

QUETICO-SUPERIOR COUNTRY



FROM THE QUETICO-SUPERIOR FOUNDATION • SPRING 1978

The Acid Test

by Newell Searle

In 1977 it looked as if the Quetico-Superior country would at last become an international wilderness; Ontario had classified Quetico as a "primitive wilderness" park, and the United States Congress seemed close to passing a bill giving the Boundary Waters Canoe Area full wilderness status. Then the Ontario government approved construction of a powerplant 11 miles north of Quetico at Atikokan. In January, 1978, Ontario Hydro, a semi-public, Crown corporation began building an \$800,000,000 coal-fired powerplant. The plant will begin operation in 1983, burn 14,000 tons of coal, generate 800,000 kilowatts of electricity, and discharge 210 tons of sulphur dioxide into the air. Ontario Hydro is committed to producing power at cost, and it has avoided installing \$60,000,000 worth of limestone scrubbers to reduce air pollution.

Quetico, the Boundary Waters Canoe Area, and Voyageurs National Park will be affected by the air pollution. Prevailing northerly winds will carry the smoke and sulphur dioxide across the border lakes. Sulphur dioxide, when mixed with water — as rain or snow — produces an acid. Most of the Quetico-Superior lakes are softwater bodies that cannot absorb the acid, and fish populations will probably show the effects early. Pines, mosses, and lichens are also very sensitive to acid, and the 210 tons of pollutants a day could have a measurable impact within a few years. Ontario Hydro claims that no "chronic injury" will follow from the pollution.

Air pollution from the Atikokan plant will violate U.S. air quality standards established by the Clean Air Act of 1977. This statute requires that the pristine air quality of the BWCA, Voyageurs National Park, and other wilderness areas must be protected from degradation. Unlike the United States, air quality standards in Ontario are uniform province-wide; the air

quality standards for Quetico are identical to those in downtown Toronto. The Atikokan plant does not violate Ontario's standards, but pollutants from its stack will be 5 to 25 greater than those allowed in the U.S. under the Clean Air Act. Solving the air pollution problem will require international cooperation.

The International Joint Commission, a Canadian-American agency established in 1909, has authority to study and recommend policy regarding the use and pollution of air and water along the international boundary. American conservation organizations have urged the IJC to study the problem, but no action has followed. In January, 1978, representatives from the U.S. State Department, the Canadian External Affairs Department, the Minnesota and Ontario governments, and Ontario Hydro met and discussed the Atikokan plant. The State Department requested a 50 percent reduction in sulphur dioxide emissions, but the Ontario government and Hydro officials said they would continue building the plant as planned.

It should be borne in mind that most of the concern for the Atikokan plant lies in the United States, not Ontario. Atikokan is an isolated community of 6,000 that depends upon iron-mining. Some of the mines are scheduled to close in 1981, and Atikokan invited Hydro to build its plant there. Only 5 percent of Quetico's visitors are Canadians, the rest are Americans. To most Ontario residents Quetico is only one, and among the remotest, of the provincial parks.

Canadians have blunted American criticism by pointing to the unchecked pollution caused by the Garrison diversion project in North Dakota and the Reserve Mining plant at Silver Bay; both projects degrade Canadian waters. With some justification, Canadians can

claim that Americans are preaching a double standard.

International cooperation must work through the complicated structure of Canadian and American federal governments. The government of the United States is strong, it administers national air and water quality standards, and controls the border lakes through the Superior National Forest and Voyageurs National Park. Canada has a weak federal government with most administrative powers vested in the provinces. Provincial governments have traditionally resented Dominion intrusions and have successfully rebuffed pressure from the Ottawa government. Quetico is a provincial property and American pressure on the Dominion government probably won't have an immediate effect.

