

FROM THE QUETICO-SUPERIOR FOUNDATION • SPRING 1983

## The Boundary Waters 5 Years After P.L. 95-495 — An Assessment and Look Ahead

By Miron L. Heinselman

It is nearly 5 years since that fateful 1978 October day when Congress passed the Boundary Waters Canoe Area Wilderness Act, so let us take stock and a look ahead. As I see it, the Act is effectively accomplishing the purposes Congress spelled-out in Section 2. It is indeed protecting the outstanding natural lake, stream, forest and wildlife ecosystem values of the Canoe Area from commercial development, restoring natural conditions to recently logged areas and effecting an "orderly and equitable transition from motorized recreational uses to non-motorized uses — on those lakes, streams and portages in the Wilderness where such mechanized uses are to be phased out. . . ." Some might disagree with this assessment, but a listing of actual accomplishments tells the story.

Logging of the remaining virgin forests ceased in 1979. The U.S. Forest Service has closed all logging roads and removed many culverts, bridges and other structures. The slow healing process has begun. Each year since 1979 some 8 million dollars have been allocated to the Forest Service and the Minnesota DNR to intensify softwood timber production outside the BWCA. This funding, under Sec. 6c, has generated substantial economic activity during the recession and will provide future substitute timber for the BWCAW forests.

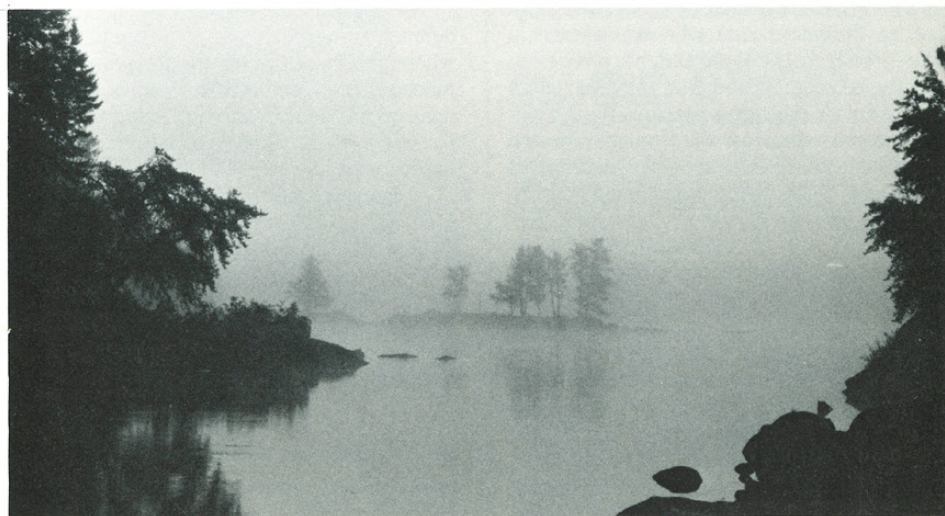
The areas added to the Wilderness are now well marked and are used and respected by the public. They are providing substantial new Wilderness recreation opportunities and relieving some of the excessive use pressures on the original area. Most of the 10 developed private inholdings within the additions have been acquired by the U.S.F.S. Negotiations are underway on the remainder and on several undeveloped tracts.

The Sec. 5a provision allowing resort owners to require the Government to purchase their resorts has been exercised by 12 resorts. Negotiations are pending on others. This generous provision has made a secure retirement possible for several older resort owners and allowed the owners of several marginal operations to sell out. The remaining resorts are doing quite well, some even book-

ing almost to capacity during the recession. Motorboat use continues on 20 peripheral resort lakes, with appropriate horsepower limits on 10 lakes.

The new motor-free canoe routes provided by the Act have greatly enhanced visitor's Wilderness experiences. The 1984 motorboat phase-outs under Sec. 4c of the Act on Knife, Crooked, Carp and Birch lakes, the northwest end of Basswood Lake and the Basswood and Knife rivers will increase the motorboat-free area to about 72% of the water surface. These new phase-outs will be especially valuable because they eliminate motor conflicts on most of the famed Voyageur's Highway on the international boundary and will make most U.S. motor regulations parallel with those in Quetico where motors are already banned. Motorboat quotas have put a cap on motorboat numbers without restricting motor use by residents or resort guests on their lakes. The Forest Service has calculated the appropriate reductions in quotas for 1984 based on the percent of water area to be closed to motors. About 28% of the total water area of the Wilderness will still remain open to motorboats after the 1984 motor route phase-outs, including most of Basswood Lake.

