



BWCAW

*The Recent Events
That Have Shaped
The Boundary Waters
Canoe Area Wilderness*

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USDA FOREST SERVICE



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Table of Contents

Executive Summary	3
Introduction	5
Recreational Issues	7
Natural Resource Management Issues	21
Conclusion	27
Appendix	28



EXECUTIVE SUMMARY

There has always been, and there will likely always be, controversy over the management of the Boundary Waters Canoe Area Wilderness (BWCAW). Everyone agrees that the BWCAW is a unique natural resource and they love it. The controversy arises because they love it for different reasons.

The issues debated focus on recreational and natural resource uses. In the past, the major issues were the use of motorboats, the number of motorboats, motorized portages, the size of motors, the use of snowmobiles, location of resorts, harvesting of timber, mining of minerals, and the maintenance of dams. Discussions today involve the number of visitors and the size of groups; along with the use of motorboats, the number of motorboats, the use of snowmobiles for trail grooming, and the use of mechanical portages.

The Boundary Waters Canoe Area Wilderness Act, PL-95-495, of 1978 sought to finally resolve many of these recurring issues. The act was debated in Congress for three years. The Congressional deadlock was finally broken when a representative of the local people and a representative from the environmental groups met in a marathon negotiating session and reached a compromise agreement.



The wilderness contains many thousand portage-linked lakes.

EXECUTIVE SUMMARY

The act produced many changes in how the BWCAW was used. It provided for the gradual phase out of some activities, and established measures to compensate for the loss of others. All implementation measures, except the temporary motorboat use on one lake, were completed between 1980 and 1990. The table lists the measures that required federal funds for implementation.

MN Office of Tourism Photo



BWCA Wilderness Implementation Funding

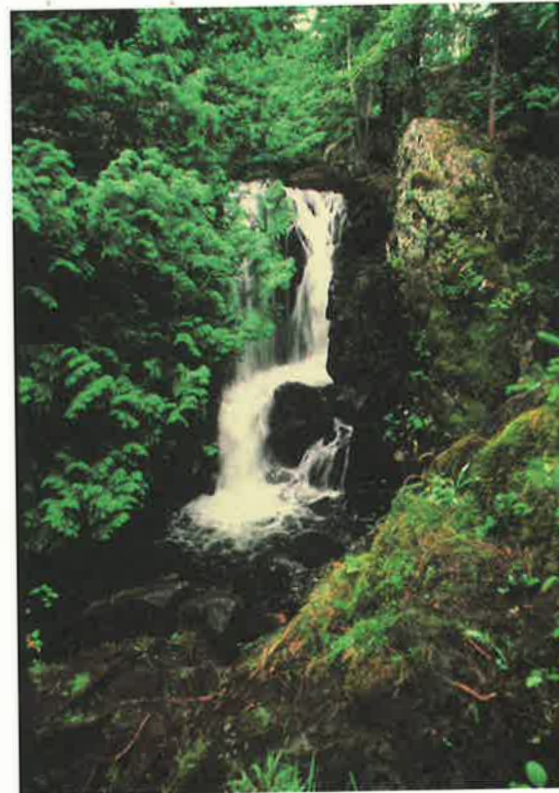
Measure	Total Federal Funding Dollars
Recreation Measures	
Resort, Private Land Purchases	13,554,000
Recreation Construction	1,593,000
Assistance to Resorts	1,040,000
Assistance to Communities	860,000
Subtotal	17,047,000
Resource Management Measures	
Federal Timber Intensification	31,508,000
State Timber Intensification	31,960,000
Timber Sale Contract Settlement	1,550,000
Timber Research Projects	1,350,000
Fall Lake Dam Reconstruction	470,000
Timber Sale Area Restoration	125,000
Timber Research Contracts	125,000
Subtotal	67,088,000
Grand Total	84,135,000

The enactment of the Boundary Waters Canoe Area Wilderness Act was a major step in resolving some of the issues surrounding the management of the area.

INTRODUCTION

The Boundary Waters Canoe Area Wilderness (BWCAW), in northeastern Minnesota's Superior National Forest, is part of the National Wilderness Preservation System. Over one million acres in size, the BWCAW extends nearly 150 miles along the Canadian border adjacent to the Quetico Provincial Park. This wilderness contains several thousand portage-linked lakes and streams, interspersed with islands, forests, and crags. The BWCAW has no piped water, prepared shelters, or signs to point the way. These unique features allow today's visitors to canoe, portage, and camp in the spirit of the French voyageurs of 200 years ago.

The Wilderness Act of 1964 incorporated the Boundary Waters Canoe Area into the National Wilderness System. Public Law 95-495 established the Boundary Waters Canoe Area as wilderness, and renamed it the Boundary Waters Canoe Area Wilderness. The purpose of the 1978 act was to protect, enhance, and preserve the natural values of the lakes, waterways, and associated forests of the area, and for the orderly public use of the wilderness while at the same time protecting the special qualities of the area as a major aesthetic, cultural, scientific, recreational, and educational value to the Nation.



MN Office of Tourism Photo

There are over a million acres of water, wildlife, rock, and trees.

INTRODUCTION

USDA Forest Service Photo



The BWCAW was established in 1978 after three years of Congressional debate, and only after the environmental and local user groups negotiated a compromise agreement during a three-day marathon session. The BWCAW has always been an area whose use has been hotly contested. The 1978 act was intended to resolve many of the issues once and for all. It contained solutions to the recreation issues of resort location, recreational opportunities, motorboat use, snowmobile use, and motorized portages; and resource management issues of timber harvesting, mining, and dams. An implementation period from 1980-1990 was used to gradually phase out some activities, and established measures to compensate for the loss of others. The Forest Service, as the agency responsible for the management of the BWCAW, has attempted to manage the area in the best way possible, as mandated by the 1964 and 1978 wilderness acts.

This report summarizes the actions taken during the implementation period. Eight major issue areas are discussed. Each section contains information on the history of the issue, content of the act, and actions taken.

