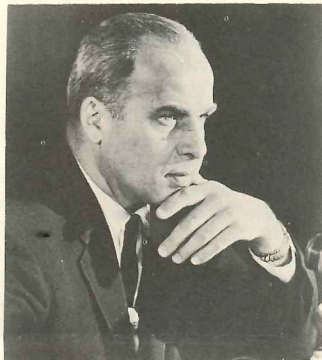


# 'Call the roll of the great American rivers... They died for their country'



Senator Nelson

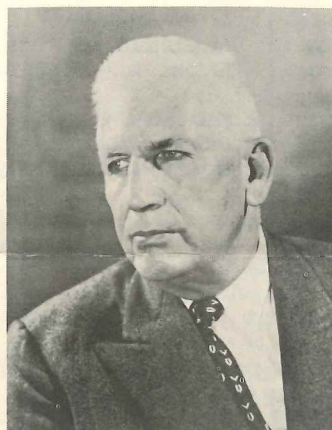
## SENATOR NELSON'S PLEA THAT THE ST. CROIX AND THE NAMEKAGON BE RESERVED FOR RECREATIONAL DEVELOPMENT

Mr. DOUGLAS. Mr. President, Senators know the junior Senator from Wisconsin [Mr. NELSON] to be one of the most eloquent conservationists in the Congress today. We know also that his forceful and persuasive defense of our natural resources is founded on an outstanding record of leadership in conservation of the successful and respected Governor of Wisconsin. When the Senator from Wisconsin pleads for the preservation of our wild areas, our shorelines, and our clean waterways, he speaks from a record of accomplishment and a deep personal understanding of the problems and the opportunities which we have in this field.

A few days ago the Senator from Wisconsin [Mr. NELSON] appeared before a joint hearing of the Minnesota Conservation Commissioner and the Minnesota Water Pollution Control Commission in Stillwater, Minn., to urge that

the beautiful St. Croix River be reserved for recreation development. His efforts to save the waters of the St. Croix and the air above them from pollution have received nationwide attention. His recent speech before the joint hearing is as moving and as compelling a case for the preservation of our clean and wild streams as one can find. He makes a positive case. While industry is the immediate threat to the St. Croix and its Wisconsin tributary, the Namekagon, he does not berate the industrial promoters; he asks if we cannot plan more wisely and more cooperatively.

I know that many Senators will be interested in and persuaded by the Senator's statement before the hearing. I ask unanimous consent to have it printed in the RECORD, along with an editorial entitled "The Dying Rivers," and published in the Washington Post of January 19, an article written by Austin Wehrwein and published in the New York Times of December 27, 1964, and an article published in the Economist of January 16, 1965, entitled "Saving the St. Croix."



Senator Douglas

## The St. Croix River Ought to Be Reserved for Recreation

By SENATOR GAYLORD NELSON

STATEMENT BY SENATOR GAYLORD NELSON BEFORE A JOINT HEARING BY THE MINNESOTA CONSERVATION COMMISSIONER, WAYNE OLSON, AND THE MINNESOTA WATER POLLUTION CONTROL COMMISSION IN STILLWATER, MINN., JANUARY 14, 1965

I appreciate the opportunity to appear here today before this joint hearing of the Minnesota Conservation Commissioner and the Minnesota Water Pollution Control Commission. I want it to be clear at the outset that I am appearing here today on my own time and expense as a private citizen. I represent and speak only for myself. Though I grew up in a fine little village not far from the banks of the St. Croix, my prime concern over this river is neither parochial nor nostalgic. It is the same broad concern that all conservationists have about these matters whether it be the wilderness of the West, the redwoods of California, the Indiana dunes, or the Appalachian Trail of the East.

This morning I want to speak briefly about conservation as an issue in American life, and about why it has been for so long an uphill fight and why, I believe, the tide must turn now or the cause be irretrievably lost.