Compliance with motor size restriction and motor-free routes has generally been good, although there were several trouble spots after the Act passed. Most violations were by local users who clearly were challenging enforcement. Some parties were litigants in the court challenges to the Act. After the Supreme Court upheld the Act in 1982 most violations ceased, although sporadic cheating persists where some local users still hope to overturn the law. For example, there has been talk of repealing the 1984 phase-out for the northwest end of Basswood Lake, eliminating the paddle-only area on the U.S. side of Lac La Croix, and eliminating the 1984 phase-out of the snowmobile route from Moose Lake to Saganaga. But these motorboat and snowmobile provisions were at the heart of the negotiated compromises that led to final passage of the Act. Tampering with such compromises would unleash a flood of concern by Wilderness advocates and environmental groups throughout the nation. **After-all the Boundary Waters is our nation's only Canoe Area Wilderness.** Surely Congress would not now be interested in preventing the carefully planned 1984 phase-downs of motor use, much less in allowing increased motor use!



September morning in the canoe country.



## Quetico Provincial Park Revised Management Policies 1982

The Quetico Provincial Park Master Plan was approved in September, 1977. Its approval explained how the Government of Canada intended the park to be planned, developed and managed over a period of time.

The implementations of the Master Plan are considered to span the period of twenty years. To insure that the Plan remains current and relevant, periodic reviews of the Plan are considered essential. Reviews at 5-year intervals have been considered appropriate.

During the summer of 1981 the Ministry of Natural Resources and the Provincial Parks Council initiated the first 5-year review of the Quetico Master Plan. The Provincial Parks Council is a citizen's advisory committee to the Ministry of Natural Resources. The responsibility of the Provincial Parks Council was to review and evaluate background information and to assist the Ministry in the evaluation of public input and preparation of recommendations on the Master Plan policies.

The Provincial Parks Council and the Ministry of Natural Resources staff traveled to Atikokan, Fort Francis, Thunder Bay and Toronto during August, September and October of 1981 to meet with members of the public interested in the Quetico Master Plan review. An informal "open house", followed by a public meeting was scheduled for each location. The Council received and recorded written and verbal submissions on every aspect of the Quetico Master Plan and management of the park. In addition, interested members of the public were invited to forward comments expressing their views directly to the Chairman of the Provincial Parks Council. The Council received some fourteen hundred submissions from members of the public which addressed some ninety-four park management issues. On this basis, the Council formulated fourteen recommendations relating to the management of the park, and forwarded these to the Minister of Natural Resources.

The recommendations were integrated into the final document titled, "Quetico Provincial Park Revised Park Policy, 1982". Users of Quetico Provincial Park who are interested in future management of the park are advised to read the recommendations as they may point to future park managing policies. We list below recommendations #1 through #6 and recommendations #10 and #12 because of the nature of the recommendations and the response by the Minister of Natural Resources.

Upon review of the recommendations of the Ontario Provincial Parks Council, the Honourable Alan W. Pope, Minister of Natural Resources, advised that the government accepted the Council's two major recommendations: The re-affirmation of the wilderness classification of the park and the continued ban of the commercial logging in Quetico. Other Council recommendations that were accepted include: The maintenance of existing interior access zones and the continuation of the

short-term reservation system for Ontario outfitters. He advised that the government intends to reduce within two years the canoe party size to a maximum of six, with no more than two parties traveling together at any time. The regulation permitting only one party at a site when camping will continue. Mr. Pope said that a preferential quota system for Ontario residents or outfitters and a differential fee for non-residents is not being considered in the near future. He said that the Lac La Croix Indian Band will be allowed to continue operating power boats in designated areas at the park. However, the long-term intent of eliminating motorized travel in the park remains.

