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# GENERAL MANAGEMENT PLAN

UPPER ST. CROIX AND NAMEKAGON RIVERS



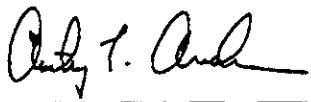
SAINT CROIX  
NATIONAL SCENIC RIVERWAY  
Wisconsin • Minnesota

SCANNED

5/9/2002

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**RECOMMENDED:**

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Anthony L. Andersen  
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July 16, 1998

**APPROVED:**

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William W. Schenk  
Director, Midwest Region

July 16, 1998



*General Management Plan*  
*Upper St. Croix and Namekagon Rivers*  
*July 1998*

*St. Croix National Scenic Riverway*

## RIVERWAY MISSION

*The St. Croix National Scenic Riverway preserves, protects, restores, enhances, and interprets the riverway's exceptional natural and cultural resources for the enjoyment of present and future generations.*

## Upper Riverway Purpose

*Purpose statements tell why a unit of the national park system was set aside as a component of the national wild and scenic rivers system.*

*The purpose of the Upper St. Croix National Scenic Riverway is to*

- preserve the Upper St. Croix River and its Namekagon tributary in a natural condition and as relatively free-flowing rivers*
- protect and enhance the exceptional natural, scenic, and cultural resources of the riverway for current and future generations*
- provide high-quality recreational opportunities that do not detract from the exceptional natural, scenic, cultural, and aesthetic resources and values of the riverway*

## Upper Riverway Significance

*Significance is what makes the area special — why it is important to our natural and/or cultural heritage and how it differs from other rivers in the country.*

*The St. Croix River is one of the last undisturbed, large floodplain rivers in the upper Mississippi River system.*

*The riverway is an unrivaled combination of exceptional natural resources and scenic, aesthetic, cultural, and recreational values in proximity to major urban population centers in the upper Midwest.*

### *Natural Resource Values*

- Ninety percent of the upper riverway retains the essential qualities of a free-flowing river in spite of the presence of several small dams and one large dam.*
- The high quality of the water of the Upper St. Croix River resulted in both Wisconsin and Minnesota designating it as "outstanding resource waters," which is the highest designation possible.*
- The St. Croix National Scenic Riverway is a protected north-south corridor that serves as a refuge for large populations of diverse flora and fauna, including federally and state-listed threatened and endangered species.*
- The St. Croix River contains the greatest diversity of mussel fauna in the upper Mississippi River system.*

### *Scenic, Aesthetic, Cultural, and Recreational Values*

- The Upper St. Croix combines high-quality river canoeing with multiday canoe camping along 200 miles of a scenic, publicly managed and accessible, and relatively undeveloped river shoreline.*
- As they travel the river, visitors can observe the convergence of three terrestrial biological communities (prairie, hardwood forest, and coniferous forest) and cold- and warm-water communities.*
- The St. Croix River has a national reputation for excellent smallmouth bass fishing and the Namekagon River for trout fishing.*
- Visitors have extended opportunities to experience the solitude and beauty inherent in the riverway's exceptional natural resources.*
- The St. Croix and Namekagon Rivers, a traditional corridor between the Great Lakes and the Mississippi Valley, retain numerous archeological and historic resources that reflect centuries of human use of a riverine environment.*

## Special Mandates

*Special mandates are other legal requirements specific to park unit.*

- The 1837 Chippewa Treaty established the St. Croix Chippewa Indians of Wisconsin Reservation and provided off-reservation hunting, fishing, and gathering rights on the riverway.*

## Summary

In 1968 Congress designated the Upper St. Croix and Namekagon Rivers as one of the nation's first wild and scenic rivers. Attributes leading to this designation included the area's outstanding scenic and recreational values and its largely primitive and mostly undeveloped shorelines and watersheds. (The Lower St. Croix, below Taylors Falls dam, was also designated as a scenic river in 1972.) Although both the upper and lower riverways are now administered and managed as a single unit; this general management plan addresses only the upper riverway. A separate management plan is being prepared for the lower riverway.

In 1976 a *Master Plan* was approved for the Upper St. Croix riverway. That plan focused on acquiring land and providing adequate visitor facilities. The foundation that the *Master Plan* laid for the riverway now must be updated to prepare for changes that have occurred — to take a new look at the management of the riverway, to address problems and opportunities that were not apparent 22 years ago, and to focus riverway management on current long-term management goals.

To accomplish this the National Park Service (NPS) has prepared this *General Management Plan* for the Upper St. Croix and Namekagon Rivers in Minnesota and Wisconsin. The purpose of this plan is to describe the general direction that the National Park Service intends to follow in managing the upper riverway for the next 15 to 20 years while meeting the stated purposes of the upper riverway as set forth in the Wild and Scenic Rivers Act.

This plan was developed in conjunction with a draft environmental assessment and a finding of no significant impact, as per the requirements of the National Environmental Policy Act (NEPA) (see NPS 1997a and 1998a). Developed through a multiagency planning

effort, with considerable public input, this plan provides a framework for proactive decision making, including decisions on visitor use, natural and cultural resource management, and general development.

### *The Vision*

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Through this plan the National Park Service will focus its efforts on maintaining and restoring riverway resources while still providing opportunities for low-impact visitor activities. A variety of experiences, particularly solitude, quiet, and naturalness, will continue to be found and will persist through time.

Most recreational facilities and the levels and patterns of visitor use will be maintained as they are, although some facilities may be modified to improve resource quality or visitor experiences or to address other management concerns. The only new facilities will be primitive and/or developed campsites and the already approved relocation of the Trego visitor center. The building deficiencies at the riverway headquarters will also be corrected.

Canoeing, inner tubing, fishing, hunting, and motorboating will continue as long as unacceptable user conflicts and resource impacts do not occur. To resolve user conflicts and/or eliminate resource impacts, management actions such as encouraging use at different times or placing restrictions on visitor use may be implemented if necessary.

This *General Management Plan* will serve as a foundation and a management tool that will guide and coordinate decision making over the long term. It will not provide specific and detailed answers to every issue or question. However, this plan will provide a management framework that will allow riverway managers to effectively address future problems.

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INTRODUCTION

IN THE FACE OF EVER-INCREASING URBAN SPRAWL . . . WE NEED  
MORE THAN EVER A PLACE OF REFUGE AND NATURAL BEAUTY . . .

—SENATOR WALTER MONDALE, APRIL 1965 SENATE  
HEARING ON THE WILD AND SCENIC RIVERS ACT

## PLANNING OVERVIEW

This *General Management Plan* provides the conceptual framework that will guide the management of the Upper St. Croix National Scenic Riverway for the next 15 to 20 years. This document was prepared in conjunction with a *Draft Environmental Assessment* and a *Finding of No Significant Impact* (see NPS 1997a, 1998a). The latter documents fulfill compliance responsibilities required by the National Environmental Policy Act.

The "Introduction" section of this plan presents a brief description of the riverway, the purpose of this plan, the planning process, and the plan's relationship to other planning efforts. The "Riverway Mission" section presents the riverway's mission, including its purpose and significance and the special mandates that influence riverway management. The "Management of the Riverway" section details the specific management actions and direction that will guide park operations in the future.

Additional background information is found in the appendixes. Appendix A presents the upper riverway's enabling legislation. Appendix B contains the Upper St. Croix Management Commission Policy Resolution, a 1971 agreement that established an interagency commission to help coordinate management actions on the riverway. Appendix C reproduces the Chippewa Treaty of 1837, which established the St. Croix Chippewa Indian Reservation among other things. Appendix D presents a letter from the U.S. Fish and Wildlife Service regarding federally listed threatened and endangered species along the riverway. Appendix E summarizes the riverway's staffing needs.<sup>1</sup>

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1. For additional background information on riverway resources see the "Upper Riverway Sourcebook" (NPS 1998b).

### BRIEF DESCRIPTION OF THE UPPER RIVERWAY

In 1968 Congress designated the Upper St. Croix River and its major tributary, the Namekagon, as one of the first wild and scenic rivers when it enacted the Wild and Scenic Rivers Act (Public Law 90-542, see appendix A). The Lower St. Croix, below Taylors Falls dam, was subsequently designated as a scenic river in 1972 (see Region and Vicinity maps). Both the upper and lower riverway are now administered and managed as a single unit; however, this plan addresses only the upper riverway. Management of the Lower St. Croix will be addressed in a cooperative management plan currently in preparation.

The boundary of the upper riverway includes a portion of the St. Croix River and the entire length of the Namekagon for a total of approximately 200 river miles. The St. Croix flows 154 miles from its headwaters near Solon Springs, Wisconsin, to Prescott, Wisconsin, where it joins the Mississippi River. About 102 miles of the St. Croix above Taylors Falls dam are within the boundaries of the upper riverway. The Namekagon River runs for about 98 miles from Lake Namekagon to its confluence with the St. Croix.

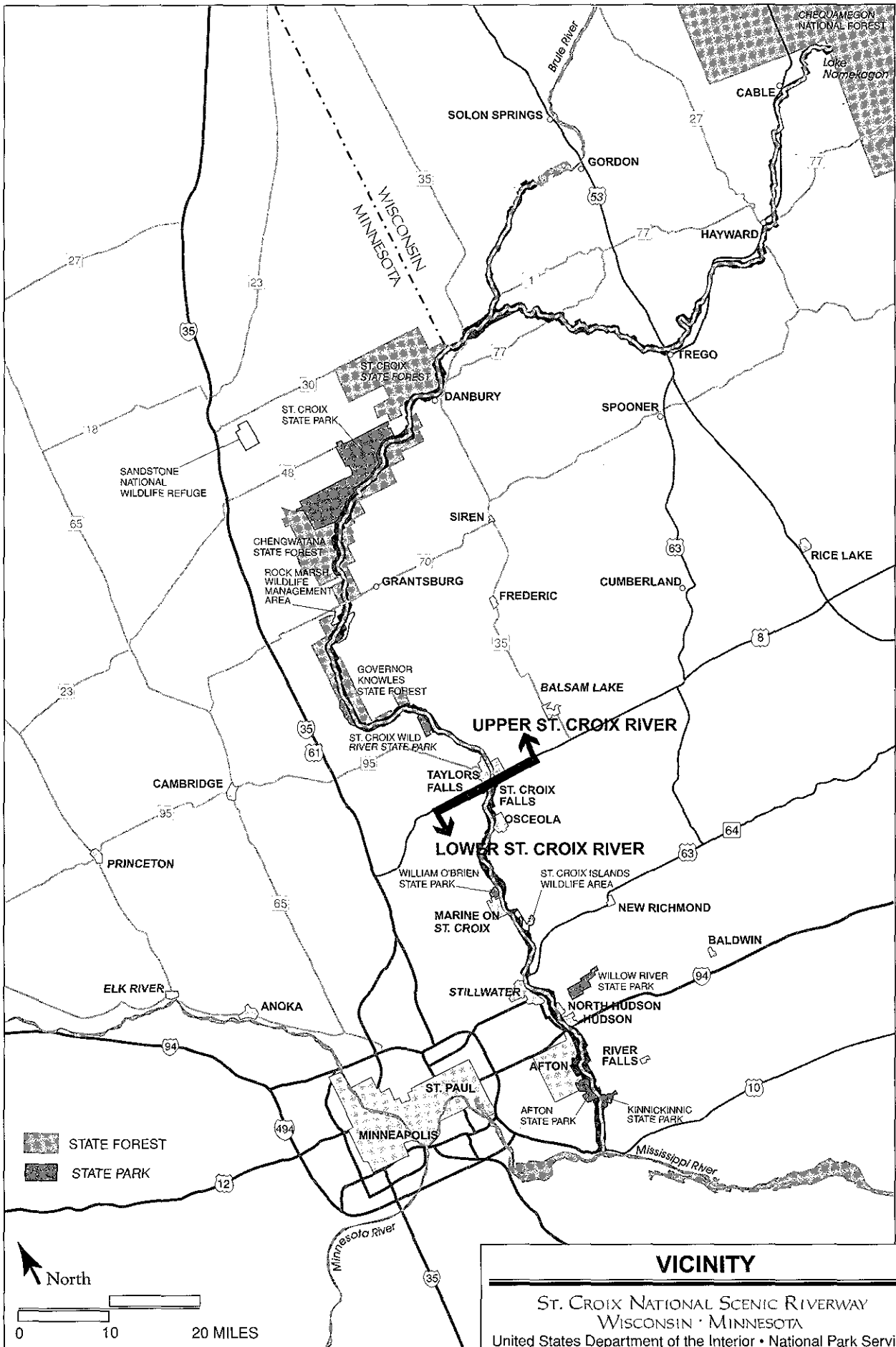
Although it is relatively close to the Twin Cities metropolitan area, the upper riverway corridor has a relatively natural appearance for much of its length, the major exceptions being the towns of Hayward, Trego, and St. Croix Falls / Taylors Falls. The rivers are mostly free flowing, but at four areas, dams form lake-like stretches called flowages. The St. Croix and Namekagon pass through various landscapes — ranging from a narrow, meandering, and densely forested stream to areas that provide expansive views of a wide river valley. The riverway includes diverse biological communities. Its scenery, plentiful fish and wildlife,



**REGION**

ST. CROIX NATIONAL SCENIC RIVERWAY  
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**VICINITY**

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largely unpolluted and free-flowing character, relatively safe class I rapids, plentiful access points, and closeness to the Twin Cities attract many visitors in the late spring, summer, and fall. Visitors enjoy canoeing, camping, picnicking, fishing, hunting, inner tubing, and motorboating on the riverway.

The authorized boundary for the Upper St. Croix National Scenic Riverway encompasses 67,653 acres. The National Park Service manages a portion of these lands under fee simple ownership or as riverfront and scenic easements. However, much land inside the riverway boundary is not in federal ownership or under NPS management. Wisconsin and Minnesota state parks, state forests, wildlife management areas, and county forests are in or near the riverway boundary. The U.S. Forest Service manages land on the upper reach of the Namekagon River as part of the Chequamegon National Forest. A portion of the reservation of the St. Croix Chippewa Indians of Wisconsin is within the boundary. Several privately owned parcels of lands are also in the riverway boundary, with Northern States Power Company (NSP) being the largest landowner.

### PURPOSE OF THE PLAN

In 1976 the National Park Service approved a *Master Plan* (NPS 1976b) for the Upper St. Croix Riverway. That plan focused on acquiring land and providing adequate visitor facilities. The foundation that the *Master Plan* laid for the riverway now needs to be updated to prepare for changes that have occurred — to take a new look at the management of the riverway, to address problems and opportunities that were not apparent 22 years ago, and to focus riverway management on current long-term management goals.

The purpose of this *General Management Plan* is to describe the direction that the National Park Service intends to follow in managing the upper riverway for the next 15 to

20 years. It does not provide specific or detailed answers to every issue or question. Instead, the plan provides a conceptual framework for proactive decision making, including decisions on visitor use, natural and cultural resource management, and general development.

The National Park Service manages resources for perpetuity. This plan sets the stage for the long-term management of natural and cultural resources. It considers the riverway holistically and in its full ecological and cultural contexts. And it examines the riverway as a unit of the national park system and as a part of a surrounding region. The conceptual framework presented here will allow riverway managers to effectively address problems well into the future.

### THE PLANNING PROCESS

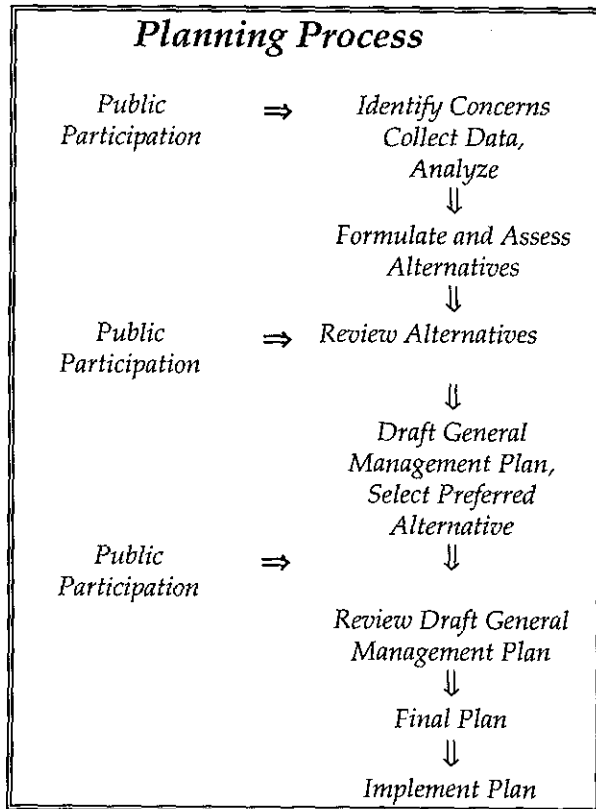
Planning for the upper riverway began in the winter of 1994/95. The planning team consisted of staff from the National Park Service, representatives of the Minnesota and Wisconsin Departments of Natural Resources (MNDNR and WIDNR), and representatives of the Upper St. Croix Management Commission.<sup>2</sup> Informal consultation with the U.S. Fish and Wildlife Service was conducted early in the process, and contact was maintained with the Minnesota and Wisconsin state historic preservation officers, the St. Croix Chippewa Indians of Wisconsin, and the Great Lakes Indian Fish and Wildlife Commission. (For others who were consulted during the planning process, see the "Preparers and Consultants" section.)

The first major step in the planning process was to collect data and identify the planning

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2. The Upper St. Croix Management Commission is a cooperative endeavor among the Northern States Power Company, the states of Minnesota and Wisconsin, the National Park Service, and the Minnesota-Wisconsin Boundary Area Commission.

context for the upper riverway. The planning team, with public input, identified the significance and purposes of the upper riverway, gathered and analyzed information, determined issues and concerns to be addressed in the plan, identified planning mandates and constraints, and examined possible visions and desired future conditions for the upper riverway.



The next major step was to develop a range of reasonable alternatives for managing the upper riverway, resolving problems, and achieving the desired future conditions. After analyzing the environmental consequences and implications of each alternative, and after considering public input on these preliminary alternatives, the planning team recommended a preferred alternative. The team then prepared and distributed a *Draft General Management Plan / Environmental Assessment* for public comment that contained the range of alternatives and the preferred alternative.