BWCAW RESORTS

History

- The BWCAW has a 80-year history of recreational use. This area became one of the first parts of Minnesota extensively served by resorts. The 1920s and 1930s ushered in a period of rapid growth in the resort industry as Minnesota enjoyed popularity on the nation-wide resort recreation market.
- The construction of remote resorts serviced by airplanes began in the early years after World War II. By 1948, a total of 41 resorts was built in the interior of the BWCAW. And in early 1949, Ely, Minnesota became the largest fresh water seaplane base on the continent.
- The Izaak Walton League of America (IWLA) saw the extensive resort development changing the wilderness qualities of the BWCAW. They established an endowment to raise funds for the purchase of private tracts that were then sold to the Forest Service. The IWLA land acquisition continued until 1961, working in close cooperation with the Forest Service.
- In 1948, Congress followed the lead of the IWLA and passed the Thye-Blatnik Act that accomplished on a large scale the acquisition efforts begun privately by the IWLA endowment. It accelerated the purchase of resorts and other private property. The Thye-Blatnik Act was amended in 1956, 1961, and 1976 to cover the entire BWCAW, authorize full condemnation authority, and increase funding authorization. The bulk of the acquisitions occurred during the 20-year period of 1948-68. Over 26,000 acres of private lands were purchased on 350 separate tracts, including 45 resorts at a total cost of \$4,100,000.



The BWCAW has always been a haven for water-based recreation.

- In 1949, President Truman established an airspace reservation over the BWCAW by executive order. The airspace reservation prevented the landing of airplanes in the BWCAW by the general public and private landowners, a fact that prompted more landowners to consider the sale of their property.
- The growth of the Minnesota resort industry revived immediately following World War II, but it began to decline by the end of the 1950s because of competition

and changing recreation patterns. By the mid-1970s, the Minnesota resort industry found itself in a critical transition. From 1967-1975 an average of 100 resorts per year had closed. The industry had retained much of its 1930s flavor, and although the industry had upgraded the quality of facilities and recreational offerings, it was not fast enough to keep up with the competition.

Provisions of the Act

Section 5 of the act contains three major provisions on purchasing resorts:

1. Owners of qualifying resorts in commercial operation at any time between 1975-77, and which are located on 15 listed lakes on or near the boundary of the BWCAW, may require, prior to September 30, 1985, purchase of their resort by the federal government at fair market value.
2. An owner of such a resort may retain buildings and lands up to three acres for personal use as a residence. (The value of this property was deducted from the purchase price.)
3. On any listed lake where the federal government has been required to purchase a resort, any privately-owned lands offered for sale must first be offered to the federal government. This right of first refusal shall not apply to a change in ownership of a property within an immediate family.

Section 7 of the act extends the authorities of the Thye-Blatnik Act to all lands and waters that are within the wilderness, and authorizes appropriations to carry it out.

Section 8 of the act adopts the provisions of Executive Order establishing the airspace reservation over the BWCAW.

Section 19 of the act authorizes two activities to assist remaining resorts:

1. Provides technical and financial assistance to resorts in commercial operation in 1975-1977, and to outfitters in commercial operation in 1977 within the mining protection area or on the lakes listed in Section 5.
2. Establishes a three-year Minnesota Extension Service program to provide educational and technical assistance to businesses and communities aimed at improving economic opportunities for tourism and recreation in a manner complimentary to the management of the wilderness.

Actions Taken

- The Forest Service purchased 28 resorts and 677 acres of adjacent land at a total cost of \$9,391,000. In addition to the actual price of the resort, the Forest Service was required to pay relocation costs, up to \$15,000 for residential relocation and up to \$10,000 for business relocation. The total cost of relocation expenses was \$213,000.
- There are no longer any resorts within the wilderness, but there are resorts remaining on some of the 15 boundary lakes listed in the act. The owners either withdrew their offer to sell the property, rejected the amount offered by the Forest Service, did not qualify, or elected not to participate.
- Nearly all the purchased resort buildings have been dismantled or removed. Exceptions to this practice are portions of three resorts held by the Forest Service for administrative use. Two resorts on Fall Lake are now operated as the Disabled Veterans Wilderness Retreat. The University of Minnesota-Duluth operates one as a center for outdoor education activities. The Girl Scouts of America is using one as a base of operation.
- The Forest Service purchased 20 parcels of land from private landowners. A total of 6,340 acres were purchased for \$3,000,000. There are still about six private landowners owning approximately 420 acres within the BWCAW. The Forest Service is in contact with them periodically to determine if they have changed their mind about selling. Their land is not developed.
- Two different types of financial assistance were available to resorts and outfitters through Fiscal Year 1982. Priority I grants of \$2,500 were awarded to 49 qualifying resorts and outfitters. A total of \$123,000 was granted to these businesses for conversion from powerboat to canoe operations, trading down to smaller boats, improving resort facilities, advertising, and other similar uses. Priority II grants were grant equity awards to be accompanied by loans for upgrading qualifying resort and outfitter businesses. These grants were limited to 25 percent of the applicant's total project costs up to a maximum of \$50,000. These monies were used for expansion, new equipment and facilities, improved water and sewer systems, or other capital investments. During the course of the grant equity award program, 35 businesses received a total of \$917,000 in grants from the Forest Service. It provided the seed money for an additional \$2,750,000 in non-federal matching loans. The total for Priority I and II grants was \$1,040,000. The entire amount invested in the 51 businesses was \$3,790,000.

- The technical assistance program to businesses and communities lasted from September 1979 until September 1982. Eight major program thrusts were initiated during that time. Federal expenditures through the Forest Service for this program totaled \$860,000. The Minnesota Extension Service provided the assistance on the eight projects.

1. Needs Assessment: Found that BWCAW-edge firms serve the major functions of providing access into the BWCAW and housing for the visitors, and provide a significant amount of sales and employment to the area. It also found that the tourism industry in the area had stagnated.

2. Educational and Technical Assistance to Communities: Projects under this broad category included cross-country ski-through packages; construction of new visitor centers at Cook, Tower, and Grand Marais; winter recreation in the region; and helping communities develop a tourism theme.