The entire document titled, "Quetico Provincial Park Revised Master Policy, 1982" can be obtained by writing District Manager, Ontario Ministry of Natural Resources, 108 Saturn Avenue, Atikokan, Ontario, P0T 1CA. The document was released in March, 1983. It is a very comprehensive statement covering resource management of air, water, land, vegetation, fish, wildlife and fire. Sections include user activities, a visitor regulation program, visitor services, and park management and operation. Concerning visitor regulation, the document states, "It may become necessary in the future to establish separate quotas for residents and non-residents to ensure that residents have access opportunity to their resource. The essential concern here is that, as both residents and non-residents demands increase and the park's defined capacity cannot accommodate both, the overwhelming disparity in proportion between residents and non-residents will result in a situation whereby residents might be denied access while non-residents saturate the park. Thus, separate resident and non-resident quotas will be incorporated into the visitor regulation program if required to avoid such an outcome. This ratio will ensure that within the constraints imposed by the defined wilderness recreation carrying capacity, the satisfaction of resident demand is given priority."

The original Park Master Plan, dated 1978, defined wilderness as, "substantial areas where the forces of nature are permitted to function freely and where visitors travel by non-mechanized means and experience expansive solitude, challenge and personal integration with nature."

In the revised park policy the goal in the Master Plan has been amended to read: "The goal is to preserve Quetico Provincial Park which contains an environment of geological, geological, cultural and recreational significance, in perpetuity for the people of Ontario as an area of wilderness that is not adversely affected by human activities."

### Recommendation No. 1:

Council resolved to recommend to the Minister of Natural Resources that:

- a) the current interior access zones for Quetico Provin-

cial Park at French Lake, Lac La Croix, Cache Bay and Prairie Portage be maintained;

- b) to facilitate use of Quetico Provincial Park by Ontario residents and outfitters, the establishment of a float plane corridor from the north to Prairie Portage, together with appropriate landing facilities;
- c) the additional access to Quetico Provincial Park continue to be provided through the external ranger station at Nym Lake, and the ranger station at Beaverhouse Lake.

Minister's Response:

- a) Accepted.
- b) Not accepted.  
Permitting aircraft landings at Prairie Portage would be inconsistent with the wilderness management intent of eliminating all forms of mechanized travel from within Quetico, as outlined in the Master Plan.  
Aircraft access to the waters immediately adjacent to the southern portion of the park is provided at Lac La Croix and Saganaga Lake.
- c) Accepted with the following clarification.  
The Beaverhouse Lake access zone will incorporate the existing ranger station location. Upgrading of vehicle parking facilities will be completed in conjunction with improvements to the access road.

### Recommendation No. 2:

Council resolved to recommend to the Minister of Natural Resources that:

- a) a preferential quota system be established with 60% of the entry quotas reserved for Ontario residents or Ontario outfitters up to one week before the entry date;
- b) in light of the fact that the short term reservation system initiated in 1981 enabled Ontario outfitters to better serve their canoe parties, to continue the short term reservation system, if, for administrative reasons, it is desirable to have reservations received three weeks prior to the entry date;
- c) the quota for Mack Lake be increased to allow better visitor distribution to the easterly boundary of Quetico Provincial Park; and
- d) daily entry quotas at the southern entry points be reduced if necessary, to reduce overuse of the southerly portion of Quetico Provincial Park.

Minister's Response:

- a) Not accepted.  
It may be necessary to implement a preferential quota system in the future. This step does not appear warranted at this time since entry quotas have been rarely filled at the northern ranger stations, which are the traditional points of entry for Ontario residents.
- b) Accepted with the following clarification.  
The short term reservation system applied during 1981 and 1982 will be continued in the 1983 operating season. However, this will be subject to review and revision to improve our service to the public.
- c) Not accepted.  
This will be addressed in conjunction with the selection of a ranger station on the eastern boundary of the park during the next review of the Master Plan.
- d) Accepted with the following clarification.  
Quotas at the southern ranger stations will be reduced if overcrowding or environmental deterioration are indicated through research and monitoring.