Because of the complex makeup of the riverway, which traverses or abuts state parks, state and county forests, municipalities, townships, and tribal lands, and the diverse groups interested in the future of the riverway, public involvement was an important aspect throughout the planning process. The planning team primarily relied on newsletters and workbooks to communicate with the public. A mailing list with about 800 names of individuals and groups was developed during the course of the project. Newsletters were mailed in April and November 1995, and an alternatives workbook was mailed in March 1996. Mailback response forms were provided and open houses were held in November 1996 and January 1997 to obtain public input on the draft preferred alternative.

In mid-November 1997 the *Draft General Management Plan / Environmental Assessment* was mailed to 250 parties who had requested copies. The availability of the draft was also announced in the local media, and the document was available on the NPS home page on the Internet. The Upper St. Croix Management Commission sponsored an open house on the evening of January 6, 1998, in Siren, Wisconsin, to receive comments on the document. The review period for the draft plan/environmental assessment lasted 45 days and closed on January 8, 1998.

The Park Service received a total of 28 comments — 5 from the National Park Service, 7 from state and federal agencies, 3 from organizations, and 12 from individuals. Additional comments were received at the public open house. Based on public and agency comments, the Park Service clarified the text in some sections, corrected errors, and added information to the draft plan / environmental assessment where necessary. However, none of the comments required the Park Service to make substantive changes in the three management alternatives or in the conclusions in the environmental assessment. This extensive planning process culminated in the preparation of this *General Management Plan* and a *Finding of No Significant Impact* (NPS 1998a).

## RELATIONSHIP OF THIS PLAN TO OTHER PLANNING EFFORTS

This plan relates directly to the riverway's internal NPS planning and to various regional and cooperative planning efforts.

### NPS PLANNING

This *General Management Plan* and the cooperative management plan for the Lower St. Croix will form the initial tier for riverway internal planning. These general management plans will articulate the conceptual framework and direction for managing the riverway. Other planning efforts will successively refine these concepts and layout logical and measurable steps for attaining the vision and goals presented in the plans (see NPS park planning policies [NPS 1998c]).

As part of its internal planning the riverway has prepared a *Strategic Plan* (NPS 1997b). This plan presents the riverway's long-term goals and the actions proposed to attain these goals. The riverway has also prepared an annual performance plan that sets specific goals and allocates staff and funding to accomplish them. These plans are required by the Government Performance and Results Act of 1993. They will be modified to meet management objectives identified in the cooperative management plan for the lower riverway.

The riverway has also produced a series of implementation plans that detail how long-term goals will be achieved. The riverway's "Water Resources Management Plan" (NPS 1997c) is an example of such an implementation plan. This plan guides actions in the federally administered portions of the Upper and Lower St. Croix segments. The plan summarizes existing data; recommends additional research, inventories, and monitoring; and addresses management issues such as the establishment of a cooperative inter-agency database. Work on this plan began in October 1994 and was completed in spring 1997.

The riverway's "Resources Management Plan" (NPS 1995c), "Land Protection Plan" (NPS 1993), "Wayside Exhibit Plan" (NPS 1980), Interpretive Prospectus" (NPS 1995a), historic resources study (in preparation), and cultural landscape inventory (in preparation) are additional implementation plans that relate to this plan. Each outlines actions and/or staffing and funding levels that are needed to fulfill different aspects of the riverway mission.

### OTHER REGIONAL PLANNING

In addition to NPS internal planning, there are several other planning efforts underway both within the riverway and within the larger watershed that have relevance to this *General Management Plan*.

The cooperative management plan for the Lower St. Croix National Scenic Riverway, covering an area from Taylors Falls dam south to the confluence with the Mississippi River, will be developed concurrently with this management plan. The plan for the Lower St. Croix also will address an array of management issues. Although there is a clear link between the two areas and their management, and the planning processes are related, the distinction is that the Lower St. Croix is cooperatively managed by the National Park Service and the states of Minnesota and Wisconsin. The two states, as well as the Minnesota-Wisconsin Boundary Area Commission, are full partners in the development of the plan for the Lower St. Croix, as is a citizens' task force. The task force is open to the public and provides an extensive forum for public input. This planning process began in November 1995 and is expected to be completed in the summer of 1999.

In conjunction with the preparation of the cooperative management plan for the Lower St. Croix National Scenic Riverway, a watershed stewardship statement will be



prepared by the Lower St. Croix planning task force. This statement will contain general goals for the Lower St. Croix River watershed and broad recommendations for actions by others. Collaborative planning will be undertaken to develop a future vision for the watershed and its stewardship. The product will be a report that outlines visions and recommendations for wise management of the watershed by its citizens and local leaders.

The National Park Service also is participating in two other ongoing interagency planning efforts that may affect the management of the upper riverway. The *St. Croix Mussel Management Plan* is being developed by the National Park Service, the Minnesota and Wisconsin Departments of Natural Resources, the U.S. Fish and Wildlife Service (USFWS), the University of Minnesota, and Macalester College. The plan will provide direction for the conservation of mussels in the St. Croix and will be based on the national native mussel conservation strategy.

A fisheries management plan is being developed through an interagency memorandum of understanding among the National Park Service, the Wisconsin Department of Natural Resources, and the Minnesota Department of Natural Resources. The fisheries plan will address habitat issues, stocking programs, exotic sports fish, and cooperation in monitoring and research.

An *Interstate Aquatic Nuisance Species Management Plan* addresses what to do about nuisance aquatic plants and animals that are adversely affecting, or could adversely affect, the riverway's native populations. This plan is being prepared by the Minnesota and Wisconsin Departments of Natural Resources, the U.S. Fish and Wildlife Service, and the National Park Service.

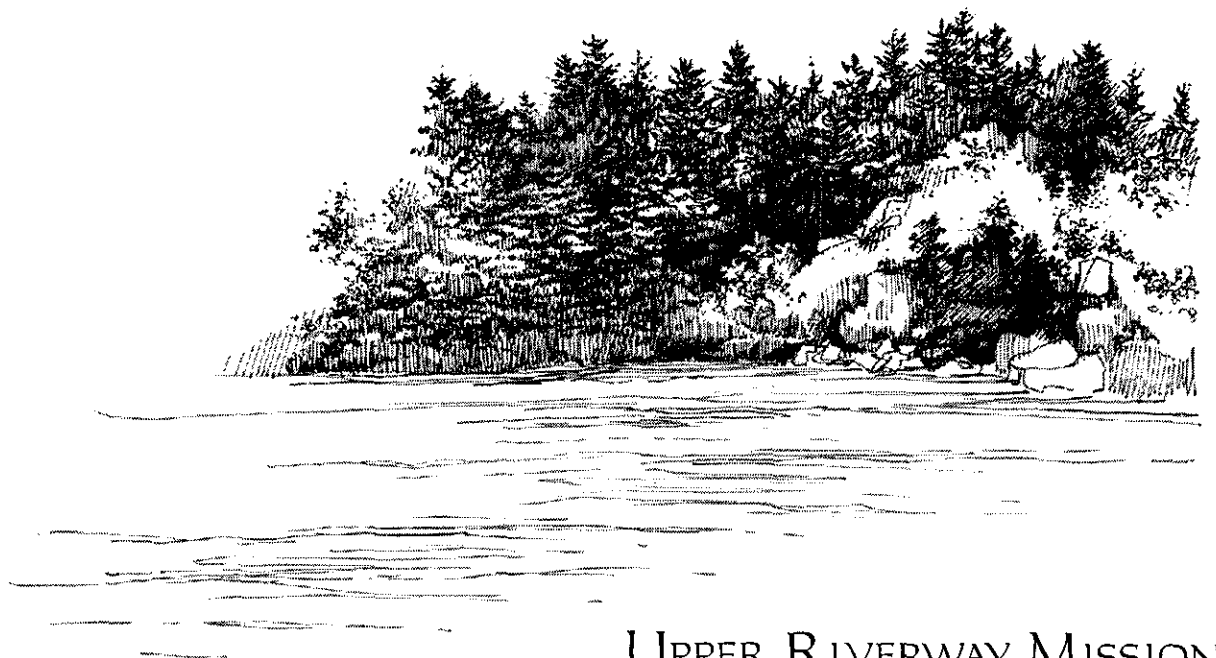
A St. Croix River basin water resources management plan is being prepared by an interagency task force, which includes the U.S. Geological Survey (USGS), the National Park Service, the Wisconsin and Minnesota

Departments of Natural Resources, the Minnesota Pollution Control Agency, and the Minnesota-Wisconsin Boundary Area Commission. This project's goal is to protect and improve the quality of the surface and groundwater resources of the St. Croix River basin through coordinated planning and management. This project began in 1993; elements of this process were completed in 1995 and 1997. Other elements are scheduled for completion in 1999, and 2001.

The National Water Quality Assessment Program examines the status and trends in water quality in the upper Mississippi River basin between Royalton, Minnesota, and Lake Pepin (in both Wisconsin and Minnesota), including the St. Croix basin. This study, led by the U.S. Geological Survey, is aimed at providing water quality information to policy makers; as such, it contributes valuable information to the St. Croix River Basin water resources management plan process. This study began in March 1994, and a report is scheduled to be completed in 2001.

The *St. Croix Zebra Mussel Task Force Action Plan* presents a strategy to prevent or slow the spread of the zebra mussels into the St. Croix riverway. The task force, which is composed of representatives of the Park Service, the Minnesota and Wisconsin Departments of Natural Resources, the U.S. Fish and Wildlife Service, and the Minnesota-Wisconsin Boundary Area Commission, updates this plan periodically.

Because the boundary of the riverway either includes or is directly adjacent to several state and county properties, there are many state plans that could significantly influence the riverway. These include resource management plans for St. Croix and St. Croix Wild River State Parks, St. Croix and Chagwata State Forests (MNDNR 1975), the *Governor Knowles State Forest Master Plan* (WIDNR 1988), comprehensive land use plans for county forests, and the *Land and Resource Management Plan, Chequamegon National Forest* (USFS 1986).



UPPER RIVERWAY MISSION

... INCLUSION OF THIS SEGMENT OF THE RIVER IN THE NATIONAL SYSTEM  
WILL INSURE THE PROTECTION OF ITS SCENIC BEAUTY AND WILL  
DEVELOP IT FOR BROAD RECREATIONAL USE BY THE PUBLIC.

-SENATOR GAYLORD NELSON, MARCH 1968 HOUSE  
HEARING ON THE WILD AND SCENIC RIVERS ACT

# MISSION OF THE ST. CROIX NATIONAL SCENIC RIVERWAY

## Mission Statement

*St. Croix National Scenic Riverway exists to preserve, protect, restore, enhance, and interpret the riverway's exceptional natural and cultural resources for the enjoyment of present and future generations (NPS 1997b).*

This mission is based on the riverway's *purpose and significance* and on the *special mandates* associated with the riverway. These key factors define why the riverway was established and identify its singular qualities. They also provide the conceptual criteria for evaluating the appropriateness of all planning recommendations, operation decisions, and management actions. Together they create a useful yardstick that managers can use in setting funding and resource protection priorities, establishing interpretive themes, and identifying desirable visitor experiences and resource conditions. They form the foundation of this general management plan and set the direction for the riverway's future operation and management.

## PURPOSE — THE WILD AND SCENIC RIVER ACT

The *purpose* of a park unit stems from the reason or set of reasons why it was set aside as part of the national park system. These reasons typically are found in the unit's enabling legislation and in its legislative history.

For the upper riverway, purpose comes directly from the Wild and Scenic Rivers Act (see appendix A). The act establishes a system of free-flowing rivers that possess exceptional scenic, recreational, natural, cultural, or other

outstandingly remarkable values. The act, among other things, directs that components of the riverway system be administered in ways that protect and enhance the values that make the rivers exceptional. The act stipulates that management plans for riverways may establish varying degrees of protection and development in order to maintain essential riverway values. Finally the Wild and Scenic Rivers Act prohibits the construction of any new structures or features that will impede or detract from the free-flowing qualities of the river.

The riverway's purpose statements, developed by the park and based on NPS policies, existing plans, and public input, reflect the mandates and spirit of this act.

The purposes of the upper riverway are to

- preserve the Upper St. Croix River and its Namekagon tributary in a natural condition and as relatively free-flowing rivers
- protect and enhance the exceptional natural, scenic, and cultural resources of the riverway for current and future generations
- provide high-quality recreational opportunities that do not detract from the exceptional natural, scenic, cultural, and aesthetic resources and values of the riverway

## SIGNIFICANCE OF THE RIVERWAY

Significance statements address what makes the area special — why it is important to our natural and/or cultural heritage and how it differs from other rivers in the country.

Significance statements are not a litany of important protected resources (e.g., national register sites). Instead, they are the outstanding qualities and values that make the area unique. Without these qualities the area would not be eligible for inclusion in the national park system, and in the case of the riverway, for inclusion in the national wild and scenic rivers system as well.

The riverway's significance statements flesh out the purpose of the riverway by further identifying and providing context for the resources, values, and experiences that make the riverway a special place.

The upper riverway is significant because:

- The St. Croix River is one of the last undisturbed, large floodplain rivers in the upper Mississippi River system.
- The riverway is an unrivaled combination of exceptional natural resources and scenic, aesthetic, cultural, and recreational values in proximity to major urban population centers in the upper Midwest.

Specifically, the riverway has a number of outstandingly remarkable *natural resource values*:

- Ninety percent of the upper riverway retains the essential qualities of a free-flowing river in spite of the presence of several small dams and one large dam.
- The high quality of the water of the Upper St. Croix River resulted in both Wisconsin and Minnesota designating it as "outstanding resource waters," which is the highest designation possible.
- The St. Croix National Scenic Riverway is a protected north-south corridor that

serves as a refuge for large populations of diverse flora and fauna, including federally and state-listed threatened and endangered species.

- The St. Croix River contains the greatest diversity of mussels in the upper Mississippi River system.

In addition the riverway has numerous remarkable *scenic, aesthetic, cultural, and recreational values*:

- The Upper St. Croix combines high-quality river canoeing with multiday canoe camping along 200 miles of a scenic, publicly managed and accessible, and relatively undeveloped river shoreline.
- As they travel the river, visitors can observe the convergence of three terrestrial biological communities (prairie, hardwood forest, and coniferous forest) and cold- and warm-water communities.
- The St. Croix River has a national reputation for excellent smallmouth bass fishing and the Namekagon River for trout fishing.
- Visitors have extended opportunities to experience the solitude and beauty inherent in the riverway's exceptional natural resources.
- The St. Croix and Namekagon Rivers, a traditional corridor between the Great Lakes and the Mississippi Valley, retain numerous archeological and historic resources that reflect centuries of human use of a riverine environment.

## SPECIAL MANDATES

Many park units have special mandates that expand upon, or in some cases contradict, their purpose and significance. Decision makers should be aware of such mandates when establishing a unit's management direction to avoid conflict or to provide an explanation when conflicts arise (NPS 1998c).

For example, in the upper riverway, approximately 136 acres of the reservation of the St. Croix Chippewa Indians of Wisconsin are within the boundaries of the upper riverway near Danbury, Wisconsin. In addition, several Chippewa tribes have off-reservation hunting, fishing, and gathering treaty rights. The National Park Service recognizes these treaty rights and is working to strengthen dialogues with the Chippewa. Riverway staff work with both the tribes and the Great Lakes Indian Fish and Wildlife Commission to ensure that tribal rights are honored and that issues of common interest are addressed when decisions affecting the management of the riverway are made.

## MISSION GOALS

Mission goals are the next step in translating the riverway's mission into reality. Based on the riverway's purpose and significance, they are desired future conditions or visions for the

future (NPS 1998c). They articulate the ideals that the National Park Service is striving to attain along the riverway. Stated as outcomes, they are broad descriptions of what the upper riverway should look like in the future. They are qualitative in nature and usually are expressed in terms of resource conditions and appropriate visitor experiences.

The riverway's mission goals are linked to and support the mission goals found in the *National Park Service Strategic Plan* (NPS 1997e). In this way they support the overall mission of the agency. The following mission goals broadly describe the desired future conditions envisioned for the riverway:

- Natural and cultural resources and associated values are protected, restored, and maintained in good condition and are managed within their broader ecosystem and cultural contexts.
- The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors use are based on adequate scholarly scientific information.
- Riverway visitors and the general public understand and appreciate the preservation of the riverway and the resources for this and future generations.



MANAGEMENT OF THE RIVERWAY

AS MODERN MAN DRIFTS FARTHER AND FARTHER AWAY FROM HIS  
OLD ROOTS IN THE EARTH, HE NEEDS MORE AND MORE A FEW  
PLACES WHERE THE NATURAL ENVIRONMENT SURVIVES.

—WILLIAM H. MAGGIE, FRIENDS OF THE WILDERNESS,  
MARCH 1968 HOUSE HEARING ON THE WILD AND SCENIC RIVERS ACT



# MANAGEMENT PHILOSOPHY

## THE VISION

Through this plan the National Park Service will strive to maintain and restore riverway resources while still providing opportunities for low-impact visitor activities. A variety of experiences, particularly solitude, quiet, and naturalness, will continue to be found and will persist.

Most recreational facilities and visitor use levels and patterns will be maintained as they are. However, the number, location, or features of existing facilities may be altered to improve resource quality or visitor experiences or to address other management concerns. The only new facilities will be primitive and/or developed campsites and the already approved relocation of the Trego visitor center. The building deficiencies at the riverway headquarters will also be corrected.

Canoeing, inner tubing, fishing, hunting, and motorboating will continue as long as unacceptable user conflicts and resource impacts do not occur. To resolve user conflicts and/or eliminate resource impacts, management actions such as encouraging use at different times or placing restrictions on visitor use may be implemented if necessary.<sup>3</sup>

Also, through ongoing dialog, or if appropriate, through written agreements or partnerships, the riverway will encourage the township of Trego and the St. Croix Chippewa Indians of Wisconsin to provide additional protection to the natural resource, scenic, and aesthetic qualities of areas under their jurisdictions. The National Park Service recognizes the sovereign status of the St. Croix Chippewa Indians of Wisconsin. The Park Service will

3. For more information on determining and addressing unacceptable user conflicts and resource impacts, see "Carrying Capacity" section.