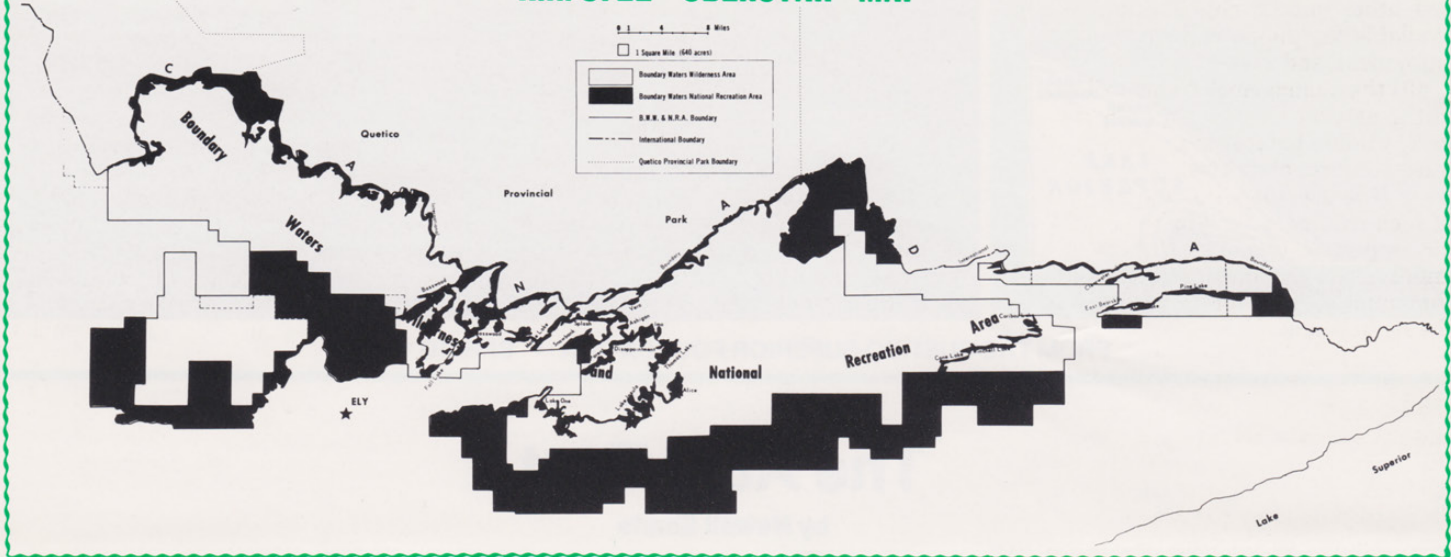
The solution to the Atikokan air pollution problem rests in the hands of the Ontario provincial government. It will impose tougher standards only if its citizens demand them. Environmentalism is a growing (though still small) force in Ontario. With the Canadian Nature Federation, the International Coalition for the Protection of the Quetico-Superior (which has offices in both Duluth and Thunder Bay), and Hydroprobe leading the cause, it is still possible to keep the clear skies of the Quetico-Superior country.

MORE THAN EVER BEFORE

Canoeists and other boats visiting the Boundary Waters Canoe Area in 1977 increased in number and stayed longer, according to Superior National Forest Supervisor, Robert Rehfeld.

The 969,928 visitor-use days for 1977 shows a 5.5 percent increase over the year before. The increase occurred in spite of a loss of over 7,000 snowmobiling visitor-use days resulting from snowmobile restriction to two winter portages and certain boundary lakes.

H.R. 8722 OBERSTAR MAP



HR 8722

The third version of The Oberstar Bill designates 15 motorized routes and changes the designation of more than 50 lakes on these routes from wilderness to NRA. These lakes will then be permanently open to motorboats and snowmobiles. The lakes include the entire International Border Lakes chain including Bottle and Iron Lakes on the Crooked Lake to Lac La Croix Lake route, Fall Lake, Newton Lake, Wind Lake, Moose Lake, Newfound Lake, Sucker Lake, Splash Lake, Ensign Lake, Vera Lake, Knife Lake, Snowbank Lake, Parent Lake, Disappointment Lake, Jitterbug Lake, Cattyman Lake, Hatchet, Thomas-Fraser Lakes, Boot Lake, Lakes 1, 2, 3, 4, Hudson Lake, Insula Lake, Alice Lake, Kiana Lake, McFarland Lake, Pine Lake, Alder Lake, East Bearskin, Clearwater Lake, Mountain Lake, Poplar Lake, Carribou Lake, Horse-shoe Lake, Gaskin Lake, Winchell, Cone, and Brule.