### Recommendation No. 3:

Council resolved to recommend to the Minister of Natural Resources that an immediate assessment and revision be undertaken with respect to the current literature available to visitors to Quetico Provincial Park to assure that:

- a) The literature provides the necessary education to the visitor to permit,
  - i) the interpretation of the natural, historical and cultural aspects of Quetico;
  - ii) communication to or provision of the orientation necessary for an appreciation of the wilderness use ethic; and



- b) the literature provides a link between the Atikokan area and Quetico Provincial Park to provide further support for the continued development of a tourist industry in the Atikokan area.

**Minister's Response:**

- a) b) Accepted with the following clarification. This process is ongoing and will continue with a view to providing the public with the most current information concerning the park's resources and management objectives. Marketing strategies, being developed for all provincial parks, recognize the important contribution of parks to tourism in the province and to the development of this industry at the local level.

**Recommendation No. 4:**

Council resolved to recommend to the Minister of Natural Resources that canoe party size in Quetico Provincial Park be reduced to a maximum of 6 with a maximum of two parties permitted to travel together at any time. It is the intention that there be continued regulation permitting only one party per site when camping.

**Minister's Response:**

Accepted.

**Recommendation No. 5:**

Council resolved to recommend to the Minister of Natural Resources that the transfer of traplines within Quetico Provincial Park be discontinued after May 31st, 1985, save and except with respect to members of the Lac La Croix Indian Band, who may continue so long as the provisions of The Game and Fish Act and Park regulations are observed.

**Minister's Response:**

Accepted with the following clarification. This is recognized as an interim step in the ultimate exclusion of all trapping activities from within the park. In

order to allow for an adequate period of adjustment for trappers who are not members of the Lac La Croix Indian Band, the discontinuation of trapline transfers will not be implemented prior to May 31, 1986.

**Recommendation No. 6:**

Council, in keeping with the wilderness designation of Quetico Provincial Park, continues to support the principle of the exclusion of mechanical forms of transportation within the park, but has been persuaded to recommend two practical exemptions to the ban on motorized travel in Quetico Provincial Park, save and except as now currently exists with respect to trapping. Council therefore resolved to recommend to the Minister of Natural Resources that:

- to assist Ontario and Canada in gaining more tourism and therefore more economic benefits from Quetico Provincial Park, float plane landings continue to be permitted at Beaverhouse Lake and Lac La Croix and that one additional southern entry point at Prairie Portage be opened for aircraft landings;
- to recognize the integrity of and the manner in which the Lac La Croix Indian Band has maintained and conducted its social and economic affairs, a member of the Lac La Croix Indian Band, who is also a member of the Lac La Croix Guides Association, be permitted to continue to operate power boats with an engine rating not exceeding 10 h.p. on waters adjacent to the reservation that can be traversed for the purpose of fishing on a day use basis without substantial portaging or without airlifts, which waters are more particularly identified as Wolseley, Tanner, Minn., McAree Lakes and the Maligne River from Lac La Croix to Tanner Lake;
- to further assist the Lac La Croix Indian Band, but to recognize the primary obligation to limit the environmental influence and impact of any non-conforming uses within the park, members of the Lac La Croix Indian Band, who are also members of the Lac La Croix Indian Guides Association, be permitted to continue to operate power boats with an engine rat-

ing not exceeding 10 h.p. on Beaverhouse and Quetico Lakes until January 1st, 1983; and

- d) with further consideration for the economic situation of the Lac La Croix Indians, the Minister of Natural Resources use his best auspices to support any representations made to the Government of the United States of America to remove the ban on the use of outboard motors and to permit the use of outboard motors of at least 10 h.p. for members of the Lac La Croix Indian Band on that portion of Lac La Croix within the boundaries of the United States of America.

**Minister's Response:**

- Not accepted. Aircraft, landing on Lac La Croix, will be allowed to dock at the ranger station facilities as has been the practice in the past. Permitting aircraft to land at Prairie Portage would be inconsistent with the intent of removing all motorized travel from within Quetico (Recommendation 1 (b)). Similarly, aircraft access at Beaverhouse Lake will be discontinued following improvement to the existing access road from Highway 11 to the park boundary. While this condition is a prerequisite to the implementation of a restriction on aircraft landings, the restriction will not be imposed prior to April 1, 1986 at the earliest.
- Accepted.
- Accepted with the following clarification. This is consistent with the long term intent of eliminating motorized uses within the park. However, implementation will be postponed until April 1, 1986 to allow for an adequate period of adjustment.
- Accepted with the following clarification. This is a Federal Government matter. However, I will make presentation to the Federal Government advising them of the Parks Council's concern.