### *Wild and Scenic Rivers Act*

#### An Act

To provide for a National Wild and Scenic Rivers System, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) this Act may be cited as the Wild and Scenic Rivers Act".*

**(b)** It is hereby declared to be the policy of the United States that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values, shall be preserved for the benefit and enjoyment of present and future generations. The Congress declares that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complemented by a policy that will preserve other selected rivers or sections thereof in their free-flowing condition to protect the water quality of such rivers and to fulfill other vital national conservation purposes.

recommend that these areas be managed by the tribe and the town in a manner that reflects a developed management area.

Proactive management will also include establishing objectives, standards, and indicators for resource conditions as well as for the type and quality of visitor experiences desired along specific stretches of the riverway. Through monitoring those standards and indicators, the National Park Service will help ensure the future preservation of the riverway. This management framework will also provide the basis for building partnerships to assist in accomplishing these riverway objectives.

## CARRYING CAPACITY

Calculating realistic visitor carrying capacities is key to operating any unit of the national park system.<sup>4</sup> The Park Service has developed a decision-making process, called the visitor experience and resource protection (VERP) framework, to address carrying capacity and related issues (NPS 1997d). Under this approach, visitor carrying capacity is defined as the type and level of visitor use that can be accommodated while sustaining resource and social conditions that complement the purposes of a park and its management objectives.

The VERP process uses in-depth feedback and information from the public, experts within and outside of the Park Service, and NPS staff to

- develop descriptions of desired resource conditions and visitor use (*standards*)
- identify quantifiable measurements that will indicate whether conditions are changing (*indicators*)
- determine appropriate management actions to be taken when conditions reach an unacceptable level

The strengths of this decision-making process are that it encourages public participation in defining the desired future conditions, it establishes a measurable format for determining when actions should be taken, and it provides direction on the type of management actions to be taken. Most importantly, the process documents the entire decision-making process.

The VERP framework requires several prerequisites. First the unit's purpose, significance, and mission goals must be clearly defined. Desired resource conditions and

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4. The General Authorities Act of 1970, which was amended by the National Parks and Recreation Act of 1978, requires that general management plans establish a visitor carrying capacity for each national park system unit.

visitor experiences in management areas also should be identified, at least at a general level.

The riverway has attained these prerequisites (see "Upper Riverway Mission" section). The next phase for riverway staff and others participating in the VERP process is to identify appropriate standards, indicators, and management actions for each of the management areas. These standards, indicators, and actions will be developed and defined according to the Park Service's VERP guidelines (see NPS 1997d).

When the above tasks have been completed, and after public involvement, a VERP implementation plan will be developed. This implementation plan will describe and refine the standards and indicators for each management area and present procedures for monitoring resource conditions and visitor use.

The development and implementation of the VERP plan will fully define the riverway's carrying capacity. In addition it will provide a framework for continued monitoring and evaluation of visitor use levels, facilities, and resources. The framework will also indicate if and when adjustments to visitor use levels and facilities will be needed. Following the implementation of the VERP plan, changes to the standards will only be made by amending the *General Management Plan*.

## CHANGES IN REGULATIONS AND POLICIES

This *General Management Plan* may result in new regulations for some visitor uses in the future. In many cases, before the National Park Service will implement any regulations, data will be collected and analyzed, and additional opportunities will be provided for public input. Prior to any regulations taking effect, the proposed regulations will be printed in the *Federal Register* and related information will

be given to the local media to solicit public comment.

The National Park Service will also consult with the appropriate state department of

natural resources before imposing any restrictions on fishing or hunting consistent with the authority that they have under the law, including sections 36 CFR 1.5, 2.2, and 2.3.

# MANAGEMENT AREAS

Management areas identify how different portions of the riverway can be managed to achieve desired resource conditions and visitor experiences. This plan divides the riverway into four separate management areas. Each area designation identifies acceptable resource conditions and visitor experiences in the riverway that are consistent with the riverway's purposes.

The Management Areas map shows how the upper riverway will be managed under this plan. The four different management areas include

- *Near-Primitive Northwoods*
- *Northwoods Recreation*
- *Developed Recreation*
- *Urban Recreation*

Most of the Upper St. Croix and Namekagon Rivers will be managed under the *near-primitive northwoods management area*. Two stretches will be managed as *northwoods recreation areas*: (1) the 0.5-mile St. Croix State Park segment and (2) the upper portion of the Taylors Falls flowage.<sup>5</sup> The Trego flowage, the 0.5-mile Riverside stretch, the 1.25-mile Danbury stretch, and the 0.5-mile Highway 70 crossing will be managed as *developed recreation areas*, and the Hayward flowage and the lower part of the Taylors Falls flowage (from river mile 55 to the Taylors Falls dam) will be designated as *urban recreation areas*.

The following describes the resource conditions and visitor experiences and appropriate levels of use and development for each of the four management areas. Table 1 summarizes the characteristics of each area.

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5. This segment extends from the Nevers Dam site to river mile 55, which is about 3 miles above the Taylors Falls dam.

## *Wild and Scenic Rivers Act*

### Management Direction

**Sec. 10. (a)** Each component of the national wild and scenic rivers system shall be administered in such a manner as to protect and enhance the values which cause it to be included in said system without, insofar as is consistent therewith, limiting other uses that do not substantially interfere with public use and enjoyment of these values. In such administration primary emphasis shall be given to protecting its aesthetic, scenic, historic, archaeological, and scientific features. Management plans for any such component may establish varying degrees of intensity for its protection and development, based on the special attributes of the area.

## NEAR-PRIMITIVE NORTHWOODS

An area managed as near-primitive northwoods will provide a natural landscape that is typified by or reflects the northwoods ecosystem. There may be signs of people, but generally it will look like a natural, remote, primitive area. Visitors will likely encounter wildlife, and there will be many opportunities for high-quality fishing. Most visitors will be on foot, paddling, or engaged in other human-powered outdoor recreational activities, although some low-speed motorboat travel will also be permitted.

Because access will be limited in this area there will be fewer visitors and many opportunities to find solitude and quiet. Encounters with riverway staff will also be infrequent. These areas will offer opportunities for challenge and adventure. Development, including NPS facilities, will be rare — one could go for long stretches and see no development. Small, primitive campsites (i.e., cleared areas with

fire rings and pit toilets, which are not accessible by road), designated trails, and access points may be present. Onsite controls and restrictions may be used for resource protection and visitor safety, including some resource modifications that blend in with the natural environment.

### NORTHWOODS RECREATION

The northwoods ecosystem will also be a key element of the visitor experience in this management area. These areas generally will appear natural, but signs of people will be evident periodically. Visitors will likely see wildlife, and there will be opportunities for high-quality fishing. This management area will support a higher intensity of use than the near-primitive northwoods management area; the probability of encountering other visitors and land managers will be moderate. There still will be opportunities for solitude, challenge, and adventure. Most visitors will be on foot, paddling, or engaged in other human-powered outdoor recreational activities. Some visitors also will be using low-speed motorboats. Motorboats traveling at moderate speeds from point to point will be allowed in this area if they can coexist with other uses. However, from Nevers Dam to river mile 55, which will be in the northwoods recreation management area, there will be a mix of human-powered watercraft and motorboats; motorboats operating at moderate speeds maybe accommodated if they coexist with other uses. Visitor noise may be more evident in this area.

*Managing the St. Croix River and its Namekagon tributary as relatively free-flowing and in natural condition under the Wild and Scenic Rivers Act is different than managing rivers in their undeveloped primeval conditions under the Wilderness Act. Wilderness management requires adherence to much stricter regulations.*

Access points will be more numerous than in the near-primitive northwoods area, and they will also be designed to handle higher volumes of use. Development along the riverway occasionally will be encountered, including NPS landings, which may contain developed campsites (i.e., cleared areas, often accessible by road, with fire rings, picnic tables, vault toilets, trails, and signs), primitive campsites not accessible by road (i.e., cleared areas with fire rings and pit toilets), and small interpretive structures. There may be more onsite controls and restrictions for resource protection and visitor safety purposes in this area. Some resource modifications will be evident, but they will blend with the natural environment.

Waterskiing will be allowed only on the flowages within this management area; however, the National Park Service may want to manage this activity in the future to protect the resources and visitor experience.

### DEVELOPED RECREATION

This area will be characterized by planned development that blends with the northwoods ecosystem. Architectural style, detailing, and color schemes will blend into and not detract from the natural beauty of the area. Development will be clustered and sensitively placed to minimally disturb the natural landscape. The density of development will be higher than in the previously described management areas but lower than in the urban recreation area.

Natural, social, and built elements all will contribute to the visitor experience. Opportunities still will be available for fishing and observing wildlife. Opportunities for adventure will be less available than in the previously described areas. This area will provide many opportunities for group experiences. There will often be large numbers of visitors, and the probability of encountering other visitors and land managers will be high.

Opportunities for solitude will be low, and noise levels due to visitors may be moderate. Both motorboats and human-powered outdoor recreational activities will be permitted as long as they can coexist with other uses. The area could accommodate a moderate to high level of recreation and/or administrative development. NPS facilities, which will be in clusters and sensitively designed and placed, may include visitor and environmental education centers, interpretive structures, primitive and developed campsites, campgrounds, small and large access points, and administrative structures.

Visitor activities will be more highly structured in the developed recreation area for resource protection and safety purposes. For example, spacial or temporal restrictions may be placed on certain uses such as waterskiing, motorboating, sailing, and fishing to separate these uses and to prevent visitor use conflicts. Resources will be modified for visitor and NPS operational needs and to mitigate and minimize resource impacts due to visitor use.

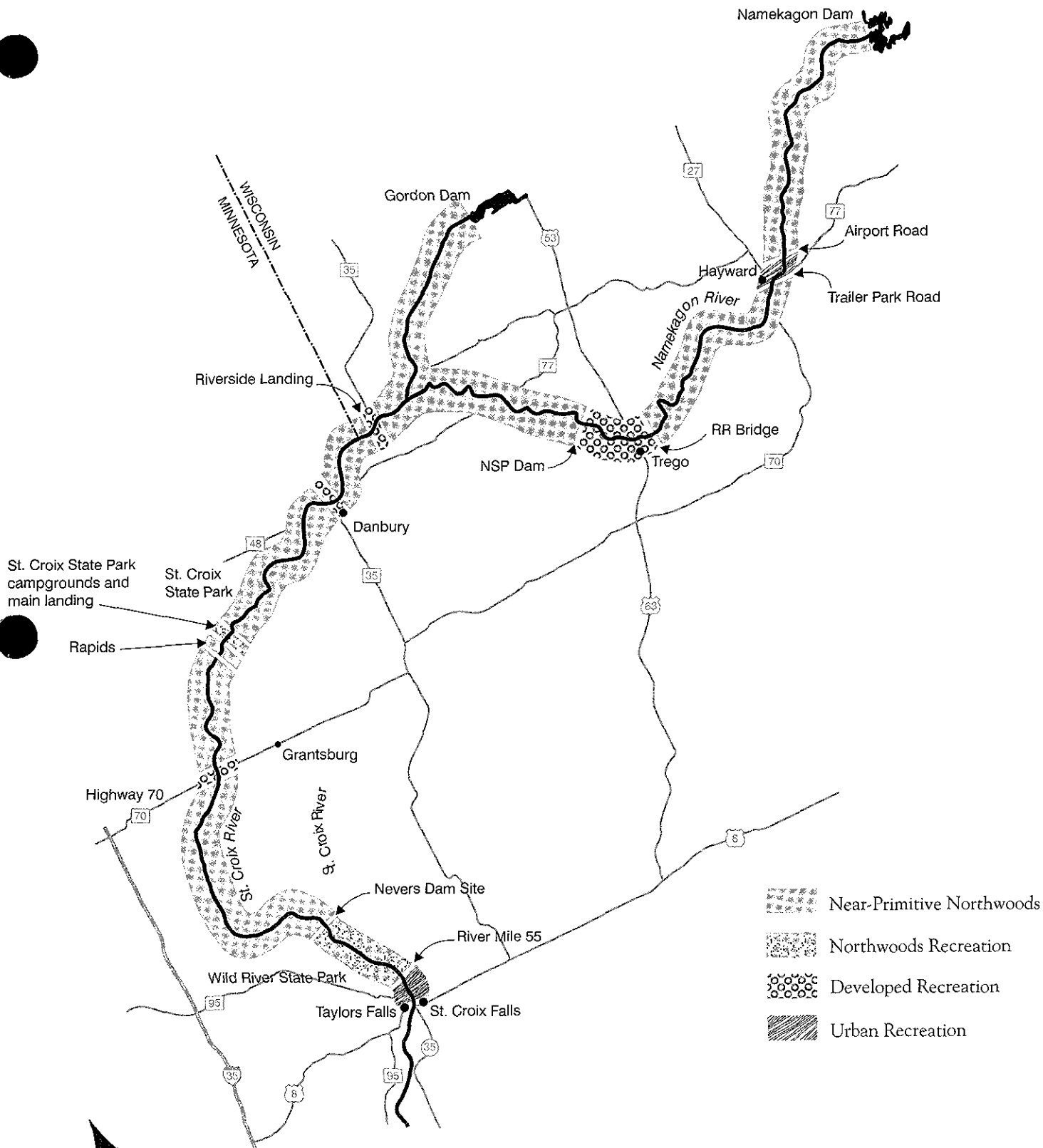
*It is important to note that these management areas apply only to federal (NPS) lands within the riverway boundary. However, the National Park Service will encourage tribal, state, county, town, and other landowners within the boundary to manage their lands in a manner consistent with the desired management area conditions.*

## URBAN RECREATION

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In this area buildings, structures, or the other signs of people will dominate the landscape, although natural elements will be present (e.g., the river). Experiences in this management area will be similar to those found in an upper Midwest city park. The visitor experience will be highly dependent on and shaped by the river and the surrounding built environment, much of which is in private ownership. Most of the developments are commercial, residential, and community facilities. Few or no NPS facilities will be present. Opportunities for adventure will not be expected in this management area. This area will lend itself to a social group experience. Many visitors and other people will often be present. There will be relatively few opportunities for solitude, and noise levels, both from visitors and adjacent areas, may be high. There will be relatively few opportunities to observe wildlife, but visitors could still find places to fish. Both nonmotorized visitor uses and motorboats will be permitted in the urban recreation area as long as they coexist without conflict. A relatively high volume of motorboats operating at moderate speeds may be permitted in these areas.

Authorities other than NPS staff will be primarily responsible for managing people and resources. Local government zoning will be the primary regulatory method used to manage structures and buildings. Resources will be modified for visitor needs and to mitigate and minimize resource impacts from visitor use.



St. Croix State Park  
campgrounds and  
main landing

Rapids

-  Near-Primitive Northwoods
-  Northwoods Recreation
-  Developed Recreation
-  Urban Recreation

**MANAGEMENT AREAS: ALTERNATIVE 1  
PREFERRED ALTERNATIVE**

ST. CROIX NATIONAL SCENIC RIVERWAY  
WISCONSIN · MINNESOTA  
United States Department of the Interior • National Park Service  
DSC • 630 • 20020A • 3/98

**ON MICROFILM**

TABLE 1: SUMMARY OF THE MANAGEMENT AREA CHARACTERISTICS

AREA CHARACTERISTICS	NEAR-PRIMITIVE NORTHWOODS	NORTHWOODS RECREATION	DEVELOPED RECREATION	URBAN RECREATION
Degree of Naturalness	Very high	High	Moderate	Low
Density of Overall Development	Very low	Low	High	Very high
Type of NPS Development	Primitive campsites, trails, and access points	Primitive and developed campsites, trails, access points, picnic areas, and small interpretive structures	Primitive and developed campsites, campgrounds, visitor centers, environmental education centers, interpretive and administrative facilities, and small and large access points	Small interpretive structures and visitor centers
Level of Access (numbers and size)	Very low	Medium	High	High
Opportunity for Solitude	High	Medium	Low	Very low
Mode of Travel	Primarily human-powered watercraft and some low-speed motorboats	Primarily human-powered watercraft, with some low-speed motorboats; occasionally motorboats traveling at moderate speeds; from Nevers Dam to river mile 55 a mix of human-powered watercraft and motorboats	Mix of human-powered watercraft and motorboats	Mix of human-powered watercraft and motorboats

Note: The general descriptors of very high to very low in this chart are meant to be relative terms. For example, the "very high" density of overall development envisioned in the urban recreation management area is only very high relative to the "very low" density envisioned in the near-primitive northwoods management areas. This "very high" density of overall development is not be equated with densities found in downtown Minneapolis/St. Paul.



## MANAGEMENT OBJECTIVES

The following management objectives describe the programs, projects, and activities that will take place under this plan. Collectively, these objectives establish the general guidelines, parameters, and directions for riverway operations. They are essential for achieving the riverway mission.

### COOPERATION WITH STATE PARKS AND FORESTS

Four state parks and three state forests are within or adjacent to the upper riverway boundary. These include

#### State Parks

Minnesota Interstate Park  
Wisconsin Interstate Park  
St. Croix Wild River State Park  
St. Croix State Park

#### State Forests

Governor Knowles State Forest  
St. Croix State Forest  
Chenqwataana State Forest

It is important for the National Park Service to have a close working relationship with these parks and forests because of their proximity and similar missions. The National Park Service will continue to foster these special relationships. Whenever possible the Park Service will coordinate its programs (e.g., interpretation, law enforcement, and resource management) with the adjacent state parks and forests by sharing equipment and expertise, conducting joint resource and visitor surveys, exchanging data, cofunding research, and participating in interagency activities to meet mutual management needs.

### COORDINATION WITH AGENCIES AND ORGANIZATIONS

There are many agencies, organizations, and individuals both within and outside the riverway that affect the management and use of the Upper St. Croix National Scenic Riverway, including the Upper St. Croix Management Commission and its member organizations, eight counties, eight communities, the U.S. Fish and Wildlife Service, Chequamegon National Forest, and the Environmental Protection Agency. The cooperation of all these parties is essential to the effective and efficient management of the upper riverway; the National Park Service cannot ensure the protection of the riverway's resources and maintain high-quality visitor experiences without the cooperation and assistance of these groups. The National Park Service has maintained a close dialogue with the commission and will continue to do so in addition to continuing to uphold commission policies (see appendix B). Dialogue with all of these parties will continue.