3. Educational/Technical Assistance to Firm Managers: This three prong approach included existing Minnesota Extension Service educational/technical assistance programs, 65 seminars or group meetings on specific management topics, and 152 direct consultations with firm managers.

4. Community Grants for Marketing Programs: Over \$500,000 in grants were awarded to Crane Lake, Ely, Grand Marais, Tower, Cook, and Lutsen-Tofte for tourism promotion-related activities.

5. Marketing Assistance Programs: Assisted firms to identify markets, target advertising, and develop promotions. Examples of these efforts include: a regional marketing program called "Minnesota's Border Country," established a toll-free phone information system, a package tour demonstration project, and special grants to communities and recreation associations.

6. Special Projects and Reports: The Extension Service team developed reports on Ely's tourism impact, a study on the economic effects of the closing of Canadian customs stations near Ely, implication of the resort purchase program, economic impacts of a 10 percent reduction in BWCAW entry permits, and a feasibility study of using tax levies for area promotional purposes.

7. Applied Research: The Extension Service team also conducted applied research on current BWCAW guests, BWCAW market potential in the midwest, promotional efficacy of sports and travel shows, second home properties, and BWCAW-edge hotel and motel guest markets.

8. Communication Flows: An objective that was a thread throughout the Extension Service program was building of communications and information flow among various parties that dealt with the BWCAW and surrounding area.

INCREASED RECREATIONAL OPPORTUNITIES

History

Opponents of the establishment of the BWCAW as a wilderness claimed that increasing restrictions on the use of the BWCAW would diminish the recreational opportunities available—especially for the elderly and handicapped.

MN Office of Tourism Photo



People power is the only means of portaging canoes between lakes in most of the BWCAW.

Provisions of the Act

Section 18 of the act calls for four main thrusts for expansion of dispersed outdoor recreation opportunities and improved wilderness experience for everyone.

1. Develop additional snowmobile trails, remote campsites on lightly developed lakes, and lake access sites and parking facilities outside the BWCAW to provide motorized recreational experiences similar to those previously available in the BWCAW.
2. Development of new hiking, backpacking, and cross-country ski trails inside the BWCAW and on appropriate adjacent federal lands outside the wilderness. Consideration should be given to locating portions of the system near existing resorts on the perimeter of the wilderness to provide additional outdoor recreation opportunities to resort guests.
3. Develop an educational program for wilderness users that will assist them in understanding the purpose, value, and appropriate use of wilderness lands and the functioning of natural ecosystems in wilderness.
4. Develop a program in cooperation with the State of Minnesota and other groups to provide opportunities for a wide range of outdoor experiences for disabled persons.

Actions Taken

- The Forest Service accelerated recreation construction on the Superior National Forest from 1980 through 1987. A total of \$1,593,000 was spent and the following facilities were constructed:

Recreation Construction on the Superior National Forest Fiscal Years 1980-1987

Facility	Unit	Total Accomplished
Boat Access	Number	12
Trailheads	Number	16
Dispersed Campsites	Number	110
Trail Construction*	Miles	249

* Trail construction includes trails outside and within the BWCAW.

- The Forest Service has implemented a visitor education program. Its purpose is to protect the resource from thousands of visitors while helping each visitor get the maximum benefit from his/her trip to the wilderness. This is accomplished through contacts with wilderness visitors long before the trip begins and immediately prior to the trip.
- The Forest Service program for visitors with disabilities has been compiled in a visitors' guide. The Forest Service has worked closely with nonprofit organizations to develop and implement the program. It has devised campsite accessibility standards to aid persons in wheelchairs or with other mobility impairments. Several routes containing lakes with campsites that are on gentle terrain have been



MN Office of Tourism Photo

The BWCAW can be enjoyed by anyone willing to venture forth.

located. The philosophy of the program is that although all people have physical limitations of some kind related to age, physical condition, temporary impairment, or various levels of permanent physical disability, the limits that deny access to wilderness recreation can be self-imposed or society-imposed and need not preclude experiencing the wilderness on its own terms.

- The Disabled Veterans Wilderness Retreat began operation in 1983 using the facilities of the former Sunny Dene and Squaw Bay Resorts. Aided by grants of \$125,000 from the federal government and \$250,000 from the Iron Range Resources and Rehabilitation Board, the resort buildings were modified to meet the special access requirements of individuals with disabilities.