**Recommendation No. 10:**

Council resolved to recommend to the Minister of Natural Resources a differential camping fee of at least the following:

- \$6.00 per night per canoe for all parties of Ontario residents and Ontario outfitters;
- \$8.00 per night per canoe for parties of Canadian residents; and
- \$12.00 per night per canoe for parties of persons not resident in Canada.

**Minister's Response**

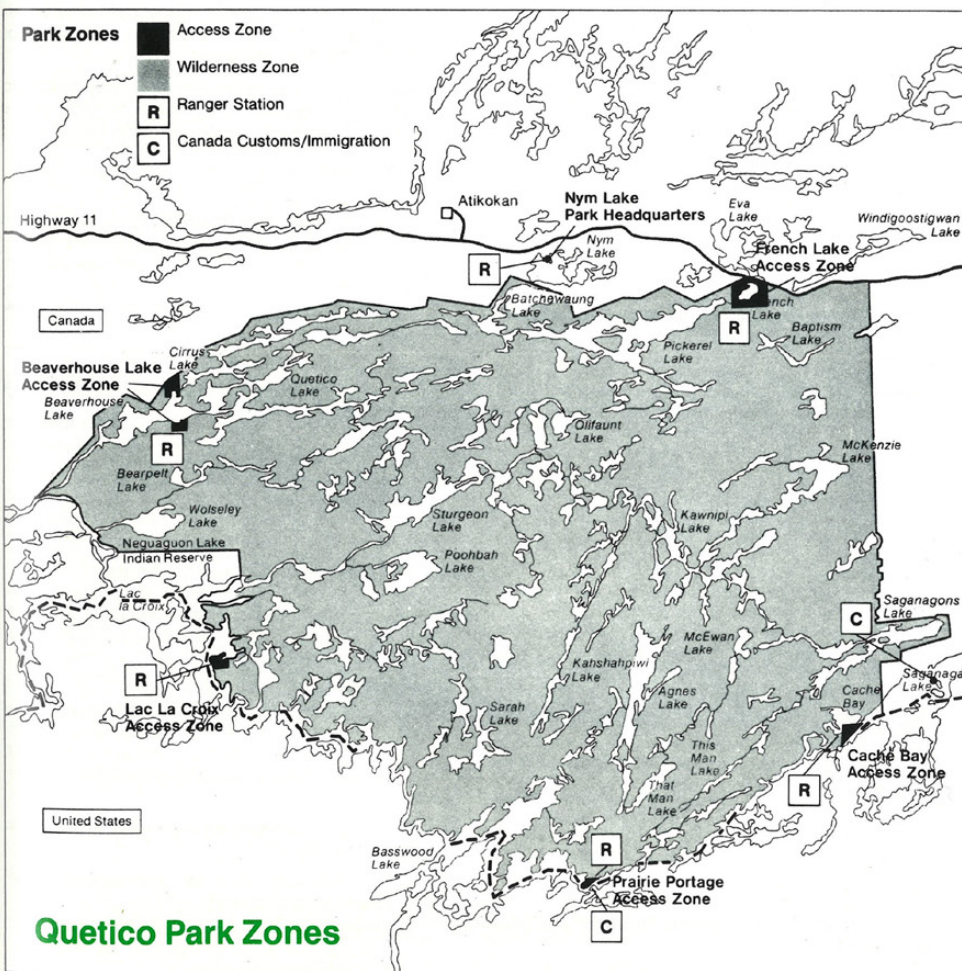
- b) c) Not accepted. The option of imposing some form of differential camping fee structure is being considered. However, any form of revision will be made in conjunction with fee structure adjustments to the overall provincial park system.

**Recommendation No. 12:**

Council resolved to recommend to the Minister of Natural Resources that, in view of the commitment to the management of Quetico Provincial Park to ensure the purity of the air and the water and in view of the public's continuing concern with respect to the potential danger as a result of the construction of the Ontario Hydro thermo generating plant within close proximity to Quetico Provincial Park, the Ministry of Natural Resources be and remain involved in a monitoring program to determine the presence and effect of air borne pollutants from industry and be prepared to use the Ministry's best efforts to insist upon all steps to prevent any deterioration of the air and water quality of Quetico Provincial Park if the monitoring should indicate the possibility of such deterioration.