The essence of the bill is as follows:

TITLE I — BOUNDARY WATERS WILDERNESS AREA

Designation and Map

SEC. 101. The areas generally depicted as wilderness on the map entitled "Boundary Waters Wilderness and National Recreation Area" dated August 1977, comprising approximately 715,000 acres are hereby designated as the Boundary Waters Wilderness (hereinafter in this Act referred to as the "wilderness"). Such designation shall supersede the designation of the Boundary Waters Canoe Area under section 3(a) of the Wilderness Act (78 Stat. 890) and such map shall supersede the map on file pursuant to such section 3(a). The map of the wilderness shall be on file and available for public inspection in the Office of the Chief, Forest Service, Department of Agriculture. The Secretary of Agriculture (hereinafter in this Act referred to as the "Secretary") shall, as soon as practicable after the date of enactment of this Act, publish a

detailed legal description and map showing the boundaries of the wilderness in the Federal Register. Such map and description shall be filed with Committees on Agriculture and Interior and Insular Affairs of the United States House of Representatives and the Energy and Natural Resources Committee of the United States Senate. Such map and description shall have the same force and effect as if included in this Act. Correction of clerical and typographical errors in such legal description and map may be made.

Administration

SEC. 102. (a) The Secretary shall administer the wilderness in accordance with the provisions of this Act, the Wilderness Act, and in accordance with other laws, rules, and regulations generally applicable to areas designated as wilderness, except that —

(1) any reference to motorboats in section 4(d)(1) of the Wilderness Act shall not apply to the wilderness designated under this Act, and

(2) the provisions of paragraphs (2) and (3) of section 4(d) of the Wilderness Act shall not apply to the wilderness established under this Act.

(b) Paragraph (5) of section 4(d) of the Wilderness Act is hereby repealed and paragraphs (6), (7), and (8) of such section 4(d) are hereby redesignated as paragraphs (5), (6), and (7).

TITLE II — BOUNDARY WATERS NATIONAL RECREATION AREA

Establishment

SEC. 201. In order to protect existing high standards of environmental quality and to provide for the public outdoor recreation use and enjoyment of certain lakes, waterways, and associated forested areas in the State of Minnesota, there is hereby established, subject to valid existing rights, the

Boundary Waters National Recreation Area (hereinafter in this Act referred to as the "recreation area"), comprising approximately 459,000 acres.

Map and Boundaries

SEC. 202. The recreation area shall comprise the area generally depicted as a recreation area on the map entitled "Boundary Waters National Wilderness and Recreation Area" dated August 1977, which shall be on file and available for public inspection in the Office of the Chief, Forest Service, Department of Agriculture. As soon as practicable after this Act takes effect, the Secretary of Agriculture shall file a map and a legal description of the recreation area with the Committees on Agriculture and Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the United States Senate, and such map and description shall have the same force and effect as if included in this Act. Correction of clerical and typographical errors in such description and map may be made.

Administration

SEC. 203. (a) The Secretary shall administer the recreation area in accordance with the provisions of this Act, the National Forest Management Act of 1976 (90 Stat. 2949), and other laws, rules, and regulations generally applicable to units of the National Forest System in such manner as to insure the optimization of —

(1) public outdoor recreation use and enjoyment of the lakes, waterways, and associated forest areas, within the recreation area, including the use of motorboats, motor canoes, canoe towboats, utility boats, and snowmobiles in such areas as such uses were permitted on January 14, 1975, and such other areas within the recreation area as may be designated by the Secretary;

(2) the conservation and development of biotic, scenic, natural, wildlife, and other values, contributing to and available for public recreation use and enjoyment, and

(3) the management and utilization of the natural resources for timber harvest, wildlife habitat improvement, and other resource activities.

The use, disposal, and processing of such resources shall be conducted, so far as practicable so as to protect and improve the economic stability of local communities with preference given to the small business operator.

(b) The management plan applicable to the recreation area shall utilize a map based upon the uses and activities which are appropriate to the various parts of the recreation area. Such map shall be on file, available, and filed with committees of Congress in the same manner as the map referred to in section 202.

(c) Before publishing any proposed management plan or management regulations, applicable to the recreation area the Secretary shall provide public notice in the Federal Register and opportunity for comment, and in addition, before promulgating any such plan or regulations, the Secretary shall provide such public notice and shall also publish similar notices in newspapers of general circulation in the areas adjacent to the wilderness or national recreation area established under this Act and shall provide opportunity for comment at a public hearing held within the county or counties affected.