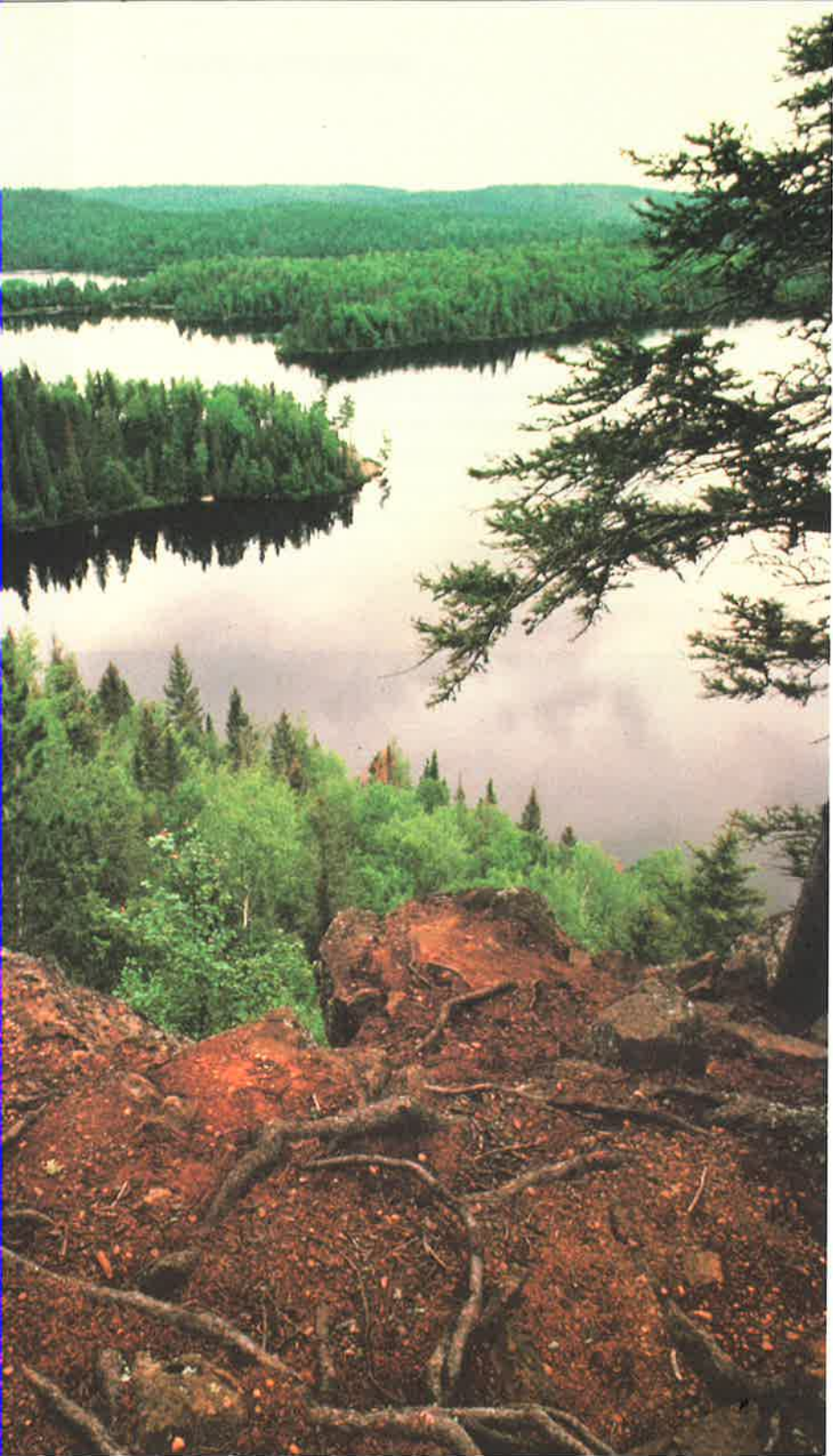
MOTORBOATS & TOWBOATS

History

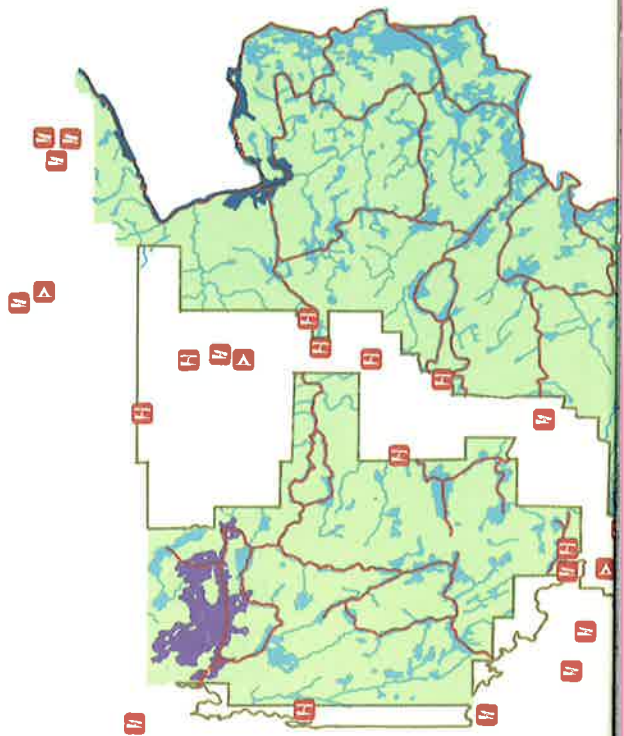
- Motorboats were used in the BWCAW as early as 1922.
- Conflict between motorboat users and canoeists was minimal for many years because visitor use was low. Regulation of motorboat use appeared unnecessary, consequently motorboat use in the BWCAW became well established.
- Motorboat camping grew in the 1940s and accelerated in the 1950s when new, lighter boats and improved motors and equipment allowed people to travel further into the BWCAW.
- The first regulation of motorboat use occurred in 1948, when the Forest Service management plan for the BWCAW called for motorboats to be restricted to areas where their use was well established.
- The first national wilderness bill, introduced by Senator Hubert H. Humphrey in 1956, included the BWCAW. Humphrey received strong criticism of his bill from north-eastern Minnesota because of possible curtailment of logging and motorboat use in the area. After hearings in Minnesota, he introduced a new version of the bill, which became law in 1964, with a special BWCAW provision that stated: "nothing in this act shall preclude the continuance within the area of any already established use of motorboats."
- During the mid-1960s through mid-1970s several different plans to manage motorboat use were proposed, debated, and used. Motorboat use was a hotly debated issue in the drafting of the BWCAW Act. The issue was finally resolved by the Dayton-Walls Compromise that reduced motorboat use from the pre-act level of 60 percent of the water surface to 33 percent immediately after signing, and to 24 percent after 20 years.



