catch fish. I feel that economically the park could be a tremendous help in bringing back the fishermen to our area as we are now losing them to other more productive areas.

I feel the different agencies, the National Park Service, the Minnesota Conservation Department, and the sport and commercial fisheries could work in harmony toward these goals.

Thank you very much.

Yours very truly,

JACK C. BLAKE, *Manager.*

INTERNATIONAL FALLS, MINN., *December 2, 1970.*

The Honorable ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR MR. BIBLE: I have resided for 54 years at International Falls, an engaged in the practice of law there, and for 19 years was Judge of the Municipal Court.

I have observed the construction and improvement of roads, from muskeg and corduroy to modern blacktop, the growth of our modern school systems, including a Junior College, the establishment of a modern airport, and the expansion and modernization of our splendid timber industry.

But we believe we have at our command a tremendous additional asset awaiting development. There is now a general consensus that the Kabetogama Peninsula is an area of outstanding scenic, scientific, historic and recreational values.

The question is how this area of superb beauty can best be made available to the greatest number at the present time and also be preserved for enjoyment by future generations.

The argument is advanced by the timber interests that the area is already available to the general public and is equipped with picnic areas and snowmobile

trails. Some such development has taken place, since a National Park in this area has been proposed, but the facilities are meager and, what is vitally important, there is no guarantee that they will continue to be maintained and made available. In fact, a "Notice to Hunters" has been published in local newspapers by the timber interests that it could become necessary to limit the use of their properties and "look to prosecution of trespassers".

The creation of a National Park on the Kabetogama Peninsula is the best and, in fact, the only way to make this scenic wonderland available to the greatest number of our citizens and preserve it for all time. It is a well-known fact that wherever natural resources have been saved, they have been under Government supervision.

The papermills at International Falls and the timber industry are vital factors in the local economy. But the community is in need of a second major industry. A National Park would fill this need in a very substantial way without curtailing operations of the papermills.

Attraction of customers is of paramount importance for expansion of our present tourist industry. The park would provide an advertising and publicity advantage of inestimable value locally and thruout the State.

We hear a great deal these days about pollution. Regretfully, it could happen in the area we are considering. Only a few miles to the north in Canada, lakes have been closed for fishing because fish caught from these polluted lakes were unfit for food.

The government supervision incident to establishment and maintenance of the Voyageurs National Park would assure us that lakes in this area would not be polluted as might well occur, if the area is left for private development.

The best guarantee for preservation of this notable and unique gift of nature for present and future generations is establishment now of the Voyageurs National Park on the Kabetogama Peninsula.

Respectfully submitted.

MARK M. ABBOTT.

INTERNATIONAL FALLS, MINN., *December 3, 1970.*

HON. ALAN BIBLE,
*Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.*

DEAR SENATOR: I am concerned that recent action by the International Falls City Council could lead to a misunderstanding of the actual local sentiments toward the establishment of the Voyageurs National Park.

The Council went on record as opposing the Park. To the best of my knowledge their action was not based on any city wide survey or referendum of public opinion. Therefore I feel the Council's action should be considered representative of the collective opinion of its members only.

I am for the establishment of the Voyageurs National Park and feel this position more truly reflects the majority of local sentiment.

It is my sincere hope that you will best serve the interests of our whole nation by supporting this Proposal.

Thank you for considering my request.

Sincerely yours,

RONALD J. TARRO.

THE LADY SLIPPER GARDEN CLUB,
Rescau, Minn.

HON. ALAN BIBLE,
*Chairman, Parks Committee,
Washington, D.C.*

DEAR SIR: We the twenty members of the Lady Slipper Garden Club, wish to voice our opinion in the "Voyageurs Park".

There is much to gain, and little to lose in, that we have a "National Park." in Northern Minnesota, this will be a project to generations to come in the future development, of such a prize location, and scenic acreage already scarce.

Why do the merchandising of all our timber land and lakes of our state, have to be given over to big business, which can never be replaced.

Please include this letter in the Voyageurs National Park hearing record.