(d)(1) In administering the National Recreation Area, the Secretary shall not impose any horsepower limitation on outboard motors which are 10 horsepower or less except that in the case of the following lakes, the Secretary shall impose no horsepower limitation on outboard motors which are 35 horsepower or less (except that in the case of such lakes the Secretary shall require that not more than 25 horsepower may be in the water at any time):

Trout	Snowbank
Lac La Croix	Saganaga

Fall
Newton
Basswood
Moose
Newfound
Birch
Sucker

Seagull
Brule
East Bearskin
Clearwater
Pine
South Fowl

(2) In administering the National Recreation Area, the Secretary may impose horsepower limitations on outboard motors used on canoe towboats and utility boats. In imposing such limitations, the Secretary shall consider —

(A) the size of any lake on which any such boat primarily will be used, and

(B) the size of any motor necessary to provide towing or utility service.

(e) Any fees charged by the Secretary for use of the recreation area shall be consistent with the provisions of the Land and Water Conservation Fund Act of 1965 (78 Stat. 897; 16 U.S.C. 460).

(f) Nothing in this section shall be construed to provide that mechanical portages necessary to serve motor routes permitted in the recreation area shall not be permitted to remain in operation.

Airspace Reservations

SEC. 304. (a) The provisions of Executive Order 10092, dated December 17, 1949, establishing an airspace reservation over certain areas of the Superior National Forest, are hereby incorporated into this Act. In addition, such provisions shall apply to all airspace over the wilderness designated under this Act to which provisions do not otherwise apply. The Secretary is authorized to extend such provisions to airspace over all or any part of the national recreation area designated under this Act, except that landing of aircraft shall be permitted to continue subject to such restrictions as the

President deems necessary on the following lakes in the recreation area: Grassy Lake, High Lake, Dry Lake, Bass Lake, Low Lake, Isabella Lake, and Sawbill Lake.

(b) The Secretary of Agriculture and the Secretary of Transportation shall jointly undertake a study of the safety, noise impact, and cost factors associated with the airspace reservation referred to in subsection (a), and not later than one year after the date of the enactment of this Act, submit a report to the President and Congress containing the results of such study. Such report shall include such recommendations for the revision of such airspace reservation as may be necessary for safe and efficient air travel over such reservation consistent with the purpose of this Act. The President shall take action with respect to such recommendations not later than 90 days following their submission to him.

Mining and Mineral Leasing in the Wilderness and National Recreation Area

SEC. 305. (a) All claims to minerals which lie within the boundaries of the wilderness or national recreation area established under this Act shall be recorded with the Secretary within one year after the effective date of this Act. Any claim not so recorded shall be conclusively presumed to be abandoned and shall be void. Such recordation will not render valid any claim which was not valid on the effective date of this Act, or which becomes invalid thereafter. Within thirty days following the date of enactment of this Act, the Secretary shall publish notice of the requirement for such recordation in the Federal Register. He shall also publish similar notices in newspapers of general circulation in the areas adjacent to the wilderness or national recreation area established under this Act.

(b) Within two years after the date of enactment of this Act, the Secretary of the Interior shall determine the validity of any privately held mineral interests within the wilderness or national recreation area established under this Act and submit to the Congress recommendations as to whether any such interests should be acquired by the United States, including the estimated acquisition costs of such interests and a discussion of the environmental consequences of the extraction of minerals from these lands.

Existing Dams

SEC. 306. Nothing in this Act shall be construed to prohibit the maintenance of dams or other impoundments which are in existence on the date of the enactment of this Act on any waterway referred to in this Act.



THE BWCA IN CONGRESS

Formulation of a new bill which will guide future BWCA management continues to undergo review in Philip Burton's Interior subcommittee. It is expected that shortly the new BWCA bill will be ready for subcommittee mark-up. This is a very critical time, and supporters of the opposing Fraser and Oberstar bills are continuing to write Congressmen and follow daily developments.

In September, 1977, U.S. Agricultural Department officials headed by Assistant Secretary, M. Rupert Cutler, told the Burton subcommittee that the

president supports maximum wilderness protection for the BWCA. The administration position closely paralleled the Fraser bill in opposing logging and mining and in expanding the acreage protected. The administration position also supported most of the limitation on motorized travel within the BWCA as proposed by Fraser.