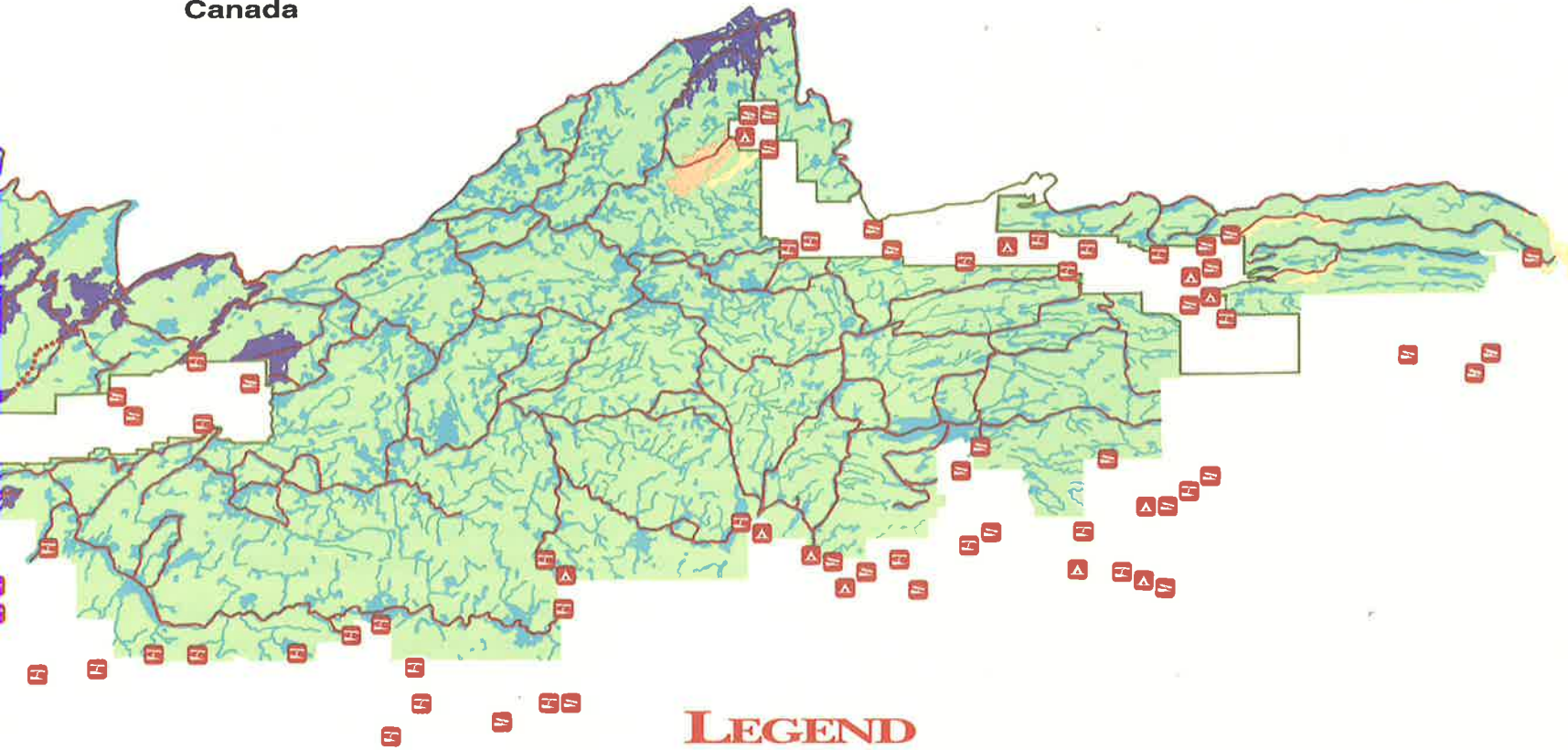
Motorboats provide an alternative means of access to the BWCAW.



BWCAW




Canada





LEGEND


 Boundary Waters Canoe Area Wilderness


 Mining Protection Area Boundary


 Boat Launching Site with Ramp

 Boat Launching Site (Carry Down)


 Canoe Routes

 Recreation Site with Camping Facilities


 Motorized Portages

 No Horsepower Limit—permanent

 10 Horsepower Limit—permanent

 10 Horsepower Limit—temporary until January 1, 1999

 25 Horsepower Limit—permanent

 (All other lakes or portions of lakes within the Wilderness are paddle only.)

Provisions of the Act

Section 4 of the act repealed section 4(d)(5) of the Wilderness Act of 1964 and prohibited motorboats within the wilderness except for the following:

1. There is no limit on horsepower (hp) of motors or the use of mechanical portages on all or portions of three lakes and a portion of one river on the Canadian border.
2. A permanent 25 hp motor use on all or portions of 11 lakes on or near the boundary of the BWCAW.
3. If they were registered with the Forest Service, the 25 hp motor limit did not apply to towboats until January 1, 1984 on four of the eleven lakes mentioned above.
4. A temporary 25 hp motor use was allowed until January 1, 1984 on Birch Lake and a small portion of Basswood Lake along the international boundary.
5. A permanent 10 hp motor use on all or portions of seven lakes near the boundary on the eastern part of the area.
6. A temporary use of 10 hp motors was permitted until January 1, 1984 on portions of two rivers and three lakes.
7. A temporary 10 hp use until January 1, 1999 on the portion of Sea Gull Lake west of Threemile Island.
8. A temporary 10 hp use on Brule Lake in Cook County until January 1, 1994, or until the termination of operation of any resort adjacent to Brule Lake.

9. Develop entry point quotas for use of motorboats based on the size, configuration, and the amount of use on the lake. The quota for any one year must not exceed the average actual annual motorboat use of calendar years 1976-1978. Each homeowner and his/her guests and each resort owner and his/her guests on a lake shall have access to that lake, and their use shall not be counted as part of that lake's quota.

Actions Taken

- The lakes and rivers designated for temporary 10 and 25 hp motor use until January 1, 1984 were all changed to canoe only lakes on that date.
- The temporary 10 hp motor use on Brule Lake ended in February, 1986 when the resort operation ended.
- The 20-year phase out for 10 hp motors on Sea Gull Lake is the longest and last phase out provision of the act to take effect.
- Towboats are still used in the BWCAW. Towboat operators reduced their motor to the maximum of 25 hp or 10 hp on January 1, 1984. The issue of towboats is part of discussion on the new management plan for the BWCAW, should they be allowed and if so how many?
- Development of the motorboat quotas was one of the most difficult tasks the Forest Service went through in implementing the act. The major problem was the calculation of an accurate average actual annual motorboat use during the period of 1976-1978. After a great deal of work, a final day-use and overnight-use quota for each entry point was determined. Towboats are currently considered part of the quota for each entry point.