I hope to outline the compelling reasons why the St. Croix River ought to be re-

served for recreation development, and why this will be in the best interests not only of the Nation and this whole metropolitan area, but even of Washington County, Minn.

The agencies holding this joint hearing appear to be the only public agencies that have any power under present legal arrangements to consider the broad issues involved in this dispute. I hope that you take these broad issues into consideration and that you examine the information now being gathered by the Federal-State task force on the St. Croix before you reach your decision.

With President Johnson's commitment to protecting our natural heritage and to preventive action on water pollution, the nationwide conservation movement has taken on a new political luster.

Let me quote for a moment from the state of the Union message: "For over three centuries," the President said, "the beauty of America has sustained our spirit and enlarged our vision. We must act now to protect this heritage."

This statement reflects both wisdom and hard political sense. The wisdom is familiar to all of us from our schoolday acquaintances with John Muir, Henry Thoreau, and the other greats of the long, but losing 19th century battle to preserve some of our nat-

ural wilderness.

Wisdom has often seemed a kind of euphemism for the attractive but impractical position in that battle.

But times are changing. President Johnson is as much a reflection of that change as he is its leader.

The day when short-term-economic gain could easily win over long-range public conservation interests is about at an end. The vital need to preserve what is left is widely recognized.

To put it bluntly: there is a rapidly growing public interest in conservation that just was not there before. Perhaps some people care now who did not before because they have the money and the leisure to enjoy the out of doors; or perhaps it is because increasing tens of thousands of people in our vast metropolitan wastelands finally sense a growing isolation from nature; or because of the dawning awareness that the children have no place to play, the adults no place to relax in peace, and the environment no place to accommodate the beauty and wonders of nature. Whatever the reasons, there most certainly is a developing sense of dismay over the wanton destruction of our resources.

I think one little noted element in this change is a new recognition of the vital economic importance of outdoor recreation.

According to the highly regarded report to the President of the Outdoor Recreation Resources Review Commission (ORRC report), outdoor recreation is a \$20 billion a year business—and it is growing by leaps and bounds.

## Water Is No. 1 Resource

The report, by the way, makes at least two statements directly relating to the decision before this hearing:

First, it states that the recreation resource in greatest demand and shortest supply is water-oriented recreational areas handy to metropolitan areas.

Second, it says, the area of the Nation that by 1980 will have the largest demand for outdoor recreation facilities is the north-central census region. As you know, the Twin Cities are the great population center for the western part of that region.

It may be hard to realize for those who have lived their lives in the St. Croix Valley, but Minnesota and this entire region have a priceless recreation resource in this river—a clean, large, spectacularly beautiful river within a half hour's drive of a major population center.

I am appearing here today to express the hope that you preserve this river in its present state for yourselves and as a heritage for those who come after you.

The President said: "For 300 years the beauty of America has sustained our spirit."

Under industrious cultivation our rich and beautiful land not only sustained our spirit but has made us rich beyond our greatest dreams.

We have always been grateful, but I fear that we have too often forgotten the need to conserve as much as possible of this rich inheritance we have received. Everyone, or nearly everyone, is in favor of conservation—in principle. But in fight after fight, the general public interest in conservation has lost out to the specific local interest in commercial development.

## Reverence for Land

Perhaps the conflict goes back to the day when the white man first faced the original American.

The white man brought from Europe ideas of land management very different from the Indian's.

The Indian had great reverence for the land. He knew he depended upon it for life itself. The fruit of the earth confirmed the generosity of the gods. The land belonged not to the individual, but to all his people.

The white man, of course, thought in terms of individual exploitation—too often for private gain at public expense.

It is only gradually that we are coming to see that there is much truth for us in the original American's idea.

Thoreau and Muir, and our other early conservationists, had a good deal of the Indian about them. But the fight they waged was little more successful than the Indian's.

In most conservation contests—whether over the use of the Indiana Dunes, of the Redwoods of California, or the St. Croix—there is usually a sizable group of local people willing to grant the validity of the conservationist's arguments, but bowing in this specific instance to the strong local economic interest in the development of a specific forest, river, or bit of lakeshore.