### NATIVE AMERICAN RELATIONSHIPS

Approximately 136 acres of the reservation of the St. Croix Chippewa Indians of Wisconsin are within the boundary of the upper riverway. In addition, several Chippewa bands have off-reservation hunting, fishing, and gathering rights on the riverway. None of the actions in this plan will affect the exercise of the 1837 treaty-reserved rights. The National Park Service recognizes these treaty rights and will work to strengthen dialogues and work with the tribes and the Great Lakes Indian Fish and Wildlife Commission to ensure that the rights are honored and that issues of common interest are addressed while conserving the riverway's natural and cultural values.

## NATURAL RESOURCE MANAGEMENT

The upper riverway's natural resources will continue to be managed in accordance with NPS policies and regulations and the Upper St. Croix Management Commission's policies. The National Park Service will strive to maintain all the components and processes of the riverway's naturally evolving ecosystems, including the natural abundance, diversity, and ecological integrity of the riverway's plants and animals (for additional background information on natural resources, see NPS 1998b).

The National Park Service will focus its efforts on achieving the following natural resource management goals:

- Identify, maintain, and protect the natural ecological processes occurring in the river and its immediate environs.
- Encourage the restoration of the St. Croix and Namekagon Rivers to a natural, free-flowing condition over the long term.
- Maintain or restore the riverway's biotic resources to their natural condition while adhering to the principles of conservation biology.
- Minimize impacts of human activities, developments, and uses on riverway resources.
- Establish systems to monitor the condition of key natural resources and to identify and monitor threats to those resources.
- Develop a resource database capability that can be used to analyze and correlate riverway data.

In February 1995 the National Park Service approved a "Resources Management Plan" (NPS 1995c) for the entire St. Croix National Scenic Riverway, which is now being implemented as funding allows. The purpose of the

"Resources Management Plan" is to provide a management framework to assess, conserve, and manage the natural and cultural resources of the riverway. The riverway's problems and needs are described, and methods to be used to manage riverway resources are identified. A variety of management actions, research needs, and baseline studies are integrated into this comprehensive plan.

### *Water Quality*

One of the St. Croix National Scenic Riverway's significant resources is its water. All of the upper riverway is designated by the two states as outstanding resource waters, which is the highest designation possible. The goal of this plan is to protect water quality, identify the source of problems, and seek remedies for those problems.

Although the upper riverway currently has high water quality, there are signs of degradation. Park biologists believe that most of the pollution entering the St. Croix and Namekagon Rivers is coming from outside sources such as agricultural runoff and sedimentation.

The National Park Service will continue to monitor the upper riverway's water quality and work with the Environmental Protection Agency, Minnesota Pollution Control Agency, Wisconsin Department of Natural Resources, and the U.S. Geological Survey to identify and mitigate water pollution sources within and outside the riverway boundaries (see also "Future Plans and Research Required" and "Relationship of Other Planning Efforts" sections).

### *Threatened and Endangered Species*

Under the Endangered Species Act, the National Park Service is mandated to promote the conservation of all federal threatened and endangered species and their critical habitats. The gray wolf, the bald eagle, and possibly the Karner blue butterfly are the only faunal

species on the federal list that occur in the upper riverway. Also, the lynx is a candidate species for listing that may occur in the upper riverway. The National Park Service will work with the U.S. Fish and Wildlife Service, the Minnesota and Wisconsin Departments of Natural Resources, and tribal governments to ensure that its actions help these listed species to recover; no actions will be taken that will adversely affect the recovery of these species or impact critical habitat. In addition, as called for in the Upper St. Croix Management Commission's policies, the National Park Service will cooperate with the two state departments of natural resources, the U.S. Fish and Wildlife Service, and the Great Lakes Indian Fish and Wildlife Commission in inventorying, monitoring, protecting, and perpetuating the natural distribution and abundance of special status species (i.e., federal and state-listed threatened and endangered species, federal candidate species, and species of special concern).

### *Vegetation Management*

The National Park Service will protect the riverway's natural vegetation by taking actions to prevent the spread of exotic plants; replanting damaged campsites, eroded areas, and other disturbed sites; restoring prairie remnants (where feasible); and monitoring changes in vegetation. Special attention will be paid to sensitive areas such as riparian and wetland communities to ensure that these areas are protected. In the pine plantations under NPS jurisdiction, native vegetation and natural succession will be encouraged through selective or patch cutting, prescribed burning, or other means. The National Park Service will also work with the two state departments of natural resources to address fire management on the upper riverway, including the reintroduction of fire as a natural process in certain plant communities.

Under NPS policies, diseases and insect outbreaks will be controlled if they involve exotic species or if they pose a threat to threatened,

endangered, or unique plant specimens or communities or to other plant communities outside the riverway. The National Park Service will continue to employ an integrated pest management approach in addressing disease and insect outbreaks. All feasible nonchemical methods will be exhausted before chemicals are used in the riverway. The National Park Service will cooperate and coordinate these activities with other public land managers.

Logging operations are expected to continue on federal, state, county, and private forest tracts within the upper riverway's boundaries. The National Park Service will work with the appropriate land managers to encourage logging practices that minimize impacts on riverway resources and that use scientific management practices (e.g., the MNDNR Division of Forestry Best Management Principles for Water Quality and Visual Quality, Wisconsin's Best Management Practices for Water Quality).

### *Wildlife Management*

The Upper St. Croix National Scenic Riverway supports a variety and abundance of wildlife. The National Park Service focuses on an ecosystem management approach to wildlife management. The National Park Service will continue to maintain, perpetuate, and restore native wildlife populations and their habitats as part of the riverway's natural ecosystems. The management emphasis will be on inventorying and monitoring selected wildlife populations and on minimizing human impacts on animal population dynamics. Natural processes will generally be relied on to control populations to the greatest extent possible.

Beaver populations appear to have increased in recent years, and their potential impact on other natural resources is a concern on the upper riverway. The National Park Service will work with the states and tribes to determine if beaver populations are at unacceptable

levels. If populations are excessive, the National Park Service will cooperate with the states and tribes in resolving problems.

Until 1986 the National Park Service allowed the trapping of beaver and other fur-bearing animals in the riverway in accordance with state laws and regulations. In the case of the National Rifle Association of America vs. Potter, the federal court upheld a decision that allowed trapping and hunting in national park system areas only where specifically authorized by Congress. The Wild and Scenic Rivers Act of 1968 allows hunting but does not authorize trapping. Therefore, trapping by nontribal members is prohibited on federal land and waters in the riverway administered by the National Park Service as determined by the federal court.

Interest in eliminating this court-imposed ban on trapping has been renewed by price increases for beaver pelts. However, any revision of the trapping ban will require legislation, which makes this issue outside the scope of this plan.

The National Park Service will continue to assist the two states and Native American tribes in regulating sport hunting and subsistence harvests of wildlife within the riverway. The National Park Service will work to ensure that all harvests are sustainable and consistent with sound resource management principles.

### *Fisheries Management*

The National Park Service will work with both states to maintain the diversity and abundance of the riverway's native fisheries and to maintain and restore their aquatic habitat. No efforts will be made to remove exotic sport fish from the riverway, provided they do not become a threat to native species, ecological communities, or natural ecological processes. The National Park Service will also cooperate with the two states and Native American tribes in managing the upper riverway's fisheries. In

all cases, the National Park Service will strive to ensure that fish harvests are sustainable and are consistent with sound resource management principles (see also the "Future Plans and Research Required" section).

### *Exotic Species*

The Upper St. Croix National Scenic Riverway has a number of exotic plant species. Some of these plants, such as purple loosestrife and spotted knapweed, are threats to the riverway's natural ecosystems. As called for in the Upper St. Croix Management Commission's policies, only native vegetation will be planted within the riverway. The National Park Service will survey and monitor the riverway for the presence of exotic plant species. It will control as best it can those exotic species that are a hazard to public safety, damage historic or archeological resources, interfere with natural processes and the perpetuation of natural features or native species, or significantly hamper the management of the riverway or adjacent lands. High priority will be given to controlling exotic species that have a substantial impact on the riverway's resources and that can reasonably be expected to be successfully controlled. As described in NPS *Management Policies* (NPS 1988) and the riverway's "Resources Management Plan," the National Park Service will use integrated pest management procedures to determine how to control the exotics.

The zebra mussel has not yet spread to the St. Croix and Namekagon Rivers; however, there was an isolated find of zebra mussels 2 miles north of the Taylors Falls dam in July 1997. A zebra mussel prevention plan has been prepared and is routinely updated. The National Park Service will continue to monitor for the presence of the zebra mussel, inform and educate the public about the mussel and the threat it poses, and take action as the situation dictates.

## SAND AND GRAVEL MINING

With increasing development in the region there likely will be additional demand for sand and gravel operations near the riverway, which will increase the potential for the introduction of sediments flowing into the riverway and other impacts. The National Park Service will cooperate with the states, counties, and private landowners in their preparation of mining plans and, as appropriate, will review plans to ensure that mining proceeds in an environmentally sound manner, and that the site will be left in a safe, nonpolluting condition that has future land value.

## PRESERVATION OF NATURAL SCENIC VALUES

The National Park Service will strive to maintain the natural scenery along the riverway, including the broader natural landscape that is visible from the rivers. The purposes of the riverway state that the rivers should be preserved in a relatively natural condition, and that the exceptional natural and scenic resources should be protected. New developments within the riverway boundary on federal lands will be restricted, and those that are built will be designed to blend in with the natural environment. The National Park Service also will work with state, county, and local government landowners and private landowners in or near the riverway to encourage them to maintain the natural scenery, including the broader natural landscape that is visible from the rivers. In addition, the National Park Service will continue to abide by the Upper St. Croix Management Commission policies.

## RIVER CROSSINGS

Because there are already numerous river crossings, the National Park Service will discourage new crossings for bridges, roads, trails, railroads, and utility lines. The replace-

ment of bridges and other utility crossings will be permitted only if they meet the requirements of the Wild and Scenic Rivers Act. The National Park Service will work to consolidate crossings wherever possible, place new bridges and utilities in existing corridors, and find solutions that will not impact riverway resources.

## CULTURAL RESOURCE MANAGEMENT

### *Archeological Sites, Historic Structures, and Cultural Landscapes*

The National Park Service will continue to inventory and evaluate the significance of cultural resources and perform compliance for any undertakings that may affect properties that are on or that are eligible for listing on the National Register of Historic Places. Cultural resources consist of prehistoric and historic archeological sites, historic structures, traditional cultural properties, and cultural landscapes. More than 300 archeological sites have been identified on federal land on the upper river. Riverway staff will consult NPS archeologists regarding ground-disturbing projects and will conduct additional surveys, excavations, or structural documentation as needed. The primary goal will be to protect and preserve sites in place (for additional background information on riverway cultural resources, see NPS 1998b).

Surveys and research are being conducted to identify riverway historic structures. Most, if not all, nonhistoric structures will be removed to (1) meet the goal of restoring the natural scene along the river corridor, (2) remove buildings that may over time attract vandals and squatters, and (3) to eliminate potential safety hazards.

New properties eligible for listing on the national register will be identified in consultation with the state historic preservation officers of Wisconsin and Minnesota. The

National Park Service and state historic preservation officers will evaluate a full range of alternatives for historic structures — from preservation and restoration to removal. The National Park Service will also support the efforts of state historic preservation offices and others to help preserve cultural resources within or adjacent to riverway boundaries.

Riverway staff will also consult with tribal governments and representatives to identify any traditional cultural properties and will provide notice to the tribes of any project that might damage cultural or sacred tribal sites. In the event that any Native American burials and/or burial objects are inadvertently discovered, the appropriate tribes will be immediately notified according to the guidelines provided in the Native American Graves Protections and Repatriation Act (NAGPRA) or as stipulated in any NAGPRA programmatic agreement.

### *Museum Property/Exhibits*

Most of the park's 72,300-object museum collection resides in protective storage at the Midwest Archeological Center in Lincoln, Nebraska. Eighty cataloged objects are displayed in exhibits at four visitor centers, primarily at the park headquarters / visitor center. Exhibits focus on European settlement, logging, and the relationship between early settlers and the river. A few exhibits focus on natural history through rocks and mounted birds. The primary exhibit interprets logging and is centered on a large historic logging sled. Exhibits at other facilities are park-produced panels with text and photographs. A birch bark canoe and a few natural history exhibits are featured at Namekagon Visitor Center.

## *VISITOR USE MANAGEMENT AND SAFETY*

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### *Visitor Use*

Activities that are compatible with and do not detract from the riverway's remarkable resource values will be promoted. Under this plan VERP standards (see "Carrying Capacity" and NPS 1997d) will be used to determine whether resources or visitor experiences are being damaged or diminished to an unacceptable degree. Should monitoring efforts show that the agreed-upon standards for resource conditions and visitor use are in jeopardy, management actions designed to resolve the problems will be implemented.

The decision to implement management actions will be based on the VERP framework developed for the riverway. This framework will be developed in conjunction with the riverway's partners and other interested parties, with opportunity for public input.

***Water Uses.*** A variety of motorized and non-motorized recreational uses, including canoeing, fishing, and motorboating will continue to be permitted on the Upper St. Croix National Scenic Riverway unless it is demonstrated that a use is adversely affecting the riverway's exceptional resources and values or public safety. The National Park Service also will work to promote uses and behaviors that will ensure quality experiences for all visitors and that will help maintain and protect the riverway's outstanding resource values (see the "Future Plans and Research Required" section for information about personal watercraft).

***Spring/ Summer/Fall Terrestrial Uses.*** Existing uses (e.g., horseback riding, mountain biking, hiking, and the use of motorized vehicles) will continue to be permitted in the upper riverway unless it is determined that a use was adversely affecting the riverway's exceptional resources and values. Horse use will continue to be permitted at current levels but will be limited to the shoulders of

designated roadways and trails. Bicycles will continue to be allowed at current levels but will be limited to roads where motor vehicles are now permitted. The National Park Service will work with equestrian and bicycle groups and state agencies to determine other areas where these uses may be permitted to cross the riverway corridor.

The National Park Service will continue to permit land-based motorized vehicles (e.g., motorcycles, all-terrain vehicles [ATVs], and four-by-fours) on established roads in the riverway, subject to state and local regulations. Driving off established routes will be prohibited.

**Winter Uses.** The upper riverway is primarily used by visitors between the spring and fall. However, some winter use (snowmobiling, ATV use, crosscountry skiing, and snowshoeing) occurs. These winter uses will continue to be permitted unless it is determined that they are adversely affecting the riverway's resources and values

ATV use will continue to be permitted in accordance with state laws provided that use does not adversely affect the riverway's resources and values. In Wisconsin, ATV use is allowed on designated snowmobile trails. In Minnesota, all terrain vehicles are prohibited on snowmobile trails by state law.

Snowmobiles and all terrain vehicle users will continue to be able to use the frozen river surface of the St. Croix from Riverside to St. Croix Falls and designated trails that traverse the riverway unless it is demonstrated that this use adversely affects the riverway's exceptional resources and values or public safety. The riverway north of Riverside on the St. Croix and the entire Namekagon River are generally closed to snowmobile use as stated in 36 CFR 7.9. However, the riverway also may be crossed in these (closed) areas with prior NPS approval, assuming there are no safety, visitor experience, or resource concerns. The National Park Service will continue

to work with snowmobile groups to determine the best locations for designated crossings.

With regard to crosscountry skiing and snowshoeing, the National Park Service will continue to maintain crosscountry skiing trails at Sandrock Cliffs and Trego, subject to funding. Snowshoers and skiers will be permitted to continue to travel offtrail throughout the riverway and winter camp unless it is determined that unacceptable negative impacts on resources are occurring.

### *Visitor Safety*

Although visitors assume a certain degree of responsibility for their own safety when visiting the upper riverway, the National Park Service will strive to reduce hazards that pose a serious threat to human health and safety. Corrections of safety hazards will not conflict with NPS mandates to preserve the riverway's resources.

### *Fees*

All operations and visitor activities will be reviewed to see if the application of fees is appropriate, as recommended in the NPS fee demonstration program.

### *Accessibility for Individuals with Disabilities*

NPS *Management Policies* (NPS 1988) state that visitor and management facilities programs will be made as accessible as practicable, depending on the nature of the area and of the facility, to persons with visual, hearing, mobility, and mental impairments.

The National Park Service will strive to provide the highest level of accessibility possible to buildings, facilities (including primitive recreational facilities), programs, and services, consistent with the nature of the area, the conservation of riverway resources,

and the mandate to provide a quality experience for everyone. Nonmotorized access for individuals with disabilities will be encouraged through the use of assistance organizations. Any new visitor or employee facility in developed areas, and any alterations to existing facilities, will be designed and constructed or rehabilitated in accordance with the Uniform Federal Accessibility Standards (49 CFR 31528) and applicable sections of Americans With Disabilities Act Architectural Guidelines (28 CFR 36) to provide accessibility to individuals with disabilities. Information on the location of accessible facilities and activities will be available.

### INTERPRETATION

In 1995 the National Park Service approved an "Interpretive Prospectus" for the riverway (NPS 1995a). This prospectus identifies interpretive themes based on the area's purposes, significance, and diverse resources; it also proposes new media to improve the overall *interpretive program*.

The "Interpretive Prospectus" also proposes a series of actions that will resolve interpretive service problems, correct facility and media deficiencies, meet the needs of riverway users, and generate a regional commitment for *resource protection*.

- Audiovisual programs and equipment will be upgraded to improve accessibility and to incorporate advancing technology.
  - A new wayside exhibit plan will be developed and implemented to thematically interpret park resources.
  - New museum exhibits focusing on natural and cultural history, recreation, and stewardship will replace temporary or outdated exhibits.
  - Each visitor center will be dedicated to interpreting specific themes.
- The popular touch table will be retained. No cataloged objects will be on the touch tables.
  - Objects from the museum collection will be effectively displayed, interpreted, and protected in upgraded exhibits.
  - Several media plans (e.g., wayside exhibit plan, audiovisual plan, visitor center exhibit plan, and publication plan) may be needed to provide detailed planning for specific media. Based on the *General Management Plan* and the riverway's approved "Interpretive Prospectus," the media plans will provide the direction for the production and implementation plans that will include sufficient detail to contract media production and installation.
  - The National Park Service will market its interpretive program to visitors and will ensure that meaningful visitor experiences are provided at the Marshland, Saint Croix Falls, and Namekagon visitor centers.