SNOWMOBILES

History

- The first snowmobile came to the BWCAW about 1950.
- The use of snowmobiles in the BWCAW was hotly debated throughout the 1960s and 1970s.
- In 1964, the Selke Committee recommended prohibition of snowmobiles to Secretary of Agriculture Orville Freeman and he agreed.
- In 1965, the Forest Service proposed snowmobile use on all motorboat routes.
- In 1972, President Nixon signed an Executive Order prohibiting off-road vehicles within designated wilderness areas. The Forest Service proposed to ban snowmobiles prior to the 1974-1975 winter season but after strong local objection permitted one more year of use pending appeals to the Secretary of Agriculture.
- On September 8, 1976, Secretary of Agriculture Earl Butz imposed the ban amid angry local reactions, some of which threatened to intentionally set forest fires.
- A lawsuit was filed to obtain an injunction enjoining enforcement of the ban. The U.S. District Court ruled against the lawsuit on January 18, 1977.
- On January 14, 1978, an estimated 300-350 snowmobiles were driven from Lake Vermilion to Trout Lake within the BWCAW as a protest against snowmobile restrictions. Forest Service enforcement officials ticketed 15 snowmobilers for violating snowmobile regulations and all were found guilty in federal district court.



In the 1950s and 1960s, snowmobiles provided winter access to the BWCAW.

Provisions of the Act

Section 4(e) of the act prohibited the use of snowmobiles except:

1. On a permanent basis on two overland portages for Canadian cabin access.
2. On three other routes until January 1, 1984.
3. On special-use permits for grooming of cross-country ski trails within the wilderness by snowmobiles near existing resorts.

Actions Taken

- The Forest Service terminated the three temporary snowmobile routes on January 1, 1984.
- Presently there are two permits issued for snowmobile grooming of cross-country ski trails near resorts. This is an issue being discussed in the latest BWCAW Management Plan.



MN-DNR Photo

The Superior National Forest developed new snowmobile trails outside the BWCAW to compensate for the loss of trails within the BWCAW.

MOTORIZED PORTAGES

History

- The first motorized/mechanical portages in the BWCAW began as railroad logging portages. Four Mile Portage was built in 1898-1901, and by 1910, it had transported 300,000,000 board feet of timber from the Basswood Lake area to Fall Lake.
- Prairie Portage was built in 1902 to transport logs by rail, and other railroad portages were built in 1912 and 1920. The latter portages used dollies pulled by cables, not locomotives, to transport boats.
- The first portage using a truck to transport boats was built by a resort owner in 1938.
- Rails from the early logging portages were later removed, and the portages upgraded so trucks could be used to transport boats.



Logs and boats were transported by rail on motorized portages until truck roads replaced them.

Provisions of the Act

Section 4 (d) and (g) of the act identifies the motorized portages that will remain open and those that will close after January 1, 1984 to motor vehicle use.

1. Motorized portages will remain open between lakes and rivers with unlimited motor size. This is Beatty and Loon Falls portages in the western edge of the the BWCAW.
2. Four Mile Portage, Prairie Portage, and the portage between Lake Vermilion and Trout Lake are to remain open to motor vehicles until January 1, 1984. Motor vehicles can no longer be used on these portages after that date unless the Secretary of Agriculture determines that there is no feasible non-motorized means to transport boats across them.

Actions Taken

- The Department of Agriculture allowed the use of motorized portages to continue after January 1, 1984 because a test of nonmotorized transport failed.
- Environmental groups took the decision to court, and on July 12, 1993, the U.S. Supreme Court let stand a lower court ruling that required the portages to be closed to motor vehicles.
- The three commercial portage operators on Four Mile Portage, Prairie Portage, and Lake Vermilion to Trout Lake Portage were offered a one-year extension of their permit to operate a nonmotorized mechanical portage. Only the operator at Prairie Portage remains open by the use of portage wheels pushed by people.
- The Forest Service is in the process of completing an assessment to determine the need for future commercial operation of portages.

TIMBER HARVESTING AND MANAGEMENT

History

- Logging in the BWCAW began about 1895 in the era of big pine logging. Rafting and stream driving moved the logs from the interior to the mills or railheads at the periphery. Several railroad portages like Four Mile Portage and Prairie Portage transported logs between lakes. By 1930, approximately 25 percent of the area had been harvested for lumber.
- After a break during the Depression and World War II, logging resumed in earnest around 1948. The primary product was pulpwood from jack pine and black spruce forests. The method of harvest was to clear-cut the tracts and haul the logs out by trucks over gravel haul roads. From 1948-72 another quarter of the BWCAW was logged in this manner.
- The 1948 Management Plan for the BWCAW designated 362,000 acres as a no-cut zone along and adjacent to the Canadian border. This zone was in addition to the 400-foot strip of land around water bodies protected under the Shipstead-Newton-Nolan Act. The remaining majority of BWCAW was managed as a "Portal Zone" where logging was permitted.
- Conflicts over logging increased as clear-cutting neared canoe routes. In 1964, the Forest Service was accused of violating the Shipstead-Newton-Nolan Act, but was later found to be not in violation by the Inspector General.



Red and white pine logs floated to a sawmill for processing.



Millions of seedlings were produced in nurseries to replace the forest land lost from harvesting in the BWCAW.

- A logging road was discovered across the middle of long and narrow Finn Lake. Finn Lake became a rallying point for environmentalists, and *Naturalist* magazine published a 12-page photo story on the road.
- In 1964, a major portion of the Selke Committee's recommendations dealt with timber management, but the committee recommended that logging in the BWCAW continue because timber harvesting as a crop was necessary in the management of the BWCAW outside the no-cut zone. It also recommended adding 150,000 acres to the no-cut zone along prime canoe routes and old-growth pine areas.
- In November, 1972, litigation halted logging on seven active timber sales pending the development of a new management plan by the Forest Service. The new management plan called for continued logging in the BWCAW, and new litigation began. In August, 1976, the injunction against logging was lifted, but no logging occurred due to a moratorium negotiated among the Forest Service, the timber companies, and Congressman James Oberstar in order to give Congress time to act.