The fight has been unequal—eloquent spokesmen preaching lofty conservation generalities on the one hand pitted against a sincere, well organized group on the other speaking the magic words of "economic growth."

## Resources Seem Endless

The country has always seemed so vast, its resources so endless, and economic progress so American, that the conservation interests, except in areas of marginal economic utility, have almost always lost the contest. No single one of these lost contests loomed large in the total picture. But down through the decades these thousands of lost contests have spelled the destruction of a major portion of America's resources.

In this way, most of the great rivers of America have been systematically destroyed, in the name of "progress."

George Washington dreamed of the Nation's Capital on the beautiful Potomac, the river praised by early travelers for its exceptionally sweet water.

But since Washington left us with his dream tons of silt from exhausted tobacco plantations, acids leeching into the river from abandoned mines, industrial wastes and half treated sewage have fouled this once sweet river and turned it into a national disgrace. Stand on the lawn in front of George Washington's Mount Vernon home today, gaze across the broad expanses of the Potomac, and your view will be scarred by a sign proclaiming: "Danger, polluted water." The U.S. Corps of Engineers has proposed to spend \$500 million to build a system of dams to flush out this scenic sewer. And now the President is thinking in terms of a multi-million dollar program to restore some measure of the river's great reputation.

Call the roll of the great American rivers of the past, and you will have a list of the pollution problems of today—the Androscoggin in Maine; the Connecticut, that boundary water between the Green Mountain and the Granite States; the mighty Hudson; the thermally polluted Delaware; the Ohio; the Mississippi; the Missouri, and even Minnesota, covered from time to time by your flotillas of sugarbeet chips.

## A Costly Disaster

The story in each case is the same: they died for their country. They died in the name of economic development.

And now we must spend vast amounts of money if we wish to restore part of this heritage.

The story of America's commercial development, which is in large part the story of her rivers, is a glorious one. We all benefit. But we are only beginning to reckon the price we must pay for the foolish squandering of our limited supply of clean water.

The story of America's rivers warns us against that American spirit of optimism that presumes there is always more to be had and more to be carelessly wasted.

The vision of the frontier, with its promise of untapped land and fresh opportunity has always been part of our dream. It has not, however, been part of our reality for some 70 years. We are only now coming to realize this fact.

We must act now to plan, and to husband this heritage of land and water carefully. Our long tradition of private land ownership and management makes these things very difficult for us, but we are learning.

It seems logical to me that some rivers ought to be working rivers, kept as clean as possible, but recognized and designated as industrial and commercial arteries.

Others ought to be classified as wild rivers,

and still others as favorite trout streams to be protected in a way that the lower St. Croix, tentorial for recreation to be set aside for wilderness.

## Last Clean River

The St. Croix is the last clean river near a major metropolitan area in the Midwest. If we do not act now, exploitation here, where the river is still clean, will be a thing of the past.

The upper St. Croix valley's forests had a second chance. By the time the valley's forests had been made the river town quiet have reclothed and stabilized its soil. It has been studied as a wilderness. A Federal program for the protection of dwindling supply of clean water. It looks like the upper St. Croix will be preserved. We can't afford to lose it.

The towns of the upper St. Croix on timber fortunes have seen their development while timber has been stripped.

The magnificent Stillwater is a tributary of the high-handed old days.

## Lower St. Croix

But since World War II the lower St. Croix valley has been industrialized. Citizens have kept up the birth of industry, but in 1938, as Mr. Chester Plained at our Senate hearing in December, the Upper St. Croix neers completed a 100-mile up the river to attract industry.

For many years the concerned local leadership, however, it will be a thing of the past. For the lower St. Croix industry for half a century in an excellent position to attract industry—outdoor recreation.

Washington County Twin Cities metropolitan area according to the county's wage earnings on the borders—in the Twin Cities pressure on the school district 834 comes from the Twin Cities workers who in this beautiful county.