May we too, be heard the taxpayers of Minnesota.

Sincerely,

Mrs. DOROTHY BILLBERG, *President.*

DULUTH, MINN., December 3, 1970.

The Honorable ALAN BIBLE,
*Chairman, Parks Committee, Subcommittee of the Senate Interior and Insular
 Affairs Committee, 3106 New Senate Office Building, Washington, D.C.*

DEAR SENATOR BIBLE AND MEMBERS OF THE COMMITTEE: Voyageurs National Park will be a great and unique addition to our marvelous system of national parks.

As residents of Northern Minnesota, we strongly urge passage of legislation which authorizes establishment of the Voyageurs National Park.

Sincerely,

Dr. and Mrs. DALE W. OLSEN.

P.S.—Please include this letter in the Voyageurs National Park hearing record.

AITKIN, MINN., December 3, 1970.

HON. ALAN BIBLE,
*Chairman, Park Committee, Subcommittee of the Senate, Interior and Insular
 Affairs Committee, 3106 New Senate Office Building, Washington, D.C.*

DEAR CHAIRMAN BIBLE: I wish to take this opportunity to express to you our interest in the passage of the Voyageurs National Park Bill, with the increase in population the need for areas for recreation are so obvious, and needed by the people that I do not feel that I have to detail the long involved explanations and reasons why such a park bill should be past.

Needless to say, the vast majority of the people that I deal with, are in favor of the passage of the Voyageurs National Park bill. Because I can not personally be present in Washington to express my approval on this matter, I would appreciate it if you include this letter in the Voyageurs National Park Hearing record.

With best regards, I remain,

Sincerely yours,

CLINTON W. WYANT,
Eighth District DFL Chairman.

NORTHERN ENVIRONMENTAL COUNCIL,
 December 3, 1970.

HON. ALAN BIBLE,
*Chairman, Parks Subcommittee, Interior and Insular Affairs Committee, 3106
 New Senate Office Building, Washington, D.C.*

DEAR SENATOR BIBLE: The Northern Environmental Council, an affiliation of 29 conservation-minded organizations in the western Great Lakes area, wishes to reaffirm its wholehearted support for the early establishment of the Voyageur's National Park in Northern Minnesota. We endorse the concept of controlled growth and development that National Park status will give the lakes and open spaces of the Kabetogama area and environs, and we strongly urge that the Senate Parks Subcommittee act favorable on the Voyageur's bill at the earliest possible date.

Please accept this letter as part of the official Voyageur's Park hearing record.

Sincerely,

PAUL W. LUKENS, Jr.,
Chairman.

INTERNATIONAL FALLS, MINN., December 2, 1970.

The Honorable ALAN BIBLE,
*Chairman, Park Committee, Subcommittee of the Senate, Interior and Insular
 Affairs Committee, 3106 New Senate Office Building, Washington, D.C.*

DEAR SIR: I am writing to express my support for the establishment of the proposed Voyageurs National Park on the Kabetogama Peninsula.

As a resident of the International Falls area for the past 12 years I have come to know the region involved fairly well and believe it is sufficiently excellent to be set aside as a National Park. Future generations have the right to see this area as it is, not as it would be if it were developed privately.

Please include this letter in the Voyageurs National Park hearing record.

Sincerely,

ROGER GEDDES.

CATHCART & MAXFIELD INC.,
St. Paul, Minn., December 3, 1970.

The Honorable ALAN BIBLE,
Chairman, Parks Committee, Subcommittee of the Senate, Interior and Insular
Affairs Committee, 3106 New Senate Office Building, Washington, D.C.

DEAR SENATOR BIBLE: The individuals of our office who have attached their
signature to this letter wish to wholeheartedly support the endorsement of the
Voyageurs National Park Association for the establishment of this U.S. Park
in the State of Minnesota.

Please include this letter in the Voyageurs National Park hearing record.

Yours very truly,

JAMES D. ANDERSON, *President,*
GEO. C. MAXWELL, *Vice President,*
ROBERT J. LENNON, *Assistant Secretary.*

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