In early November, four logging companies agreed to another voluntary moratorium on timber cutting in the BWCA pending passage of new legislation to clarify the wilderness status of the area. The logging companies are Boise-Cascade Company, Kainz Lumber Company, Potlatch Corporation and Abitibi Corporation of Thunder Bay, Ontario.

QUETICO'S NEW DIMENSIONS

The Ontario Interior Ministry of National Resources in early December, 1977, issued the following news release regarding the Boundary changes for Quetico:

On January 1, 1978 the new boundary for Quetico Provincial Park will be implemented. The boundary has been adjusted to minimize administration problems particularly as these relate to the enforcement of Park regulations.

In some areas a shoreline used to form the boundary, thus parties camped on the shoreline, not being in the Park, were not subject to the Park's regulations. In other areas, the boundary passed through the central portions of lakes and as such presented even more difficult administrative problems.

The new boundary will alleviate these problems since it has been located so that peripheral waterbodies are either included or totally excluded from the Park.

Major adjustments are:

1. Total exclusion of Lac La Croix.
2. The total inclusion of Batchewaung Lake and Saganagons Lake.
3. The relocation of the northern boundary inland from the northern shoreline of the Park's peripheral lakes to a point no closer than 180 m. (600 ft.) from the water's edge.

The southern limit of the Park coincides with the International Boundary between Canada and the United States and as such remains unchanged.

The new boundary has been cut during the past three years and is clearly visible from the land or from the air. Portages and water access points to the Park which are some distance from existing entry stations will be posted with signs to advise users they are entering the Park.

If additional information is desired, enquiries should be directed to the District Manager, Ministry of Natural Resources, Atikokan, Ontario.

PLAN AHEAD — OR DON'T PLAN ON CANOEING THE BWCA IN 1978

As of January 1, 1978, permits for entering the BWCA for the summer of 1978 were accepted at the District Ranger Stations located in Grand Marais, Ely, Cook, Tofte and Isabella.

The big change has been adoption of a 100 percent long-term reservation system. Last year only 25 percent of the quota was available by advance reservations. The remaining permits were available 48 hours in advance of the trip. But the demand for the remaining permits to enter the BWCA was so great that people waited all night in lines on some of the peak weekends like the start of fishing season, Memorial Day, the last week in July and the first two weeks of August.

This year all available spots between May 11 and September 4 can be reserved in advance on a first-come, first-served basis up to and including the day of the trip.

Robert Rehfeld, Superior National Forest Supervisor, said, "To correct last year's problems, we invited the general public and representatives from organized camps, commercial outfitters, conservation groups, and user associations to participate in our workshop. At this session several alternatives were developed for consideration. Participants generally favored having all permits available on a long-term 'first-come, first-served' basis. We have implemented that approach with the 1978 program." Rehfeld added, "We urge all groups considering a trip to make early reservations."

There are 2,000 developed campsites in the Boundary Waters where campers must stay. Only 442 new overnight campers will be allowed in each day. The goal is to limit campsite use to two-thirds capacity, to give one-third of the sites a rest, according to Isabel Carlson of the Forest's Service Office at Duluth.



THE BIRD OF THE NORTH

By Lucy Bruntjen

QUETICO VISITOR DISTRIBUTION PROGRAM ENTERS SECOND YEAR

Applications for advance reservations to enter Quetico Provincial Park were accepted beginning January 1, 1978, in writing at Park Headquarters, Nym Lake. The deadline for receiving advance reservation applications is two weeks before the trip starting date.

In 1977, the reservation system made available only 40 percent of the daily entries by advance reservations. The remaining portion of the daily quota was available on a first-come, first-served basis. As a result, some visitors were unable to obtain reservations for trips planned during the busy first two weeks of August. To correct this situation, the proportion of daily entries available for advance reservations has been increased to 100 percent for many entry points.

The Interior Ministry of National Resources feels that the 1977 distribution program was successful. Public acceptance of the program was good. The 1977 program achieved the objectives of redirection of visitors from heavily used areas to those receiving less use and of spreading use more evenly throughout the summer. This was accomplished by controlling the number of interior campers and the locations at which they entered Quetico.

The 1978 program will be in effect from May 15 to September 4.

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