By the year 2000 (those of you who remember what a short time ago the Twin Cities area population was) mark, according to metropolitan planning commission will be practically all urban.

"In our urban area," said in his state of the central problem to store man's satisfaction in the community. \* \* \*

"The first step is to begin to think, development of entertainment.

Now, but even more ahead, this metropolitan area will be a recreational resource site.

Despite its sparkling woods the Twin Cities to the MPC report outdoor recreational only 30 percent of the available (10 acres for

## Enormous Need

The Upper Midwest ment Council reports years the Twin Cities brunt of the continuing small towns and farm region.

With incomes going national product percent in the next more leisure time demand for outdoor full lower St. Croix

recreation rivers. Your most certainly ought to old state. Rivers like that offer unusual potential development, ought to be recreational develop-

ver

the last large clean river metropolitan area in all of the world. It halt commercial exploitation shall be stop?

St. Croix is a river that got a bad reputation in 1903 the stripping of the banks left it nearly bare—and rich. But 60 years of its banks with trees and grass. Now it has become a dead river, part of a new effort for the preservation of our undeveloped streams. The lower St. Croix is going to be all be grateful.

The lower St. Croix thrived and related industrial development in the upper valley was be-

period architecture in contrast to those prosperous,

ix

St. Croix, the lower St. Croix has been gradually becalmed. Local people have their hopes for a renaissance without any luck. In the past, Wilson so eloquently expressed in his subcommittee hearings before the Army Corps of Engineers, the 23-foot barge channel at Stillwater in hopes of

the lack of industry has been a curse. With proper planning, it may turn out to be a blessing. St. Croix, neglected by the century, is now in an effort to develop a real growth in recreation.

St. Croix is already part of the metropolitan area. Even in 1960, about 50 percent of the workers worked outside its metropolitan area. The Twin Cities, of course. The schools of Free School District are the children of Twin Cities are making their homes in the valley.

—only 35 years away from the year 1930 will realize (35 years is)—the Twin Cities will hit the 2 million mark. A report by your metropolitan commission, and Stillwater is a small town.

President Johnson in his Union message, "the duty is to protect and recreation in belonging to a

to break old patterns—work and plan for the metropolitan areas."

are in the years immediately ahead and growing metropolitan area. The St. Croix as a river, not as an industrial

growing array of lakes and reservoirs area, again according to the report is even today short of recreation facilities. In fact it has been that is considered desirable (every 1,000 residents).

Cited

Research and Development that in the next 15 years the metropolitan area will bear the brunt of migration from the metropolitan areas of the north-central

growing steadily up (the gross metropolitan product is predicted to jump 95 percent in 15 years) and more and more available, the need for and development in the beautiful Valley will be enormous.

Conservationists usually find themselves in the position of arguing for abstract values against men holding gilt edged balance sheets.

We are beginning, however, to develop some facts that help explain the dollar value of green space and recreational areas.

For instance, it was discovered in New York City that, over a 15-year period, property located on Central Park increased 18 times in value while similar property away from the park only doubled in value.

### 'Look to the Future'

In Washington, D.C., it has been demonstrated that the total investment in lovely Rock Creek Park has been more than paid for by the increased tax income on the properties near the park.

Those who fear that without heavy industry Stillwater is doomed to be just another dying river town are looking to the past, not to the future. Recreational development offers more in the long-run than the development of industry on the St. Croix.

The Northern States Power Co. proposes to begin construction this year on the first of two coal-operated steam-electric generating units at Oak Park Heights, Minn., just south of Stillwater. The first unit would have a capacity of 550,000 kilowatts. It would have a 785-foot smokestack, a half-mile coal pile, and require 660 cubic feet of river water per second for cooling and condensing steam. The second unit, a 750,000-kilowatt unit, would of course require even more cooling water.