The National Park Service has forged many partnerships with the states of Minnesota and Wisconsin, counties, towns, schools, and private interests regarding visitor services and interpretation on the upper riverway. Cooperation among all those entities will continue to be essential to maintain and improve high-quality visitor services. In this regard, the National Park Service will continue to support the St. Croix Valley Interpreter's Association, an informal alliance of interpreters in the area. NPS interpreters will continue to present partnership interpretive programs at federal, state, local, and private facilities, especially campgrounds. The riverway staff will continue to cooperate with state and local parks and other visitor service providers to improve facilities used jointly for campfire programs. The riverway staff will also work with these entities to develop sign guidelines to improve visitor information and direction.



## OUTFITTERS AND CONCESSION OPERATIONS

The number of people using outfitters on the upper riverway appears to have increased over the past several years, and these operations have the potential to significantly affect the experience of visitors on the riverway as well as the riverway's resources. Therefore, the National Park Service will evaluate the need to place outfitters operating on the Upper St. Croix National Scenic Riverway under an incidental business permit system.

There does not seem to be a large demand for the types of goods and services that could be provided through concession operations. A policy for providing goods and services through concession operations in the upper riverway will be developed if demand warrants (see the "Future Plans and Research Required" section for more detail).

## LAND PROTECTION ACTIONS

The upper riverway's "Land Protection Plan" (NPS 1993) identifies which lands or interests in lands are necessary to accomplish the intent of the Wild and Scenic Rivers Act and/or riverway management objectives. This plan will refer to the "Land Protection Plan" for land protection information and priorities.

Since the land protection program for the upper riverway is almost complete, no further updates of the "Land Protection Plan" are anticipated.

The "Land Protection Plan" states that there is some private property within the riverway boundary that, even if developed, will not affect the riverway's natural scenic resources. Most of these tracts are along the exterior riverway boundary. They will be removed from the riverway at some future date in an accumulative boundary change because their inclusion is not necessary to accomplish the intent of the Wild and Scenic River Act or riverway management objectives. The exclusion of these tracts from the riverway is the only exterior boundary change recommended (NPS 1993). Currently, no land outside of the boundary is proposed to be added to the riverway.

If and when additional funds become available, the National Park Service plans to acquire scenic easement interests on specific sensitive properties within the riverway to protect significant resources. As outlined in the "Land Protection Plan" there are 93 of these unprotected, sensitive properties in northwest Wisconsin. The process to acquire scenic easements over 46 of these tracts is underway; scenic easements over the remaining 47 tracts will be sought as funds from the Land and Water Conservation Fund become available.

## *FUTURE PLANS AND RESEARCH REQUIRED*

In addition to the ongoing programs and projects other studies are needed to fully achieve the riverway mission and long-term goals. These studies are also needed to achieve the riverway mission; however, they will be implemented only as funding permits.

### *FISHERIES MANAGEMENT PLAN*

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This plan will address such issues as habitat loss, user conflicts, the presence of exotic sport fish, and stocking programs (in progress).

### *HEADQUARTERS BUILDING DEFICIENCIES*

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The riverway headquarters and visitor center building was formerly a motel/restaurant. It has the following problems: foundations and floor settlement, groundwater seepage in the visitor center, inadequate office space, inadequate electrical system, and poor energy efficiency. In addition, the second floor does not meet accessibility standards. A development concept plan should be prepared for repair and/or redesign of the existing facility or construction of a new facility or facilities to meet management needs.

### *CAMPING OPPORTUNITIES*

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No major campgrounds exist in or near the upper riverway north of Danbury. The National Park Service will work with the states, counties, and local governments to prepare a market study on camping opportunities in this area. The study will examine different alternatives for providing camping opportunities. Entities other than the National Park Service would build and operate the campground(s). The National Park Service

favors private campgrounds outside of the riverway boundaries.

### *TAYLORS FALLS FLOWAGE ACTION PLAN*

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In recent years individuals have proposed expanding or adding marinas on the Taylors Falls flowage. Concerns have been raised about potential impacts on the level and patterns of use in this section of the riverway. Studies are needed to evaluate use in this area and to provide guidance for addressing these concerns.

### *OUTFITTER OPERATIONS*

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The National Park Service will evaluate the need to place outfitters operating on the upper riverway under an IBP system. The purposes of this permit system will be to ensure compliance with 16 USC 1(a)(1), as reinforced by 36 CFR 5.3, to ensure that opportunities for a quality visitor experience are maximized, to encourage the highest degree of visitor safety and interpretation of the resources, and to ensure that riverway resources are protected. The IBP system will also gather information to use in future planning efforts to ensure that the authorized services will not have an adverse impact on park resources. If an IBP system is needed, riverway staff will work with outfitters to develop the system.

### *CONCESSION OPERATIONS*

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A policy for providing goods and services via concession operations in the riverway will be developed if demand warrants. The policy would address whether the National Park Service should provide any goods or services that are not currently available from

businesses operating outside the riverway. The National Park Service will only consider contracting for concession services if such services are necessary and appropriate and if they are consistent with the preservation and conservation of the management areas. If concession services are provided, additional staff and staff time will be required to manage and monitor concession contracts.

### INNER TUBING ON THE RIVER

Concerns have been raised about the apparent increase in inner tubing along certain sections of the riverway and the impacts this activity may be having on significant park resources. The National Park Service will evaluate the need to place commercially outfitted inner tubing under an incidental business permit or a concessions contract. Data will be collected and public input will be sought to determine if such an action is needed.

### WATER POLLUTION FROM SOURCES OUTSIDE OF THE RIVERWAY

The National Park Service will continue to work with other state and federal agencies as they develop and implement a comprehensive basin water quality management plan, as called for in the Upper St. Croix Management Commission's policies (in progress).

Pollution from external sources will be monitored; a watershed plan (similar to the one being done for the lower riverway) will be encouraged if monitoring shows increasing or unacceptable levels.

### SUSTAINABILITY (CONSERVING NATURAL AND CULTURAL RESOURCES)

A comprehensive action plan will be developed to incorporate sustainable practices into riverway operations. Riverway staff will

review all operations and will determine how to perform routine tasks or functions with less impact on riverway, regional, and global resources.

### OPERATION OF THE NORTHERN STATES POWER COMPANY DAMS

The three dams on the riverway are operated to meet daily peak demands for electricity. This means pooling water behind dams until the demand for electricity requires running more water through the generating plants. Consequently, water levels fluctuate during the day both upstream and downstream of the dams. The effects of these fluctuations are not fully understood and should be studied. Also, because the reservoirs are more lake-like than riverine, the effects on water quality and aquatic organisms also should be studied.

### RIGHTS-OF-WAY VEGETATION MANAGEMENT PLAN

There are numerous rights-of-way in the riverway to accommodate transmission lines, distribution lines, and pipelines. Most of these rights-of-way predate the Wild and Scenic Rivers Act and are held by a variety of utility companies. Consequently, there is no consistency in maintenance practices on these areas. With the participation of the owners of the rights-of-way, a vegetation management plan should be prepared to establish consistent maintenance, vegetation management, and clearing practices among these various entities.

### PERSONAL WATERCRAFT

Many concerns have been raised by the public, riverway managers, and both the state departments of natural resources regarding the use of personal watercraft on the upper riverway. There are concerns about visitor

safety, impacts on quiet and solitude, and impacts on other visitors' experiences, riverway resources (e.g., disturbance of bottom sediments and bank erosion), and adjacent landowners. The National Park Service, in consultation with both state departments of natural resources, will determine the appropriateness of personal watercraft use on the riverway. Data will be collected and public input will be sought to make this determination.

### VISUAL QUALITY DOCUMENTATION

Documentation of the natural scenic resources in the riverway is necessary as the first step in the long-term preservation of these resources.

### NATURAL RESOURCE BASELINE INVENTORIES

Baseline data will be collected and evaluated for natural resources, such as old-growth biotic communities, vegetation, reptiles, amphibians, and the distribution of riparian animals. Monitoring will be done to determine resource status and trends.

### MUSSEL MONITORING/RESEARCH

The National Park Service will inventory and monitor populations, establish criteria for suitable habitat, identify potential impacts on populations and habitat, reduce impacts, preserve and restore habitat, research mussel reproduction, determine host fish for individual species, and develop a mussel management plan for St. Croix.

## CULTURAL RESOURCE MANAGEMENT

Additional work is also needed to identify the riverway's historic structures and cultural landscapes and determine their significance. The completion of the riverway's historic resources study and its cultural landscape inventory will help in assessing the impacts of any future management decisions on the riverway's historic or cultural landscapes. Several other surveys and inventories, as listed below, will be completed to further document the upper riverway's significant cultural resources

- national register documentation for the riverway's significant sites and structures
- an archeological overview and assessment for the upper riverway based on archeological baseline data and any necessary updates
- a cultural landscape report for any significant landscapes identified in the cultural landscape inventory
- an ethnographic overview and assessment that analyzes data on the upper riverway's ethnographic resources and the groups who identify these resources as significant to their ethnic heritage
- a cultural affiliation study to identify cultural ties among past and current groups who occupied or used the upper riverway's resources
- exhibit plans for each visitor center to determine the themes and contents of exhibits

The National Park Service will also coordinate with others in the historic preservation community to explore how the results of these studies are used to ensure appropriate management and the long-term preservation of the riverway's cultural resources.

# RIVERWAY ADMINISTRATION AND FACILITIES

## RIVERWAY STAFFING

In 1997 the riverway had 23 full-time and 26 part-time or seasonal positions that were either management or field operation positions (e.g., visitor information, law enforcement, facility maintenance, or resource protection). The riverway also had eight full-time clerical and administrative support positions. Most of these 57 positions served both the upper and lower riverway, which means their responsibilities spanned 227 river miles.

The length of the riverway imposes logistical burdens on riverway staff. Employees must drive considerable distances to perform routine duties (350 miles for the Namekagon District, 225 for the Marshland District, and 175 miles for the Lower District — mostly on adjacent state and county roads). These driving distances require considerable time and reduce the amount of work that can be accomplished.

Appendix E presents the future staffing needs anticipated for the riverway. As envisioned under this plan, much of the staffing is needed to implement the VERP process, which in turn is needed to accomplish the goals and objectives of this plan. Staffing needs, however, will be met only as funding and full-time equivalents (FTE) levels permit.

## DISTRICT ADMINISTRATION

For administrative purposes the riverway is divided into three districts. The Namekagon District includes the entire Namekagon River (98 miles) and 20 miles of the St. Croix River from Gordon Dam to the Riverside Landing (where Wisconsin Highway 35 crosses the St. Croix River) for a total length of 118 miles. The Marshland District extends along the St. Croix River from Riverside Landing to the Nevers Dam site, about 71 miles. The Lower District extends 38 miles along the St. Croix River from

the Nevers Dam site to the northern city limits of Stillwater, Minnesota, where the federally administered-area of the riverway ends and the state administered area begins. However, only the upper 11 miles (from the Nevers Dam site to the Taylors Falls dam) of the Lower District are addressed in this plan. The remaining 27 miles of the Lower District (from the Taylors Falls dam to the northern city limits of Stillwater, Minnesota) will be addressed in the *Lower St. Croix National Scenic Riverway Comprehensive Management Plan* (see District Administration map)

## UPPER RIVERWAY FACILITIES

The riverway offers primarily a backcountry experience, and the amount of development is limited. The major developed areas consist of three visitor centers with adjoining maintenance facilities. These include the

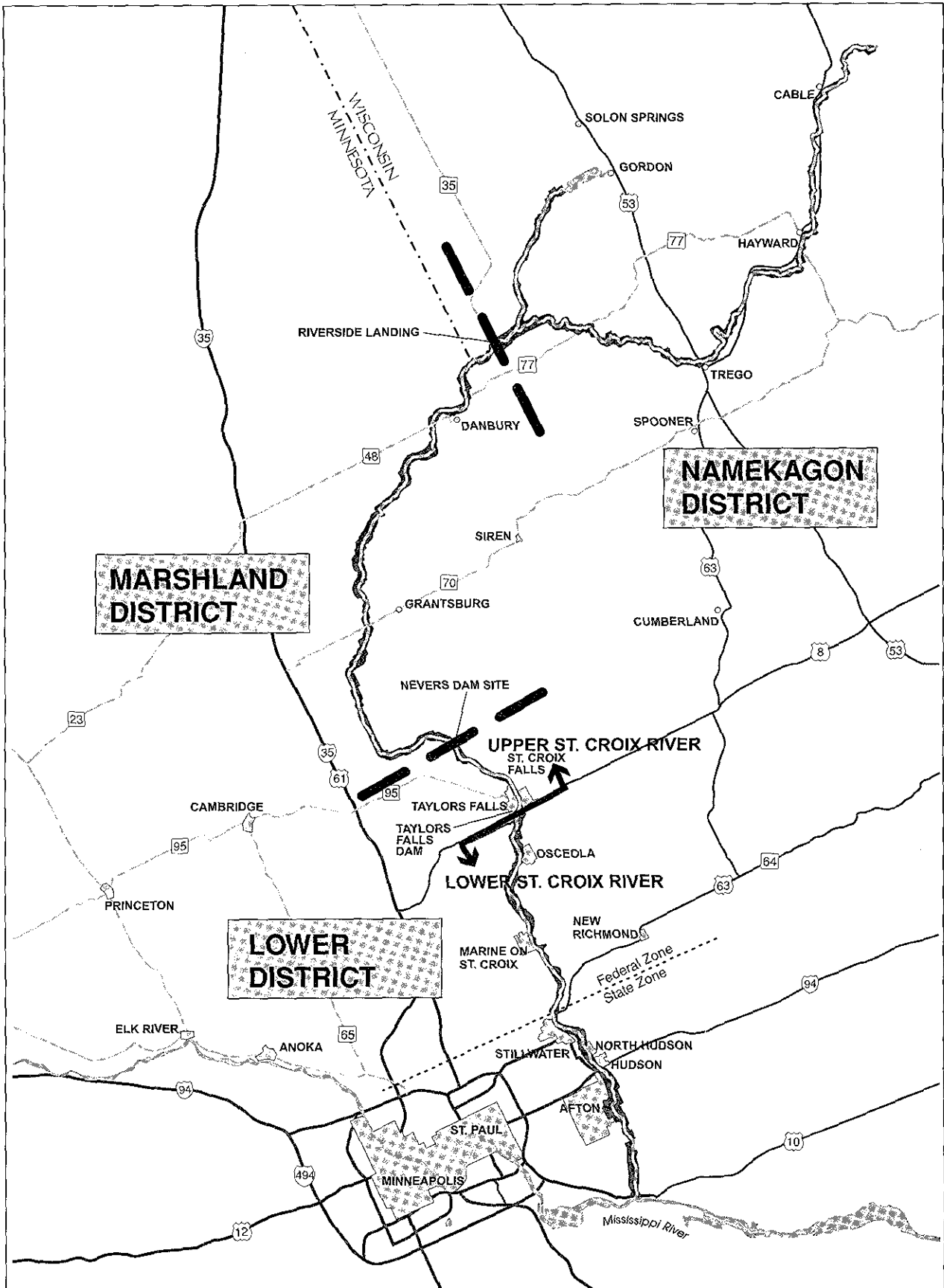
- Namekagon visitor center in Trego (Wisconsin)
- Marshland visitor center on Highway 70 (Minnesota shore)
- St. Croix Falls headquarters / visitor center (Wisconsin)

Other facility development is decentralized and small scale and primarily consists of various types of boat accesses and landings, camping facilities, picnic areas, a few trails, small interpretive displays, and roads.

The riverway maintains 47 canoe landings and boat launches, 44 picnic areas, 13 group camping areas, and 120 primitive campsites.<sup>6</sup> Many boat launch areas and canoe landings have toilet facilities and water, and some have adjacent picnic facilities. Camping opportunities vary from primitive campsites accessible only by

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6. These figures reflect conditions in 1998.



**DISTRICT ADMINISTRATION**  
 ST. CROIX NATIONAL SCENIC RIVERWAY  
 WISCONSIN · MINNESOTA  
 United States Department of the Interior · National Park Service  
 DSC • 630 • 20024 • 8/97

ON MICROFILM

**TABLE 2: ROADS, TRAILS, BRIDGES, AND PARKING LOTS**

ITEM	DISTRICT	NAMEKAGON	MARSHLAND	LOWER*	TOTAL
Roads	NPS	10.25 miles	6.35 miles	0	16.6 miles
	Non-NPS	51.72 miles	21.0 miles	8.5 miles	81.22 miles
Trails	NPS	5.65 miles	21.0 miles	2 miles	28.65 miles
	Non-NPS	58.55 miles	23.6 miles	0	82.15 miles
Bridges	NPS	1	0	0	1
	Non-NPS	31	5	0	36
Parking lots	NPS	120,340 sq. ft.	141,100 sq. ft.	50,000 sq. ft.	311,440 sq. ft.
	Non-NPS	10,000 sq. ft.	6,500 sq. ft.	27,500 sq. ft.	44,000 sq. ft.

SOURCE: St. Croix and Lower St. Croix National Scenic Riverway's *Statement for Management*, 1991.

\*Information reflects an 11-mile section of the Lower District from the Nevers Dam site to the dam at Taylors Falls.

**TABLE 3: PICNIC AREAS, CAMPGROUNDS, AND LAUNCH RAMPS**

ITEM	DISTRICT	NUMBER/ AREA	NAMEKAGON	MARSHLAND	LOWER*	TOTAL
Picnic areas	NPS	Number	4	1	3	8
		Area	0.12 acre	0.03 acre	30 acres	30.15 acres
	Non-NPS	Number	2	1	1	4
		Area	0.02 acre	0.05 acre	2 acres	2.07 acres
Campsites	NPS	Number	70	23	9	102
		Area	61 acres	42 acres	2 acres	105 acres
	Non-NPS	Number	1	0	0	1
		Area	12.9 acres	0	0	12.9 acres
Launch ramps	NPS	Number	0	5	2	7
		Area	0	na	na	na
	Non-NPS	Number	0	5	2	7
		Area	0	na	na	na

SOURCE: St. Croix and Lower St. Croix National Scenic Riverway *Statement for Management*, 1991.

\*Information reflects an 11-mile section of the Lower District from the Nevers Dam site to the dam at Taylors Falls.

canoe and consisting of a cleared area, fire grate, and pit toilet to developed campsites that are accessible by vehicle and have picnic tables, vault toilets, water, and fire grates. Several of the canoe-accessible campsites are maintained by the National Park Service but are actually on state-managed lands.