Provisions of the Act

Section 6 of the act terminated timber harvesting in the BWCAW and intensified forest management outside the BWCAW boundaries to compensate for elimination of harvesting within the BWCAW. Actions included:

1. Termination of all existing logging contracts within one year of passage. The one-year period was to allow for completion of contracts and restoration of logging sites.
2. Immediately after passage, terminate all logging of virgin forest areas.
3. Compensation of terminated timber sale contracts with substitute timber or financial reimbursement.
4. Timber intensification practices on National Forest lands outside the BWCAW, funded with \$8,000,000 annually through 1990.
5. Development of timber resources on state, county, and private lands by an annual \$3,000,000 grant to the State of Minnesota through 1990, with the federal share not to exceed 80 percent of the total cost.

Actions Taken

The timber intensification programs constituted the major portion of the BWCAW appropriations during the 10-year implementation period.

**Funds Spent on Timber Intensification
Fiscal Years 1980-1990**

Total for Fiscal Years	Chippewa & Superior National Forests* \$	Grant to State of Minnesota \$	State Funds \$
1980-1990	31,508,000	31,960,000	8,237,000

*Fiscal Year 1987 was the last year of BWCAW timber intensification funding to the national forests.

**National Forest Timber Intensification Accomplishments
Intensification Practices**

Total for Fiscal Years	Reforestation Acres	Timber Stand Improvement Acres	Road Construction Miles	Road Resurfacing Miles
1980-1987	23,500	16,700	250	290

**State, County, and Private Timber
Intensification Accomplishments
Fiscal Years 1980-1990**

Program Element	Unit	State	County	Private	Total
1. Reforestation	Acres	154,700	48,200	16,700	219,600
2. Timber Stand Improvement	Acres	61,900	8,100	3,700	73,700
3. Seedlings Shipped	Millions	208.5			208.5
4. Bridges Repaired	Number	24			24
5. Road Reconstruction & Maintenance	Miles	9,770		670	10,440
6. Road Construction	Miles	90			90
7. State and County Forest Inventory	Acres Thousands				6,130
8. Forest Resource Planning					
a. Statewide Plan	Percent				100
b. Unit Plans	Number				11
9. Marketing & Utilization Assistance Private	MM Cu.Ft.			28.2	28.2
10. General Mgmt. Assistance Private	Acres			132,700	132,700

- Sale area restoration was completed on four sales at a cost of \$125,000, and the other three were able to recover by natural rehabilitation.
- All seven purchasers of timber sales chose compensation payments totaling \$1,550,000 rather than substitute timber.
- Logging on federal lands stopped immediately upon enactment and all seven existing federal timber contracts were terminated before October 1, 1979.
- Research projects and studies were conducted to assist with the act directive to “expedite the intensification of resource management including emphasis on softwood timber production and hardwood utilization.” Research projects and studies included two contract studies with regional development commissions, five research projects conducted by the Forest Service Forest Products Laboratory, and 27 research projects conducted by the North Central Forest Experiment Station. The two studies completed by Regional Development Commissions cost \$125,000. The Forest Products Laboratory and the North Central Forest Experiment Station split appropriations totaling \$1,350,000 over a four-year period.

MINING

History

- Interest in minerals drew many people to northeastern Minnesota in the 1800s, and opened up the BWCAW area with trail, road, and rail transportation from the south. Most of the early mineral activity in the BWCAW was prospecting or small shallow pit extractions. Gold, silver, and iron were the major metals of interest.
- All legislative proposals to establish the BWCAW contained provisions to severely limit or prohibit mining of federal minerals. The real controversy surrounding the mining issue centered on establishment of the BWCAW Mining Protection Area along the three road access corridors adjacent to the BWCAW.
- The Mining Protection Area developed out of Congressional debate over the National Recreation Area (NRA). The NRA included large portions of the BWCAW and additional peripheral areas including the Fernberg Road corridor, half of the Echo Trail corridor, and half of the Gunflint Trail corridor. Later versions of the NRA contained a model zoning code and condemnation authority for NRA property that did not meet the zoning code. The furor over the NRA zoning authority caused it to be removed during full committee mark-up. A further concession came in June when the House removed the NRA entirely just before floor passage and replaced it with the Mining Protection Area on the portion of the NRA outside the BWCAW along the three road access corridors to the BWCAW. This area contains approximately 222,000 acres.

Provisions of the Act

Section 11 contains provisions for both the BWCAW and the Mining Protection Area.

1. No federal permits, leases, authorities, or properties may be used in the exploration for or mining of minerals.
2. The federal government is authorized to acquire mineral rights other than those owned by the federal or state governments within the BWCAW and the Mining Protection Area through donation, purchase, exchange, or eminent domain.

Actions Taken

Through donation and some purchase, the federal or state government owns the majority of all the mineral rights in the BWCAW. Private holdings of outstanding mineral rights in the BWCAW are small and widely scattered. Minnesota has a tax on mineral rights. Many people who once owned mineral rights in the BWCAW have not paid these taxes, so mineral rights have reverted to the State of Minnesota. Mining within the BWCAW and the Mining Protection Area has become less of a concern.

DAMS

History

- The first dams in the BWCAW were built during the early logging period to aid in river driving of logs.
- A number of plans surfaced in the 1920s to use the waterways of the area for hydroelectric power development. The most famous hydroelectric dam proposal was by Edward Wellington Backus of the Fort Frances Pulp and Paper Company in 1920. He planned to construct a series of dams along the border lakes for power and storage of waters. Congress passed the Shipstead-Newton-Nolan Act in 1930 in response to Backus's plan. This legislation prohibited the alteration of natural water levels in the roadless areas of the Superior National Forest, with the exception of small logging dams.
- The Forest Service plans for nearly 50 old and deteriorating logging dams called for letting them disintegrate and not replacing them except where replacement would maintain adequate water levels for canoe travel and was justified by public benefits.
- The Prairie Portage Dam was of special interest. This old logging dam was built in 1902 and repaired several times by additional construction in the 1930s and 1940s. The dam failed in 1968, dropping water levels on the Moose Lake Chain and causing difficulty in floating watercraft through the narrows between Moose Lake and Newfound Lake. In 1974, the Forest Service issued a plan and environmental impact statement calling for construction of a permanent concrete dam. The 120-foot long and 13-foot high dam was constructed in 1975.