Valley residents and thoughtful conservationists everywhere fear the heat pollution of the river, pollution of the air by the sulfur gases from the burning of low-grade fuel, and the fiftyfold increase in barge traffic on the river that the first unit of the plant would require. In essence, this plant will simply and unnecessarily reduce the value of the river for recreation at a stage in history when the trend should be sharply reversed.

On the narrow question of water pollution danger, I have no new information to add. The Minnesota Water Pollution Control Commission is, I am confident, able to sift all the available evidence on that problem. If the evidence shows that the operation of the plant will have any adverse effect on the water quality or the ecology of the river, I am confident that the commission will either turn down the company's application for a permit to return heated water to the river, or at least require the construction of the proper cooling towers to insure the river against damage.

### Withdraw Entire River?

I would like to raise one question, however.

The National Power Survey just released by the Federal Power Commission indicates that it is generally considered sound practice to limit stream diversion for steam condensation to one-half the streamflow.

The first unit of the proposed Allen S. King plant would require, I understand, 660 cubic feet per second, well over half the 1,000 cubic feet per second which is the 10-year minimum flow of the St. Croix at Oak Park Heights. Since the second unit of the plant is even larger than the first, I am anxious to see evidence behind the company's assurances that no harm will be done to the river by such massive withdrawal of its waters.

I would like to make one other comment. NSP representatives, in answer to questions at our Senate subcommittee hearing, said that the additional cost to the company of constructing this plant on the Mississippi—say at the Prairie Island site, north of Red Wing, Minn.—would not be great enough to affect the electricity rates.

Still the company argues the wisdom of developing the St. Croix site now on the grounds that the power requirements of the Twin Cities area in the years ahead will be so great that all available sites must be developed at one time or another, and the best time to develop the St. Croix site is now.

Given the fantastic pace in powerplant design and development—it was only in 1961 that the first 500,000 kilowatt steam-electric

generating plant went into operation—would it not be wise to hold off on using the St. Croix site for the time being in the expectation that new developments in plant capacity might make using the site unnecessary?

The pollution questions may be relatively easy to pass on. (I emphasize "relatively" because the issue is not simple.) The larger questions, more crucial really, raise perplexing problems.

Which is to come first on the St. Croix—power development or recreation and conservation?

Who is vested with the authority to protect the public welfare in these cases?

This case raises the age old question of land use and resource use, a question that must daily be decided in situation after situation across the country.

Whose responsibility is it?

Are we to ask Northern States Power Co. officials to make their decision on the basis of the area's present and future recreational needs?

The Washington County officials? For the taxpayer that \$68 million plant is a well nigh irresistible tax windfall, although I believe there are some who see the long-range dangers.

### Public Interest Cited

In the absence of any regional, or metropolitan planning authority, the appeal must be made to this joint hearing to take the larger considerations into account.

I am aware there are differences of opinion over the scope of authority vested in the conservation commissioner by the words "health and welfare" in the pertinent section of the statutes. These are matters over which competent counsel are expected to differ. But since they do differ and the issue is so important, it surely is a matter that ought to be settled by the appropriate court before authorization is granted the company to proceed.

That there is a vested public interest in public waters as such is clear; that any reasonably liberal interpretation of the word "welfare" raises the question of the stake of the general public in this matter; that since this is a private utility with a monopoly in a service area set by the Government, the company can hardly argue that a few months of delay will cause irreparable damage—while whatever damage is done by the plant to the river will be irreparable.

Furthermore, I am advised that the company plans to proceed with construction on other sites including the Mississippi in the years immediately ahead.

I ask again, would it not be reasonable to develop another site now, saving the lovely St. Croix for exploitation at some future time and only if absolutely necessary?

I know you all realize this is a case of national significance. It has attracted attention of the press and magazines through the Midwest and from coast to coast. The New York Times, the Washington Post, the Nation, and New Republic have written stories and editorialized about it.