Trails maintained by the riverway consist of the Trego ski trail, the Trego Nature Trail, Munger Trail, Indianhead Trail, Court Oreilles Trail, and the Sandrock Cliff Trail. The riverway also maintains a number of roads, parking lots, and bridges. There are also numerous facilities managed by the states and local communities that complement those offered by the riverway. For additional information on facilities in the area and region, see the "Upper Riverway Sourcebook" (NPS 1998b)

The facilities in the riverway and those in the surrounding region provide a wide range of

high-quality visitor experiences. Increased interaction between the riverway and these entities will help ensure that high-quality visitor experiences continue without significantly taxing the resources of any single entity.

## CONCLUSION

Through the implementation of this plan, the riverway's management actions will be more coordinated and will directly support the riverway mission and ultimately the mission of the National Park Service. The management objectives outlined here — both ongoing and future — will not address every challenge and problem that the riverway staff will encounter. Instead, the management philosophy, vision, and goals presented in this plan should provide the conceptual framework for good decision making in the future.



### *Riverway Mission Goals*

*Mission goals are visions for the future expressed in terms of results and conditions.*

*Natural and cultural resources and associated values are protected, restored, and maintained in good condition and are managed within their broader ecosystem and cultural contexts.*

*The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors use are based on adequate scholarly scientific information.*

*Riverway visitors and the general public understand and appreciate the preservation of the riverway and the resources for this and future generations.*



APPENDIXES / BIBLIOGRAPHY / PREPARERS

THE ESTABLISHMENT OF THE ST. CROIX NATIONAL SCENIC RIVERWAY  
WILL . . . STIMULATE THE DEVELOPMENT OF AN OUTDOOR RECREATION  
INDUSTRY (AND) PROVIDE NEW JOBS AND NEW SOURCES OF INCOME TO  
THE PEOPLE OF THE AREA . . .

—REPRESENTATIVE ALVIN O'KONSKI, MARCH 1968 HOUSE  
HEARING ON THE WILD AND SCENIC RIVERS ACT

## APPENDIX A: LEGISLATION

<sup>1</sup>An Act

To provide for a National Wild and Scenic Rivers System, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, (a) this Act may be cited as the "Wild and Scenic Rivers Act".*

### Congressional declaration of policy

(b) It is hereby declared to be the policy of the United States that certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values, shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations. The Congress declares that the established national policy of dam and other construction at appropriate sections of the rivers of the United States needs to be complemented by a policy that would preserve other selected rivers or sections thereof in their free-flowing condition to protect the water quality of such rivers and to fulfill other vital national conservation purposes.

### Congressional declaration of purpose

(c) The purpose of this Act is to implement this policy by instituting a national wild and scenic rivers system, by designating the initial components of that system, and by prescribing the methods by which and standards according to which additional components may be added to the system from time to time.

### Composition of system; requirements for State administered components

SEC. 2. (a) The national wild and scenic rivers system shall comprise rivers

- (i) that are authorized for inclusion therein by Act of Congress, or
- (ii) that are designated as wild, scenic or recreational rivers by or pursuant to an act of the legislature of the State or States through which they flow, that are to be permanently administered as wild, scenic or recreational rivers by an agency or political subdivision of the State or States concerned, that are found by the Secretary of the Interior, upon application of the Governor of the State or the Governors of the States concerned, or a person or persons thereunto duly appointed by him or them, to meet the criteria established in this Act and such criteria supplementary thereto as he may prescribe, and that are approved by him for

inclusion in the system, including, upon application of the Governor of the State concerned, the Allagash Wilderness Waterway, Maine; that segment of the Wolf River, Wisconsin, which flows through Langlade County and that segment of the New River in North Carolina extending from its confluence with Dog Creek downstream approximately 26.5 miles to the Virginia State line.

Upon receipt of an application under clause (ii) of this subsection, the Secretary shall notify the Federal Energy Regulatory Commission and publish such application in the Federal Register. Each river designated under clause (ii) shall be administered by the State or political subdivision thereof without expense to the United States other than for administration and management of federally owned lands. For purposes of the preceding sentence, amounts made available to any State or political subdivision under the Land and Water Conservation [Fund] Act of 1965 or any other provision of law shall not be treated as an expense to the United States. Nothing in this subsection shall be construed to provide for the transfer to, or administration by, a State or local authority of any federally owned lands which are within the boundaries of any river included within the system under clause (ii).

### Classification

(b) A wild, scenic or recreational river area eligible to be included in the system is a free-flowing stream and the related adjacent land area that possesses one or more of the values referred to in Section 1, subsection (b) of this Act. Every wild, scenic or recreational river in its free-flowing condition, or upon restoration to this condition, shall be considered eligible for inclusion in the national wild and scenic rivers system and, if included, shall be classified, designated, and administered as one of the following:

- (1) Wild river areas--Those rivers or sections of rivers that are free of impoundments and generally inaccessible except by trail, with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America.
- (2) Scenic river areas--Those rivers or sections of rivers that are free of impoundments, with shorelines or watersheds still largely primitive and shorelines largely undeveloped, but accessible in places by roads.
- (3) Recreational river areas--Those rivers or sections of rivers that are readily accessible by road or railroad, that may have some development along their shorelines, and that may have undergone some impoundment or diversion in the past.

### Congressionally designated components

SEC. 3. (a) The following rivers and the land adjacent thereto are hereby designated as components of the national wild and scenic rivers system:

(deletion - list of rivers)

<sup>1</sup>The Wild and Scenic Rivers Act (16 U.S.C. 1271-1287) as set forth herein consists of Public Law 90-542 (October 2, 1968) and amendments thereto.

## Establishment of boundaries; classification

(b) The agency charged with the administration of each component of the national wild and scenic rivers system designated by subsection (a) of this section shall, within one year from the date of designation of such component under subsection (a) (except where a different date is provided in subsection (a), establish detailed boundaries therefor (which boundaries shall include an average of not more than 320 acres of land per mile measured from the ordinary high water mark on both sides of the river); and determine which of the classes outlined in section 2, subsection (b), of this Act best fit the river or its various segments. Notice of the availability of the boundaries and classification, and of subsequent boundary amendments shall be published in the Federal Register and shall not become effective until ninety days after they have been forwarded to the President of the Senate and the Speaker of the House of Representatives.

## Public availability of maps and descriptions

(c) Maps of all boundaries and descriptions of the classifications of designated river segments, and subsequent amendments to such boundaries, shall be available for public inspection in the offices of the administering agency in the District of Columbia and in locations convenient to the designated river.

## Review requirements for early designations and management plans

(d)(1) For rivers designated on or after January 1, 1986, the Federal agency charged with the administration of each component of the National Wild and Scenic Rivers System shall prepare a comprehensive management plan for such river segment to provide for the protection of the river values. The plan shall address resource protection, development of lands and facilities, user capacities, and other management practices necessary or desirable to achieve the purposes of this Act. The plan shall be coordinated with and may be incorporated into resource management planning for affected adjacent Federal lands. The plan shall be prepared, after consultation with State and local governments and the interested public within 3 full fiscal years after the date of designation. Notice of the completion and availability of such plans shall be published in the Federal Register.

(2) For rivers designated before January 1, 1986, all boundaries, classifications, and plans shall be reviewed for conformity within the requirements of this subsection within 10 years through regular agency planning processes.

## Requirements for study reports

SEC. 4. (a) The Secretary of the Interior or, where national forest lands are involved, the Secretary of Agriculture or, in appropriate cases, the two Secretaries jointly shall study and submit to the President reports on the suitability or nonsuitability for addition to the national wild and scenic rivers system of rivers which are designated herein or hereafter by the Congress as potential

additions to such system. The President shall report to the Congress his recommendations and proposals with respect to the designation of each such river or section thereof under this Act. Such studies shall be completed and such reports shall be made to the Congress with respect to all rivers named in subparagraphs 5(a) (1) through (27) of this Act no later than October 2, 1978. In conducting these studies the Secretary of the Interior and the Secretary of Agriculture shall give priority to those rivers

(i) with respect to which there is the greatest likelihood of developments which, if undertaken, would render the rivers unsuitable for inclusion in the national wild and scenic rivers system, and

(ii) which possess the greatest proportion of private lands within their areas. Every such study and plan shall be coordinated with any water resources planning involving the same river which is being conducted pursuant to the Water Resources Planning Act (79 Stat. 244; 42 U.S.C. 1962 et seq.). Each report, including maps and illustrations, shall show among other things the area included within the report; the characteristics which do or do not make the area a worthy addition to the system; the current status of land ownership and use in the area; the reasonably foreseeable potential uses of the land and water which would be enhanced, foreclosed, or curtailed if the area were included in the national wild and scenic rivers system; the Federal agency (which in the case of a river which is wholly or substantially within a national forest, shall be the Department of Agriculture) by which it is proposed the area, should it be added to the system, be administered; the extent to which it is proposed that such administration, including the costs thereof, be shared by State and local agencies; and the estimated cost to the United States of acquiring necessary lands and interests in land and of administering the area, should it be added to the system. Each such report shall be printed as a Senate or House document.

(b) Before submitting any such report to the President and the Congress, copies of the proposed report shall, unless it was prepared jointly by the Secretary of the Interior and the Secretary of Agriculture, be submitted by the Secretary of the Interior to the Secretary of Agriculture or by the Secretary of Agriculture to the Secretary of the Interior, as the case may be, and to the Secretary of the Army, the Secretary of Energy, the head of any other affected Federal department or agency and, unless the lands proposed to be included in the area are already owned by the United States or have already been authorized for acquisition by Act of Congress, the Governor of the State or States in which they are located or an officer designated by the Governor to receive the same. Any recommendations or comments on the proposal which the said officials furnish the Secretary or Secretaries who prepared the report within ninety days of the date on which the report is submitted to them, together with the Secretary's or Secretaries' comments thereon, shall be included with the transmittal to the President and the Congress.

## Review requirements for State components

(c) Before approving or disapproving for inclusion in the national wild and scenic rivers system any river designated as a wild, scenic or recreational river by or pursuant to an act of the State legislature, the Secretary of the Interior shall submit the proposal to the Secretary of Agriculture, the Secretary of the Army, the Secretary of Energy, and the head of any other

affected Federal department or agency and shall evaluate and give due weight to any recommendations or comments which the said officials furnish him within ninety days of the date on which it is submitted to them. If he approves the proposed inclusion, he shall publish notice thereof in the Federal Register.

#### Study boundaries

(d) The boundaries of any river proposed in section 5(a) of this Act for potential addition to the National Wild and Scenic Rivers System shall generally comprise that area measured within one-quarter mile from the ordinary high water mark on each side of the river. In the case of any designated river, prior to publication of boundaries pursuant to section 3(b) of this Act, the boundaries also shall comprise the same area. This subsection shall not be construed to limit the possible scope of the study report to address areas which may lie more than one-quarter mile from the ordinary high water mark on each side of the river.

#### Study rivers

49 **SEC. 5 (a)** The following rivers are hereby designated for potential addition to the national wild and scenic rivers system:

(deletion - list of rivers and study periods)

#### Additional study requirements

(c) The study of any of said rivers shall be pursued in as close cooperation with appropriate agencies of the affected State and its political subdivisions as possible, shall be carried on jointly with such agencies if request for such joint study is made by the State, and shall include a determination of the degree to which the State or its political subdivisions might participate in the preservation and administration of the river should it be proposed for inclusion in the national wild and scenic rivers system.

#### Federal agency consideration of wild and scenic values

(d)(1) In all planning for the use and development of water and related land resources, consideration shall be given by all Federal agencies involved to potential national wild, scenic and recreational river areas, and all river basin and project plan reports submitted to the Congress shall consider and discuss any such potentials. The Secretary of the Interior and the Secretary of Agriculture shall make specific studies and investigations to determine which additional wild, scenic and recreational river areas within the United States shall be evaluated in planning reports by all Federal agencies as potential alternative uses of the water and related land resources

by all Federal agencies as potential alternative uses of the water and related land resources involved.

(2) The Congress finds that the Secretary of the Interior, in preparing the Nationwide Rivers Inventory as a specific study for possible additions to the national wild and scenic rivers system, identified the Upper Klamath River from below the John Boyle Dam to the Oregon-California State line. The Secretary, acting through the Bureau of Land Management, is authorized under this subsection to complete a study of the eligibility and suitability of such segment for potential addition to the national wild and scenic rivers system. Such study shall be completed, and a report containing the results of the study shall be submitted to Congress by April 1, 1990. Nothing in this paragraph shall affect the authority or responsibilities of any other Federal agency with respect to activities or action on this segment and its immediate environment.

#### Acquisition procedures and limitations

**SEC. 6. (a)(1)** The Secretary of the Interior and the Secretary of Agriculture are each authorized to acquire lands and interests in land within the authorized boundaries of any component of the national wild and scenic rivers system designated in section 3 of this Act, or hereafter designated for inclusion in the system by Act of Congress, which is administered by him, but he shall not acquire fee title to an average of more than 100 acres per mile on both sides of the river. Lands owned by a State may be acquired only by donation or by exchange in accordance with the subsection (d) of this section. Lands owned by an Indian tribe or a political subdivision of a State may not be acquired without the consent of the appropriate governing body thereof as long as the Indian tribe or political subdivision is following a plan for management and protection of the lands which the Secretary finds protects the land and assures its use for purposes consistent with this Act. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to the use of appropriations from other sources, be available to Federal departments and agencies for the acquisition of property for the purposes of this Act.

(2) When a tract of land lies partially within and partially outside the boundaries of a component of the national wild and scenic rivers system, the appropriate Secretary may, with the consent of the landowners for the portion outside the boundaries, acquire the entire tract. The land or interest therein so acquired outside the boundaries shall not be counted against the average one-hundred-acre-per-mile fee title limitation of subsection (a)(1). The lands or interests therein outside such boundaries, shall be disposed of, consistent with existing authorities of law, by sale, lease, or exchange.

(b) If 50 per centum or more of the entire acreage outside the ordinary high water mark on both sides of the river within a federally administered wild, scenic or recreational river area is owned in fee title by the United States, by the State or States within which it lies, or by political subdivisions of those States, neither Secretary shall acquire fee title to any lands by condemnation under authority of this Act. Nothing contained in this section, however, shall preclude the use of condemnation when necessary to clear title or to acquire scenic easements or such other easements as are reasonably necessary to give the public access to the river and to permit its members to traverse the length of the area or of selected segments thereof.

(c) Neither the Secretary of the Interior nor the Secretary of Agriculture may acquire lands by condemnation, for the purpose of including such lands in any national wild, scenic or recreational river area, if such lands are located within any incorporated city, village or borough which has in force and applicable to such lands a duly adopted, valid zoning ordinance that conforms with the purposes of this Act. In order to carry out the provisions of this subsection the appropriate Secretary shall issue guidelines, specifying standards for local zoning ordinances, which are consistent with the purposes of this Act. The standards specified in such guidelines shall have the object of

(A) prohibiting new commercial or industrial uses other than commercial or industrial uses which are consistent with the purposes of this Act, and

(B) the protection of the bank lands by means of acreage, frontage, and setback requirements on development.

(d) The appropriate Secretary is authorized to accept title to non-Federal property within the authorized boundaries of any federally administered component of the national wild and scenic rivers system designated in section 3 of this Act or hereafter designated for inclusion in the system by Act of Congress and, in exchange therefor, convey to the grantor any federally owned property which is under his jurisdiction within the State in which the component lies and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal or, if they are not approximately equal, shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require.

(e) The head of any Federal department or agency having administrative jurisdiction over any lands or interests in land within the authorized boundaries of any federally administered component of the national wild and scenic rivers system designated in section 3 of this Act or hereafter designated for inclusion in the system by Act of Congress is authorized to transfer to the appropriate Secretary jurisdiction over such lands for administration in accordance with the provisions of this Act. Lands acquired by or transferred to the Secretary of Agriculture for the purposes of this Act within or adjacent to a national forest shall upon such acquisition or transfer become national forest lands.

(f) The appropriate Secretary is authorized to accept donations of lands and interests in land, funds, and other property for use in connection with his administration of the national wild and scenic rivers system.

(g)(1) Any owner or owners (hereinafter in this subsection referred to as "owner") of improved property on the date of its acquisition, may 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, or the death of either or both of them. The owner shall elect the term to be reserved. The appropriate 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 a date of the right retained by the owner.

(2) A right of use and occupancy retained pursuant to this subsection shall be subject to termination whenever the appropriate Secretary is given reasonable cause to find that such use and occupancy is being exercised in a manner which conflicts with the purposes of this Act. In the event of such a finding, the Secretary shall tender to the holder of that right an amount equal to

the fair market value of that portion of the right which remains unexpired on the date of termination. Such right of use or occupancy shall terminate by operation of law upon tender of the fair market price.

(3) The term "improved property", as used in this Act, means a detached, one-family dwelling (hereinafter referred to as "dwelling"), the construction of which was begun before January 1, 1967, (except where a different date is specifically provided by law with respect to any particular river), 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 appropriate 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.

#### Restrictions on hydro and water resource development projects on designated rivers

SEC. 7. (a) The Federal Power Commission [FERC] shall not license the construction of any dam, water conduit, reservoir, powerhouse, transmission line, or other project works under the Federal Power Act (41 Stat. 1063), as amended (16 U.S.C. 791a et seq.), on or directly affecting any river which is designated in section 3 of this Act as a component of the national wild and scenic rivers system or which is hereafter designated for inclusion in that system, and no department or agency of the United States shall assist by loan, grant, license, or otherwise in the construction of any water resources project that would have a direct and adverse effect on the values for which such river was established, as determined by the Secretary charged with its administration. Nothing contained in the foregoing sentence, however, shall preclude licensing of, or assistance to, developments below or above a wild, scenic or recreational river area or on any stream tributary thereto which will not invade the area or unreasonably diminish the scenic, recreational, and fish and wildlife values present in the area on the date of designation of a river as a component of the national wild and scenic rivers system. No department or agency of the United States shall recommend authorization of any water resources project that would have a direct and adverse effect on the values for which such river was established, as determined by the Secretary charged with its administration, or request appropriations to begin construction of any such project, whether heretofore or hereafter authorized, without advising the Secretary of the Interior or the Secretary of Agriculture, as the case may be, in writing of its intention so to do at least sixty days in advance, and without specifically reporting to the Congress in writing at the time it makes its recommendation or request in what respect construction of such project would be in conflict with the purposes of this Act and would affect the component and the values to be protected by it under this Act. Any license heretofore or hereafter issued by the Federal Power Commission [FERC] affecting the New River of North Carolina shall continue to be effective only for that portion of the river which is not included in the national wild and scenic rivers system pursuant to section 2 of this Act and no project or undertaking so licensed shall be permitted to invade, inundate or otherwise adversely affect such river segment.