USDA Forest Service Photo

Prairie Portage Dam before 1968 failure.

Provisions of the Act

Section 13 of the act contains instructions for management of the dams in the BWCAW.

1. Maintain the Prairie Portage Dam.
2. Maintain old logging dams only when such structures are necessary to protect wilderness values or public safety.

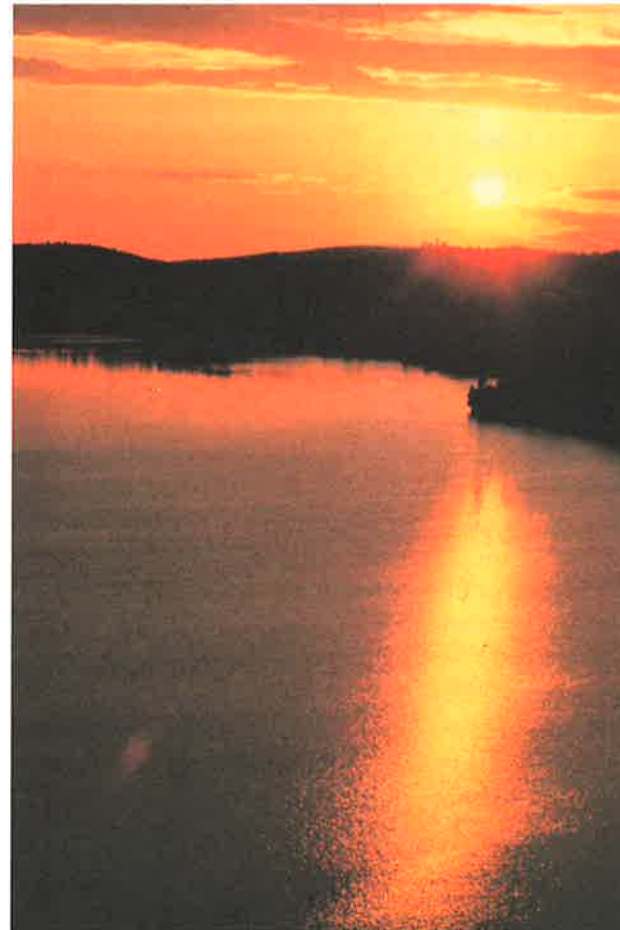
Actions Taken

- The Forest Service is maintaining the Prairie Portage and Fall Lake dams in the BWCAW.
- The remaining old logging dams are not maintained and are deteriorating naturally.

CONCLUSION

The BWCAW is visited by more than 200,000 people annually, making it the most heavily-used wilderness area in the country and complicating the Forest Service job of balancing the recreational use and wilderness values of the area.

The implementation of the BWCA Wilderness Act has resolved some of the issues concerning the management of the BWCAW while others remain unresolved. The act moved the BWCAW in an orderly process from an area producing timber products and multiple forms of recreation to an area producing primarily wilderness recreation opportunities. It reduced or eliminated the activities most detrimental to the wilderness experience and compensated for their loss to the local community. It enhanced the recreational opportunities for those activities most supportive to the wilderness experience. The implementation portion of the act has been successfully completed. The future management of the BWCAW remains an issue for debate.



MN Office of Tourism Photo

The future management of the BWCAW remains an issue for debate.

Appendix

This is a chronology of the major federal legislative actions and key committees that led to the designation of the Boundary Waters Canoe Area Wilderness and Boundary Waters Canoe Area Mining Protection Area in October, 1978.

1. Shipstead-Newton-Nolan Act—1930

This legislation prohibited the alteration of natural water levels (except by small logging dams) and prohibited logging within 400 feet of lakeshores and waterways in Superior, Little Indian Sioux, and Caribou roadless areas of the Superior National Forest.

2. Thye-Blatnik Act—1948

Authorized the acquisition of privately-held lands in the roadless areas in the Superior National Forest. The maximum appropriation amount and the authority of the act were expanded by amendments in 1956, 1961, and 1976.

3. Executive Order 10092—1949

Established an airspace reservation up to an elevation of 4,000 feet effective January 1, 1951 for the general public and January 1, 1952 for private landowners in the roadless areas of the Superior National Forest.

4. Wilderness Act—1964

The act included the Superior National Forest roadless areas and renamed the Boundary Waters Canoe Area in 1958 as a unit of the wilderness system.

5. Selke Committee—1964

Established by the Secretary of Agriculture at the request of Minnesota Congressman John Blatnik and Senators Hubert Humphrey and Eugene McCarthy in response to mounting controversy over the management of the BWCAW. The Boundary Waters Canoe Area Review Committee (Selke Committee) made recommendations on motorboats, snowmobiles, mechanical portages, and logging within the BWCAW, some of which became part of the BWCA Wilderness Act.

6. Boundary Waters Canoe Area Wilderness Act—1978

The Congressional debate from 1975 through 1978 on the BWCA Wilderness Act led to a number of legislative proposals dealing with the major issues concerning the area. Congressmen James Oberstar (D-MN), Donald Fraser (D-MN), Phillip Burton (D-CA), and Bruce Vento (D-MN) were all authors of different pieces of legislation in the House. Senators Wendel Anderson (D-MN), Hubert Humphrey (D-MN), and James Abourezk (D-SD) were most important in moving it through the Senate. It took a compromise agreement between two citizen groups developed during a marathon negotiating session to break the Congressional deadlock over the BWCAW. The Dayton-Walls Compromise was negotiated by Charles Dayton, a representative of the environmental group, "Friends of the Boundary Waters Wilderness," and Ron Walls, a representative of the users group, "Boundary Waters Conservation Alliance." Senator Anderson incorporated the components of the compromise into the final BWCA Wilderness Act. President Carter signed the BWCA Wilderness Act on October 21, 1978.