### Federal Action Needed

During the past 100 years we have wrought more wanton destruction of our landscape than any previous civilization accomplished in 1,000 years. We now say, what a pity our ancestors didn't have the foresight to husband our bountiful resources more sensibly. How much richer we would be in both esthetic and material wealth had they had more vision and more courage. Before this case is decided I think we all should ask ourselves this question: what are our great-great-grandchildren going to say about us a half century from now?

I might add that beginning attempts at the industrialization of the St. Croix make it clear that Federal action is needed to protect the national interest.

Therefore, I am now drafting a bill to make the entire length of the St. Croix and its Wisconsin tributary, the Namekagon, into a national scenic waterway.

North of Taylors Falls the St. Croix would be designated a "wild river" as envisioned in the Federal study. A national recreation area would be laid out along the lower St. Croix.

I want to thank you for the chance to appear and urge you to hold your hearings open until the evidence gathered by the task force is available, and then to make your decision on the broadest possible grounds.

President Johnson's state of the Union message showed that the tide in conservation decisions has turned.

If you will examine all of the relevant factors, I am sure that you will decide that the best interests—the welfare of the people of Minnesota—is in denying the application of the Northern States Power Co., and preserving the St. Croix for its rightful role as a recreational resource, a part of what President Johnson has called a green legacy for tomorrow.

[From the Washington Post, Jan. 19, 1965]  
THE DYING RIVERS

The St. Croix River is, as Senator NELSON, of Wisconsin, rightly points out, the last large clean river near a major metropolitan area in all of the Midwest. It won't be for long, if the Northern States Power Co. has its way. The company wants to build a coal-burning electric generating plant at Stillwater, Minn. Besides inflicting a huge coal-pile on the river, the plant would also pour warm chlorinated water into the stream, changing the natural habitat for the worse.

Senator NELSON appeared on Thursday before a hearing in Minnesota to appeal to State authorities to reconsider consequences of approving the project. There is no doubt, as the Senator acknowledged, that there would be some local economic benefits for the area if the plant were built. But that is precisely the problem, because, he added, "the fight has been unequal—eloquent spokesmen preaching lofty conservation generalities on the one hand, determined people seeking their bread and butter on the other."

As the Senator pungently put it:

"Call the roll of the great American rivers of the past, and you will have a list of the pollution problems of today—the Androscoggin in Maine; the Connecticut, that boundary water between the Green Mountain and the Granite States; the mighty Hudson; the thermally polluted Delaware; the Ohio; the Mississippi; and even your Minnesota, covered from time to time by flotillas of sugar beet chips.

The story in each case is the same: they died for their country. They died in the name of economic development."

By disapproving or at least delaying the Stillwater generating plant, Minnesota authorities could spare one river from the same fate until Congress has time to consider Mr. NELSON's proposal for a St. Croix National Scenic Waterway. We urge them to do so.

[From the Economist, Jan. 16, 1965]

#### SAVING THE ST. CROIX

(From a correspondent in Minneapolis)

The battle to preserve natural areas for their scenic values, and old buildings for their architectural or historic importance, is all too often lost simply through the failure of conservation-minded people to appreciate early enough what is fundamental to success. A classic example of this failure is now on display in the valley of the St. Croix River—a clear, pleasant stream which rises near Lake Superior and flows south, forming the Minnesota-Wisconsin boundary for 100 of its 165 miles to its junction with the turbid Mississippi. It is said to be the most popular boating water between Lake Michigan and the west coast. Virtually all traces of the lumbering industry, which flourished in the river in the late 19th century, have disappeared; the valley has remained a quiet wooded area—the last such unspoiled valley so near a major metropolitan area.

On the lower river just below Stillwater, however, the Northern States Power Co., which provides the growing region with electricity (the same company, ironically, which has preserved from development some 70 miles of the upper St. Croix) has now proposed to construct a major electric power-plant. The first 550,000-kilowatt coal-burn-

ing unit is to be in operation in 1968; a second 650,000-kilowatt unit is to be added after 1970. The company, eager to proceed, has the enthusiastic backing of local interests hungry for the tax relief which its \$140-million plant will ultimately bring to a growing community.