Restrictions on hydro and water resource development projects on study rivers

(b) The Federal Power Commission [FERC] shall not license the construction of any dam, water conduit, reservoir, powerhouse, transmission line, or other project works under the Federal Power Act, as amended, on or directly affecting any river which is listed in section 5, subsection (a), of this Act, and no department or agency of the United States shall assist by loan, grant, license, or otherwise in the construction of any water resources project that would have a direct and adverse effect on the values for which such river might be designated, as determined by the Secretary responsible for its study or approval--

(i) during the ten-year period following enactment of this Act [October 2, 1968] or for a three complete fiscal year period following any Act of Congress designating any river for potential addition to the national wild and scenic rivers system, whichever is later, unless, prior to the expiration of the relevant period, the Secretary of the Interior and where national forest lands are involved, the Secretary of Agriculture, on the basis of study, determine that such river should not be included in the national wild and scenic rivers system and notify the Committees on Interior and Insular Affairs of the United States Congress, in writing, including a copy of the study upon which the determination was made, at least one hundred and eighty days while Congress is in session prior to publishing notice to that effect in the Federal Register: *Provided*, That if any Act designating any river or rivers for potential addition to the national wild and scenic rivers system provides a period for the study or studies which exceeds such three complete fiscal year period the period provided for in such Act shall be substituted for the three complete fiscal year period in the provisions of this clause (i); and

(ii) during such interim period from the date a report is due and the time a report is actually submitted to the Congress; and

(iii) during such additional period thereafter as, in the case of any river the report for which is submitted to the President and the Congress for inclusion in the national wild and scenic rivers system, is necessary for congressional consideration thereof or, in the case of any river recommended to the Secretary of the Interior for inclusion in the national wild and scenic rivers system under section 2(a)(ii) of this Act, is necessary for the Secretary's consideration thereof, which additional period, however, shall not exceed three years in the first case and one year in the second.

Nothing contained in the foregoing sentence, however, shall preclude licensing of, or assistance to, developments below or above a potential wild, scenic or recreational river area or on any stream tributary thereto which will not invade the area or diminish the scenic, recreational, and fish and wildlife values present in the potential wild, scenic or recreational river area on the date of designation of a river for study as provided in section 5 of this Act. No department or agency of the United States shall, during the periods hereinbefore specified, recommend authorization of any water resources project on any such river or request appropriations to begin construction of any such project, whether heretofore or hereafter authorized, without advising the Secretary of the Interior and, where national forest lands are involved, the Secretary of Agriculture in writing of its intention so to do at least sixty days in advance of doing so and without specifically reporting

to the Congress in writing at the time it makes its recommendation or request in what respect construction of such project would be in conflict with the purposes of this Act and would affect the component and the values to be protected by it under this Act.

(c) The Federal Power Commission [FERC] and all other Federal agencies shall, promptly upon enactment of this Act, inform the Secretary of the Interior and, where national forest lands are involved, the Secretary of Agriculture, of any proceedings, studies, or other activities within their jurisdiction which are now in progress and which affect or may affect any of the rivers specified in section 5, subsection (a), of this Act. They shall likewise inform him of any such proceedings, studies, or other activities which are hereafter commenced or resumed before they are commenced or resumed.

Grants under Land and Water Conservation Fund Act of 1965

(d) Nothing in this section with respect to the making of a loan or grant shall apply to grants made under the Land and Water Conservation Fund Act of 1965 (78 Stat. 897; 16 U.S.C. 4601-5 et seq.).

Limitations to entry on Public Lands

(a) Designated rivers

SEC. 8. (a) All public lands within the authorized boundaries of any component of the national wild and scenic rivers system which is designated in section 3 of this Act or which is hereafter designated for inclusion in that system are hereby withdrawn from entry, sale, or other disposition under the public land laws of the United States. This subsection shall not be construed to limit the authorities granted in section 6(d) or section 14A of this Act.

(b) Study rivers

(b) All public lands which constitute the bed or bank, or are within one-quarter mile of the bank, of any river which is listed in section 5, subsection (a), of this Act are hereby withdrawn from entry, sale, or other disposition under the public land laws of the United States for the periods specified in section 7, subsection (b), of this Act. Notwithstanding the foregoing provisions of this subsection or any other provision of this Act, subject only to valid existing rights, including valid Native selection rights under the Alaska Native Claims Settlement Act, all public lands which constitute the bed or bank, or are within an area extending two miles from the bank of the river channel on both sides of the river segments referred to in paragraphs (77) through (88) of section 5(a) are hereby withdrawn from entry, sale, State selection or other disposition under the public land laws of the United States for the periods specified in section 7(b) of this Act.



## Limitations on mineral entry and development on Public Lands; designated rivers

## Management direction

SEC. 9. (a) Nothing in this Act shall affect the applicability of the United States mining and mineral leasing laws within components of the national wild and scenic rivers system except that--

- (i) all prospecting, mining operations, and other activities on mining claims which, in the case of a component of the system designated in section 3 of this Act, have not heretofore been perfected or which, in the case of a component hereafter designated pursuant to this Act or any other Act of Congress, are not perfected before its inclusion in the system and all mining operations and other activities under a mineral lease, license, or permit issued or renewed after inclusion of a component in the system shall be subject to such regulations as the Secretary of the Interior or, in the case of national forest lands, the Secretary of Agriculture may prescribe to effectuate the purposes of this Act;
- (ii) subject to valid existing rights, the perfection of, or issuance of a patent to, any mining claim affecting lands within the system shall confer or convey a right or title only to the mineral deposits and such rights only to the use of the surface and the surface resources as are reasonably required to carrying on prospecting or mining operations and are consistent with such regulations as may be prescribed by the Secretary of the Interior, or in the case of national forest lands, by the Secretary of Agriculture; and
- (iii) subject to valid existing rights, the minerals in Federal lands which are part of the system and constitute the bed or bank or are situated within one-quarter mile of the bank of any river designated a wild river under this Act or any subsequent Act are hereby withdrawn from all forms of appropriation under the mining laws and from operation of the mineral leasing laws including, in both cases, amendments thereto.

Regulations issued pursuant to paragraphs (i) and (ii) of this subsection shall, among other things, provide safeguards against pollution of the river involved and unnecessary impairment of the scenery within the component in question.

## Study rivers

(b) The minerals in any Federal lands which constitute the bed or bank or are situated within one-quarter mile of the bank of any river which is listed in section 5, subsection (a) of this Act are hereby withdrawn from all forms of appropriation under the mining laws during the periods specified in section 7, subsection (b) of this Act. Nothing contained in this subsection shall be construed to forbid prospecting or the issuance of leases, licenses, and permits under the mineral leasing laws subject to such conditions as the Secretary of the Interior and, in the case of national forest lands, the Secretary of Agriculture find appropriate to safeguard the area in the event it is subsequently included in the system. Notwithstanding the foregoing provisions of this subsection or any other provision of this Act, all public lands which constitute the bed or bank, or are within an area extending two miles from the bank of the river channel on both sides of the river segments referred to in paragraphs (77) through (88) of section 5(a), are hereby withdrawn, subject to valid existing rights, from all forms of appropriation under the mining laws and from operation of the mineral leasing laws including, in both cases, amendments thereto, during the periods specified in section 7(b) of this Act.

SEC. 10. (a) Each component of the national wild and scenic rivers system shall be administered in such manner as to protect and enhance the values which caused it to be included in said system without, insofar as is consistent therewith, limiting other uses that do not substantially interfere with public use and enjoyment of these values. In such administration primary emphasis shall be given to protecting its aesthetic, scenic, historic, archaeological, and scientific features. Management plans for any such component may establish varying degrees of intensity for its protection and development, based on the special attributes of the area.

(b) Any portion of a component of the national wild and scenic rivers system that is within the national wilderness preservation system, as established by or pursuant to the Act of September 3, 1964 (78 Stat. 890; 16 U.S.C., ch. 23),<sup>2</sup> shall be subject to the provisions of both the Wilderness Act and this Act with respect to preservation of such river and its immediate environment, and in case of conflict between the provisions of these Acts the more restrictive provisions shall apply.

(c) Any component of the national wild and scenic rivers system that is administered by the Secretary of the Interior through the National Park Service shall become a part of the national park system, and any such component that is administered by the Secretary through the Fish and Wildlife Service shall become a part of the national wildlife refuge system. The lands involved shall be subject to the provisions of this Act and the Acts under which the national park system or national wildlife refuge system, as the case may be, is administered, and in case of conflict between the provisions of these Acts, the more restrictive provisions shall apply. The Secretary of the Interior, in his administration of any component of the national wild and scenic rivers system, may utilize such general statutory authorities relating to areas of the national park system and such general statutory authorities otherwise available to him for recreation and preservation purposes and for the conservation and management of natural resources as he deems appropriate to carry out the purposes of this Act.

(d) The Secretary of Agriculture, in his administration of any component of the national wild and scenic rivers system area, may utilize the general statutory authorities relating to the national forests in such manner as he deems appropriate to carry out the purposes of this Act.

(e) The Federal agency charged with the administration of any component of the national wild and scenic rivers system may enter into written cooperative agreements with the Governor of a State, the head of any State agency, or the appropriate official of a political subdivision of a State for State or local governmental participation in the administration of the component. The States and their political subdivisions shall be encouraged to cooperate in the planning and administration of components of the system which include or adjoin State or county-owned lands.

<sup>2</sup> Refers to "the Wilderness Act."

Federal assistance to others; cooperation; use of volunteers

SEC. 11. (a) The Secretary of the Interior shall encourage and assist the States to consider, in formulating and carrying out their comprehensive statewide outdoor recreation plans and proposals for financing assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act of 1965 (78 Stat. 897), needs and opportunities for establishing State and local wild, scenic and recreational river areas.

(b)(1) The Secretary of the Interior, the Secretary of Agriculture, or the head of any other Federal agency, shall assist, advise, and cooperate with States or their political subdivisions, landowners, private organizations, or individuals to plan, protect, and manage river resources. Such assistance, advice and cooperation may be through written agreements or otherwise. This authority applies within or outside a federally administered area and applies to rivers which are components of the national wild and scenic rivers system and to other rivers. Any agreement under this subsection may include provisions for limited financial or other assistance to encourage participation in the acquisition, protection, and management of river resources.

(2) Wherever appropriate in furtherance of this Act, the Secretary of Agriculture and the Secretary of the Interior are authorized and encouraged to utilize the following:

(A) For activities on federally owned land, the Volunteers in the Parks Act of 1969 (16 U.S.C. 18g-j) and the Volunteers in the Forest Act of 1972 (16 U.S.C. 558a-558d).

(B) For activities on all other lands, section 6 of the Land and Water Conservation Fund Act of 1965 (relating to the development of statewide comprehensive outdoor recreation plans).

(3) For purposes of this subsection, the appropriate Secretary or the head of any Federal agency may utilize and make available Federal facilities, equipment, tools and technical assistance to volunteers and volunteer organizations, subject to such limitations and restrictions as the appropriate Secretary or the head of any Federal agency deems necessary or desirable.

(4) No permit or other authorization provided for under provision of any other Federal law shall be conditioned on the existence of any agreement provided for in this section.

Management policies

SEC. 12. (a) The Secretary of the Interior, the Secretary of Agriculture, and the head of any other Federal department or agency having jurisdiction over any lands which include, border upon, or are adjacent to, any river included within the National Wild and Scenic Rivers System or under consideration for such inclusion, in accordance with section 2(a)(ii), 3(a), or 5(a), shall take such action respecting management policies, regulations, contracts, plans, affecting such lands, following November 10, 1978, as may be necessary to protect such rivers in accordance with the purposes of this Act. Such Secretary or other department or agency head shall, where appropriate, enter into written cooperative agreements with the appropriate State or local official for the planning, administration, and management of Federal lands which are within the boundaries of any rivers for which approval has been granted under section 2(a)(ii). Particular

attention shall be given to scheduled timber harvesting, road construction, and similar activities which might be contrary to the purposes of this Act.

(b) Nothing in this section shall be construed to abrogate any existing rights, privileges, or contracts affecting Federal lands held by any private party without the consent of said party.

(c) The head of any agency administering a component of the national wild and scenic rivers system shall cooperate with the Administrator, Environmental Protection Agency and with the appropriate State water pollution control agencies for the purpose of eliminating or diminishing the pollution of waters of the river.

Reservation of State and Federal jurisdiction and responsibilities;  
access to and across wild and scenic rivers

SEC. 13. (a) Nothing in this Act shall affect the jurisdiction or responsibilities of the States with respect to fish and wildlife. Hunting and fishing shall be permitted on lands and waters administered as parts of the system under applicable State and Federal laws and regulations unless, in the case of hunting, those lands or waters are within a national park or monument. The administering Secretary may, however, designate zones where, and establish periods when, no hunting is permitted for reasons of public safety, administration, or public use and enjoyment and shall issue appropriate regulations after consultation with the wildlife agency of the State or States affected.

(b) The jurisdiction of the States and the United States over waters of any stream included in the national wild, scenic or recreational river area shall be determined by established principles of law. Under the provisions of this Act, any taking by the United States of a water right which is vested under either State or Federal law at the time such river is included in the national wild and scenic rivers system shall entitle the owner thereof to just compensation. Nothing in this Act shall constitute an express or implied claim or denial on the part of the Federal Government as to exemption from State water laws.

(c) Designation of any stream or portion thereof as a national wild, scenic or recreational river area shall not be construed as a reservation of the waters of such streams for purposes other than those specified in this Act, or in quantities greater than necessary to accomplish these purposes.

(d) The jurisdiction of the States over waters of any stream included in a national wild, scenic or recreational river area shall be unaffected by this Act to the extent that such jurisdiction may be exercised without impairing the purposes of this Act or its administration.

(e) Nothing contained in this Act shall be construed to alter, amend, repeal, interpret, modify, or be in conflict with any interstate compact made by any States which contain any portion of the national wild and scenic rivers system.

(f) Nothing in this Act shall affect existing rights of any State, including the right of access, with respect to the beds of navigable streams, tributaries, or rivers (or segments thereof) located in a national wild, scenic or recreational river area.

(g) The Secretary of the Interior or the Secretary of Agriculture, as the case may be, may grant easements and rights-of-way upon, over, under, across, or through any component of the

national wild and scenic rivers system in accordance with the laws applicable to the national park system and the national forest system, respectively: *Provided*, That any conditions precedent to granting such easements and rights-of-way shall be related to the policy and purpose of this Act.

#### Land donations

SEC. 14. The claim and allowance of the value of an easement as a charitable contribution under section 170 of title 26, United States Code, or as a gift under section 2522 of said title shall constitute an agreement by the donor on behalf of himself, his heirs, and assigns that, if the terms of the instrument creating the easement are violated, the donee or the United States may acquire the *servient estate* at its fair market value as of the time the easement was donated minus the value of the easement claimed and allowed as a charitable contribution or gift.

#### Lease of Federal lands

SEC. 14A. (a) Where appropriate in the discretion of the Secretary, he may lease federally owned land (or any interest therein) which is within the boundaries of any component of the national wild and scenic rivers system and which has been acquired by the Secretary under this Act. Such lease shall be subject to such restrictive covenants as may be necessary to carry out the purposes of this Act.

(b) Any land to be leased by the Secretary under this section shall be offered first for such lease to the person who owned such land immediately before its acquisition by the United States.

#### Exceptions for Alaska

SEC. 15. Notwithstanding any other provision to the contrary in sections 3 and 9 of this Act, with respect to components of the national wild and scenic rivers system in Alaska designated by paragraphs (38) through (50) of section 3(a) of this Act--

(1) the boundary of each such river shall include an average of not more than six hundred and forty acres per mile on both sides of the river. Such boundary shall not include any lands owned by the State or a political subdivision of the State nor shall such boundary extend around any private lands adjoining the river in such manner as to surround or effectively surround such private lands; and

(2) the withdrawal made by paragraph (iii) of section 9(a) shall apply to the minerals in Federal lands which constitute the bed or bank or are situated within one-half mile of the bank of any river designated a wild river by the Alaska National Interest Lands Conservation Act.

#### Definitions

SEC. 16. As used in this Act, the term--

(a) "River" means a flowing body of water or estuary or a section, portion, or tributary thereof, including rivers, streams, creeks, runs, kills, rills, and small lakes.

(b) "Free-flowing", as applied to any river or section of a river, means existing or flowing in natural condition without impoundment, diversion, straightening, rip-rapping, or other modification of the waterway. The existence, however, of low dams, diversion works, and other minor structures at the time any river is proposed for inclusion in the national wild and scenic rivers system shall not automatically bar its consideration for such inclusion: *Provided*, That this shall not be construed to authorize, intend, or encourage future construction of such structures within components of the national wild and scenic rivers system.

(c) "Scenic easement" means the right to control the use of land (including the air space above such land) within the authorized boundaries of a component of the wild and scenic rivers system, for the purpose of protecting the natural qualities of a designated wild, scenic or recreational river area, but such control shall not affect, without the owner's consent, any regular use exercised prior to the acquisition of the easement. For any designated wild and scenic river, the appropriate Secretary shall treat the acquisition of fee title with the reservation of regular existing uses to the owner as a scenic easement for purposes of this Act. Such an acquisition shall not constitute fee title ownership for purposes of section 6(b).

#### Authorization of appropriations for land acquisition

SEC. 17. There are hereby authorized to be appropriated, including such sums as have heretofore been appropriated, the following amounts for land acquisition for each of the rivers described in section 3(a) of this Act:

Clearwater, Middle Fork, Idaho, \$2,909,800;  
 Eleven Point, Missouri, \$10,407,000;  
 Feather, Middle Fork, California, \$3,935,700;  
 Rio Grande, New Mexico, \$253,000;  
 Rogue, Oregon, \$15,147,000  
 St. Croix, Minnesota and Wisconsin, \$21,769,000;  
 Salmon, Middle Fork Idaho, \$1,837,000; and  
 Wolf Wisconsin, \$142,150.