**Minister's Response:**

Accepted with the following clarification. Studies undertaken to date indicate that the Ontario Hydro's Atikokan generating station will not adversely affect the park environment. However, I acknowledge the Council's concern and will ensure that continued co-operation is extended to Ontario Hydro and the Ministry of Environment in their ongoing monitoring programs. The latter must, of course, be consistent with the wilderness management objectives for the park. If unacceptable environmental conditions are observed, I will make appropriate representations.





## Conservation Volunteers

How about spending your summer doing something new and exciting? The Forest Service is looking for **volunteers** to do conservation work on the Superior National Forest in northern Minnesota.

If you have some free time you could clear a trail, survey plantations, serve as a campground host, improve wildlife habitat, inventory soils, or teach wilderness visitors how to maintain and preserve the wilderness. Each year teachers, students, retirees, professionals, the unemployed — people from all walks of life — offer their time to spend the summer helping the Forest Service protect the beauty and character of our forest lands. It is an opportunity to do something positive for the environment, attain a sense of personal fulfillment, learn new skills and meet new friends.

Forest officials are looking for volunteers who wish to work as wilderness rangers, campground hosts, trail construction and maintenance workers, and visitor information specialists.

If recreation does not interest you, there are jobs in timber, wildlife, or soils. Most of the jobs will be performed in or near the Boundary Waters Canoe Area Wilderness in northeastern Minnesota, and will last 6-8 weeks or longer.

Specialized skills are not required for most volunteer positions, however, you must be at least eighteen years old, self-disciplined, willing to do strenuous work, and possess a desire to learn. There is no pay for volunteer work, but you will receive some compensation each day to help cover living expenses.

Individuals and organizations that are interested in applying, or need more specific information should contact Barb Soderberg, Recreation Volunteer Coordinator, Superior National Forest, P.O. Box 338, Duluth, MN 55801.

## Donald Winston: One Man's Gift to Our Planet

By Ted Hall

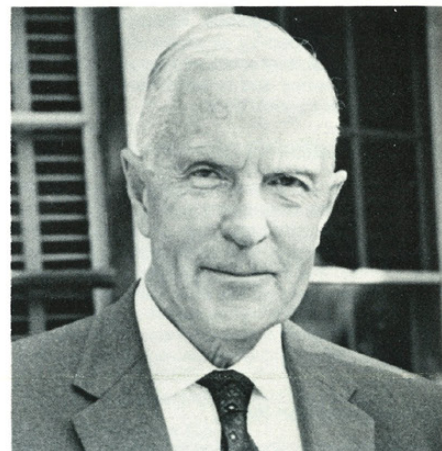
Somewhere is a gathering of the clan of those who gave more to this fragile planet than they asked of it, and Donald Winston, good friend and trustee of the Quetico-Superior Foundation and constant supporter of the imaginative conservation effort that preceded it, joined that gathering last December 8, at the age of 90. He leaves his daughter, Mrs. Elizabeth W. Wyman, a director of the Quetico-Superior Foundation, and three grandchildren, Elizabeth, Steven and James T. Wyman Jr., the latter currently treasurer of the Foundation.

Don Winston also leaves his signature on the Boundary Waters Canoe Area and the long battle to keep it roadless and free of exploitation by hit-run commercial interests. The natural beauty of his planet attracted the same joy and sensitivity that made him an enthusiastic collector of man-made beauty. He shared that love of beauty by his contribution of fine paintings to the Minneapolis Institute of Art, the Walker Art Center and other temples to civilized man around the country.

And even more, he leaves the good memories of a gentle man capable of indignation, given to instinctive humor, thoughtfully responsive to the needs of those around him, upbeat in his reading of the universe and uninhibited in his thank-yous.

Every New Year's Eve he made a toast to himself: "To lucky Winston!" It began the year he and Elizabeth Martin were married, and the toast was really to her.

That was Don Winston.



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