94 STAT. 3370

PUBLIC LAW 96-580—DEC. 23, 1980

Public Law 96-580  
96th Congress

An Act

Dec. 23, 1980  
[S. 3096]

To amend the Wild and Scenic Rivers Act to authorize the acquisition of certain lands in Douglas County, Wisconsin.

Wild and Scenic  
Rivers Act,  
amendment.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That paragraph (6) of section 3(a) of the Wild and Scenic Rivers Act (16 U.S.C. 1274) is amended by adding at the end thereof the following new sentence: "A one-thousand-three-hundred-and-eighty-acre portion of the area commonly known as the Velie Estate, located adjacent to the Saint Croix River in Douglas County, Wisconsin, as depicted on the map entitled 'Boundary Map/Velie Estate—Saint Croix National Scenic Riverway', dated September 1980, and numbered 630-90,001, may be acquired by the Secretary without regard to any acreage limitation set forth in subsection (b) of this section or subsection (a) or (b) of section 6 of this Act."

Approved December 23, 1980.

**LEGISLATIVE HISTORY:**

SENATE REPORT No. 96-1024 (Comm. on Energy and Natural Resources).  
CONGRESSIONAL RECORD, Vol. 126 (1980):  
Dec. 9, considered and passed Senate.  
Dec. 10, considered and passed House.

MANAGEMENT POLICY RESOLUTION  
UPPER ST. CROIX MANAGEMENT COMMISSION

Adopted October 20, 1993

I. COMMISSION ESTABLISHMENT, COMPOSITION AND JURISDICTION  
The Upper St. Croix Management Commission (hereinafter, "the Commission") was established effective October 29, 1971. The membership of the Commission shall consist of an appointed representative from each of the following organizations:

National Park Service (NPS)

Northern States Power Company (NSP)

Minnesota Department of Natural Resources (MDNR)

Wisconsin Department of Natural Resources (WDNR)

Minnesota-Wisconsin Boundary Area Commission (MWBAC),

an ex-officio, non-voting member.

The Commission shall annually elect a chair from among its members. The activities of the Commission shall be coordinated by the MWBAC, as mutually agreed upon by the Commission and the MWBAC. The jurisdiction of the Commission shall include those public lands and waters within the St. Croix National Riverway, as authorized in Section 16(a) of Public Law 90-542. Nothing in these guidelines shall supersede provisions of any easements within the Riverway.

II. COMMISSION OBJECTIVES

The objectives of the Commission shall be:

A. To bring together the aforementioned parties involved and concerned with the implementation of the 1969 St. Croix River Cooperative Agreement, the National Park Service St. Croix Riverway Master Plan, the Wisconsin Governor Knowles State Forest Management Plan and applicable county forest comprehensive plans, and the Minnesota Upper St. Croix Resource Management Plan.

B. To provide a regular forum for discussion of mutual problems, activities and programs associated with the St. Croix National Riverway.

C. To coordinate programs and plans of the parties so as to avoid duplications and conflicts with the Cooperative Agreement and State and Federal legislation.

D. To promote and ensure coordination with local units of government and other interests, including meetings on county forest comprehensive plans, and participation by Riverway private property owners and the general public.

E. To monitor implementation of programs and plans for consistency with the management objectives in the St. Croix National Riverway Master Plan.

F. To formulate uniform policies, insofar as possible, among the parties, recognizing their legislative and policy requirements.

APPENDIX B. THE UPPER ST. CROIX MANAGEMENT  
COMMISSION POLICY RESOLUTION

NOW, THEREFORE, BE IT RESOLVED by the Upper St. Croix Management Commission that the following policy statements are adopted by the Commission to guide its members and others, as appropriate, in establishing and conducting management programs and reviewing development proposals within or affecting the St. Croix National Riverway:

### III. POLICY STATEMENTS

#### A. General Resource Protection

1. The intent of Riverway management should relate back to the definition of a free-flowing river and the stated purpose of the Riverway - to maintain the Riverway in accordance with guidelines for its scenic and recreational classification areas.

2. Maintain the Riverway in its present state, or restore, where feasible, to near primitive conditions. Resource quality and visitor use conflicts should be carefully monitored on a regular basis to determine the extent to which visitor use regulations should be enacted to enhance visitor safety and enjoyment and to protect the rights of private Riverway landowners and the natural resources of the Riverway.

3. Trash cans should be provided at every vehicle access point. A vigorous "take out what you brought in" publicity campaign should be undertaken to eliminate littering.

4. Sanitation facilities will be installed at all designated camping locations.

5. Use of camp stoves should be encouraged at all primitive or riverside campsites.

6. Methods of encouraging visitor use during off-peak seasons should be studied and implemented.

7. Additional stabilization and rotation of primitive camping sites will be needed to prevent resource degradation. A camping permit system should be evaluated by the Commission, in consultation with local authorities, outfitters and users. Efforts should be directed toward resource protection and restoration and, where necessary, mitigation of resource impacts.

8. Manage the Riverway to provide a spectrum of outdoor recreational experiences, consistent with the classification and purpose of the Riverway.

9. Provide Riverway information for a national audience, while recognizing its strongly regional characteristics, emphasizing resource protection.

#### B. Water Surface Use

1. Visitor use monitoring should be conducted cooperatively by the managing agencies.

2. Federal, state and local authorities will take necessary steps to ensure enforcement of applicable regulations governing or affecting the development and protection of the St. Croix National Riverway, relating to water surface use.

3. Appropriate visitor use regulations should be jointly developed and adopted.

4. Law enforcement actions at all governmental levels should be coordinated to the extent possible, including common radio communications capabilities.

5. Any docks constructed by Use and Occupancy owners, remaining riparian owners, or within zoned areas of the Trego and Hayward Flowages, must be the minimum necessary to meet only the owner's needs, and be constructed only under permit from the Corps of Engineers after public notice. No docks should obstruct navigation. Docks or piers in Wisconsin waters should comply with WDNR Publication WZ-017, or permits may be required.

6. Non-riparian dockage and moorage outside of established marinas should not be allowed.

#### C. Water Quality

1. The States of Minnesota and Wisconsin have each generally classified the St. Croix River, and in the case of Wisconsin, the Namekagon River, as Outstanding Resource Waters, recognizing them as waters having the highest value as a resource.

2. The parties will use every available means to see to it that a Comprehensive St. Croix River Basin Water Quality Management Plan is developed and implemented, in order to improve existing water quality and to vigorously protect against further degradation, rather than to try to remedy problems after they develop. Any discharges to the waters of the St. Croix and

Namekagon Rivers must meet the non-degradation standards for Outstanding Resource Waters.

#### D. Development Standards

1. The number of designated river accesses should remain at approximately the present level. Access should provide for canoes and boats, where practicable, including well-spaced fishing accesses. Access ramp surfaces should be gravel or natural material, unless use patterns, accessibility or other maintenance needs dictate the need for asphalt or concrete. Parking for each access should be located out of sight of the river; optimum parking should be for 10 to 20 vehicles. Accesses should provide for outfitter and private trailer turning and parking.

2. Only public safety, informational, directional or location signs shall be visible from the water. Signs may be used to identify state park, state forest or county forest boundaries, landings, access points or primitive campsites.

3. With the exception of those marking state park, state forest or county forest boundaries and for public safety, signs within sight of the river shall follow NPS sign standards and shall be built by the NPS. Replacement signs shall be through the NPS.

4. No structures, other than those built specifically to serve the Riverway and public utilities, shall be allowed within 150 feet of the river.

5. Agencies should ensure that plans or applications for permits for any public or private development project within the Riverway boundaries are reviewed by the Commission.

6. Rebuilding existing electric power line crossings within existing rights-of-way wherever possible is a Riverway management goal. If a line is determined by the owning utility to no longer be needed, the line should be removed, as should lines formerly serving dwellings which no longer exist.

7. Power line corridors which were reserved by NSP should be utilized to the fullest extent possible for all utilities. No other new utility corridors are considered necessary within the Riverway.

8. Activities necessary for the safe and reliable operation and maintenance of public utilities will be allowed, except that selective vegetative cutting practices will be exercised within the federal Riverway boundary or visibility zone, as determined in consultation with appropriate Riverway management agencies.

9. When any new bridge structure is built across the Riverway, the old structure should be removed to riverbed level.

#### E. Endangered and Threatened Species

1. Efforts should be undertaken to coordinate identification and monitoring of the endangered and threatened species, both Federal- and State-listed, within the Riverway.

2. Only native vegetation shall be planted along or within the Riverway corridor. Within the corridor, to the extent

possible, no exotic or non-native animal species shall knowingly be stocked by any managing agencies or other parties.

3. When considering crossings of the Riverway with bridges or utilities, agencies should ensure that no endangered or threatened species are impacted.

#### F. Zoning and Zoned Areas Along the Namekagon River

1. Existing non-public launching ramps, including those that are open to the public but charge a fee, should not expand their parking capacity. New non-public launching ramps should not be encouraged within the Trego and Hayward Flowages.

2. Local units of government are strongly urged to restrict parking adjacent to all launch ramps, public and private, on lands under their jurisdiction.

3. Shoreline development within the zoned areas of Hayward and Trego Flowages should be reviewed on a periodic basis to ensure that the intent of the Riverway is being carried out. The enactment of more restrictive zoning standards may be required if development becomes overly intrusive.



# APPENDIX C: CHIPPEWA TREATY OF 1837

## INTRODUCTION

The 1837 Treaty between the Chippewa and the United States Government established the boundaries of St. Croix Chippewa Indians of Wisconsin, provides the tribe and tribally related people with monetary compensations and goods, and authorizes hunting, fishing, and gatherings rights. The treaty, which remains in effect until rescinded, is reprinted below.

### **Treaty with the Chippewa July 29, 1837**

*Articles of a treaty made and concluded at St. Peters (the confluence of the St. Peters and Mississippi rivers) in the Territory of Wisconsin, between the United States of America, by their commissioner, Henry Dodge, Governor of said Territory, and the Chippewa nation of Indians, by their chiefs and headmen.*

**ARTICLE 1.** The said Chippewa nation cede to the United States all the tract of country included within the following boundaries:

Beginning at the junction of the Crow Wing and Mississippi rivers, between twenty and thirty miles above where the Mississippi is crossed by the forty-sixth parallel of north latitude, and running thence to the north point of Lake St. Croix, one of the sources of the St. Croix river; thence to and along the dividing ridge between the waters of Lake Superior and those of the Mississippi, to the sources of the Ocha-sua-sepe a tributary of the Chippewa river; thence to a point on the Chippewa river, twenty miles below the outlet of Lake De Flambeau; thence to the junction of the Wisconsin and Pelican rivers; thence on an east course twenty-five miles; thence southerly, on a course parallel with that of the Wisconsin river, to the line dividing the territories of the Chippewas and Menominies; thence to the Plover Portage; thence along the southern boundary of the Chippewa country, to the commencement of the boundary line dividing it from that of the Sioux, half a days march below the falls on the Chippewa river; thence with said boundary line to the mouth of Wah-tap river; at its junction with the Mississippi; and thence up the Mississippi to the place of beginning.

**ARTICLE 2.** In consideration of the cession aforesaid, the United States agrees to make to the Chippewa nation, annually, for the term of twenty years, from the date of the ratification of this treaty, the following payments.

1. Nine thousand five hundred dollars, to be paid in money.

2. Nineteen thousand dollars, to be delivered in goods.

3. Three thousand dollars for establishing three blacksmith shops, supporting the blacksmiths, and furnishing them with iron and steel.

4. One thousand dollars for farmers, and for supplying them and the Indians, with implements of labor, with grain or seed; and whatever else may be

necessary to enable them to carry on their agricultural pursuits.

5. Two thousand dollars in provisions.

6. Five hundred dollars in tobacco.

The provisions and tobacco to be delivered at the same time with the goods, and the money to be paid; which time or times, as well as the place or places where they are to be delivered, shall be fixed upon under the direction of the President of the United States.

The blacksmiths shops to be placed at such points in the Chippewa country as shall be designated by the Superintendent of Indian Affairs, or under his direction.

If at the expiration of one or more years the Indians should prefer to receive goods, instead of the nine thousand dollars agreed to be paid to them in money, they shall be at liberty to do so. Or, should they conclude to appropriate a portion of that annuity to the establishment and support of a school or schools among them, this shall be granted them.

**ARTICLE 3.** The sum of one hundred thousand dollars shall be paid by the United States, to the half-breeds of the Chippewa nation, under the direction of the President. It is the wish of the Indians that their two sub-agents Daniel P. Bushnell, and Miles M. Vineyard, superintend the distribution of this money among their half-breed relations.

**ARTICLE 4.** The sum of seventy thousand dollars shall be applied to the payment, by the United States, of certain claims against the Indians of which amount twenty-eight thousand dollars shall, at their request, be paid to William A. Aitkin, twenty-five thousand to Lyman M. Warren, and the balance applied to the liquidation of other just demands against them—which they acknowledge to be the case with regard to that presented by Hercules L. Dousman, for the sum of five thousand dollars; and they request that it be paid.

**ARTICLE 5.** The privilege of hunting, fishing, and gathering the wild rice, upon the lands, the rivers and the lakes included in the territory ceded, is guaranteed to the Indians, during the pleasure of the President of the United States.

**ARTICLE 6.** This treaty shall be obligatory from and after its ratification by the President and Senate of the United States.

Done at St. Peters in the Territory of Wisconsin the twenty-ninth day of July eighteen hundred and thirty-seven.

*Henry Dodge, Commissioner*

# APPENDIX D: U.S. FISH AND WILD SERVICE LETTER



## United States Department of the Interior

FISH AND WILDLIFE SERVICE  
Twin Cities Field Office  
4101 East 80th Street  
Bloomington, Minnesota 55425-1665

RECEIVED

FEB 24 1998

DSC-PM

FEB 11 1998

ROUTE-DENVER SERVICE CENTER	
1. DSC- <u>DM</u>	<u>Hoestrey</u>
2. DSC-_____	_____
3. DSC-_____	_____
4. DSC-_____	_____
REMARKS:	_____
_____	_____
ORIGINAL SENT TO PIFS	<input checked="" type="checkbox"/>
AFTER ROUTING, SEND	_____
ATTACHMENTS TO PIFS	_____

### Memorandum

To: Regional Director, Midwest Region, National Park Service  
Attention: Jill Medland

From: Field Supervisor

Subject: Endangered Species Concurrence for Draft General Management Plan,  
Environmental Assessment, Upper St. Croix and Namekagon Rivers

This responds to your request for our concurrence with a determination of no affect on federally listed species that would occur under the preferred alternative for the Draft General Management Plan, Environmental Assessment, Upper St. Croix and Namekagon Rivers. The preferred alternative would maintain visitor use at existing levels.

We concur with the no affect determination. Because of the location and type of activity proposed, this project is not likely to adversely affect any federally listed or proposed threatened or endangered species or their critical habitat. This precludes the need for further action on this project as required under Section 7 of the Endangered Species Act of 1973, as amended. However, if the project is modified or new information becomes available which indicates that listed species may be affected, consultation with this office should be reinitiated.

These comments have been prepared under the authority of and in accordance with provisions of the Fish and Wildlife Coordination Act (48 Stat. 401, as amended; U.S.C. 661 et seq.), the National Environmental Policy Act and the Fish and Wildlife Service's Mitigation Policy. This proposal was also examined for its conformance with the Endangered Species Act of 1973, as amended and Executive Orders 11988 and 11990. If you have questions regarding our comments, please call Mr. Nick Rowse of my staff at 725-3548, ext. 210.

*Nick Rowse*

## APPENDIX E: PROPOSED STAFFING NEEDS

**TABLE E-1: ST. CROIX NATIONAL SCENIC RIVERWAY PROPOSED INCREASED STAFFING\***

STAFFING NEEDS		FUNDING
<b>INTERPRETATION</b>		
Trego	Ranger, GS-9 (P)	\$35,260
	Ranger, GS-4 (S)	8,135
Marshland	Ranger, GS-7 (S)	11,270
	Visitor Use Assistant, GS-4 (P)	8,500
Headquarters	Ranger, GS-9 (P)	35,260
	Extend seasonal season	6,618
	Information Receptionist, GS-4 (P)	2,500
	Convert to Full-Time	
	Operational Increase	55,000
	Resource Manager (Cultural), GS-11 (P)	50,222
	Ranger, GS-5 (S)	9,100
	Publications	10,000
<b>RESOURCE MANAGEMENT</b>		
	Res. Management Spec. GS-11 (2) (P)	100,444
	Bio. Tech., GS-4 (4) (S)	32,540
	Planner, GS-11 (P)	50,222
	Operational Increase	213,000
<b>VISITOR PROTECTION</b>		
Trego	Ranger, GS-9 (P)	\$41,513
	Ranger, GS-7 (2)(S)	22,540
Marshland	Ranger, GS-9 (2)(P)	83,026
	Ranger, GS-7 (2)(S)	22,540
Headquarters	Ranger, GS-7 (S)	11,270
	Operational Increase	143,000
	Park Ranger, (fee collection) (1.5) (S)	NA
	Cash Clerks, GS-3 (S)	NA
	Operational Increase	NA

\* Fiscal Year 1998 dollars

STAFFING NEEDS		FUNDING
<b>ADMINISTRATION</b>		
	Computer Specialist, GS-11(P)	50,222
	Operational Increase	15,000
<b>MAINTENANCE</b>		
Trego	Upgrade WS-6 to WS-7	1,480
	Upgrade WG-7 to WG-8	8,515
	Upgrade WG-5 to WG-7	2,200
	Maintenance Worker, WG-5 (2) (S)	26,114
Marshland	Maintenance Worker, WG-5 (2) (S)	26,114
	Youth Conservation Corps (5)	14,000
	Maintenance Worker, WG-5 (S)	NA
Headquarters	Landscape Architect, GS-7 (P)	44,013
	Operational Increase	120,500
<b>TOTAL INCREASE IN FUNDING</b>		<b>\$1,260,118</b>

Note: P = Permanent employment and S = Seasonal employment

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## PREPARERS AND CONSULTANTS

### PLANNING TEAM

#### *Denver Service Center*

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

Publication services were provided by the graphics staff, Resource Planning, Denver Service Center.  
NPS D-42A / July 1998