The company's proposal has, however, been vigorously opposed by an organization known as "Save the St. Croix"—a curious alliance of planners thinking primarily of the valley as a major recreational site for the 2 million or so people in the Minneapolis-St. Paul metropolitan area, and of local householders. Many of these are commuters into the cities, whose enjoyment of the river and its vistas will suffer from the plant, with its tall smokestack; long coal pile and attendant barge tows. The opponents have drawn eloquent support from conservationists all across the Nation. Their problem is simply that no agency exists which is specifically empowered to consider the broad questions which they are raising about the future use of the valley.

In spite of Minnesota's liberal tradition, it is one of the four States without direct State regulation of electricity companies. Northern States Power needs only four formal approvals: a local zoning permit from the village of Oak Park Heights (1960 population: 322); a permit from the Army Corps of Engineers, certifying that the 9-foot river channel is adequate; permission from the Minnesota Conservation Department, which opened hearings this week, to withdraw water for cooling; and an agreement from the State's water pollution control commission that the return of this water will not raise the temperature of the river unduly and, by doing so, make swimming unpleasant and skating impossible.

Formal review of potential pollution of the air is not even required, though this hazard will be considered. Nor has Wisconsin's approval been asked on any of these questions. The company can point out that no public decision has been made to save the valley for recreation and that it has done more than is legally required to protect public health; it can also ask legitimately, "Why is it up to a private firm to save the St. Croix"?

Indeed, the conservationists ought to have understood long ago the threat which the electric power industry, doubling its generating capacity every 10 years, posed to the rivers of the region. An almost identical controversy has been underway on the Hudson River above New York City. Local planners have long been pointing out that the fragmentation of the metropolitan area into a multitude of small, sovereign governments makes it especially difficult to preserve major areas from development.

Under the existing arrangements for financing public services these municipalities and school districts can share in the tax revenue from the region's commercial and industrial development only by getting the shopping centers, factories, and electric generating plants built within their boundaries. No public body exists to enforce a regional plan for development.

The St. Croix may yet be saved, however. Minnesota's authorities may find technical grounds for rejecting the plant, or the company may move voluntarily to another, already industrialized site (perhaps at Redwing on the Mississippi) either out of concern about future regulatory legislation or simply because its construction schedules make extended delay intolerable. As an interstate river, moreover, the St. Croix is likely soon to be covered by new Federal legislation, which President Johnson has promised to support designed to forestall air and water pollution.

The issue, however, goes beyond the St. Croix. There are other cases to which this Federal legislation will not apply. If the people interested in preserving the historic, scenic, and esthetic values of urban areas are not to be disappointed repeatedly in the future, they will need to insist much more skillfully than they have in the past that the planning of major plants and roads be integrated at an early stage with a far more effective program of public planning.

## THE ST. CROIX NATIONAL SCENIC WATERWAY BILL

Mr. NELSON. Mr. Speaker, for myself and the Senator from Minnesota [Mr. MONDALE], I introduce, for appropriate reference, a bill to establish the St. Croix National Scenic Waterway. The St. Croix marks the boundary between Wisconsin and Minnesota for some hundred miles north from the Mississippi.

The St. Croix is the last large clean river near a major population center in the Midwest. The beginnings of industry on the lower St. Croix make it imperative that we move to protect as much of it as possible as a national asset.

A dispute over whether to industrialize the lower St. Croix or reserve it for the recreation broke into the open last May when a power company announced plans to construct a huge coal fired steam electric generating plant on the river at Oak Park Heights, Minn.

The extraordinary wide support gained in Minnesota and Wisconsin by those seeking to save the river for recreation, and the extensive national and even international press coverage of the dispute is gratifying to those of us who have been working over the years for sound conservation policy.

The lower St. Croix, a clean, undeveloped river, lies within easy driving distance of the growing Twin Cities area. It is already one of the most popular boating waters in the country.

The Twin Cities, now boasting some 1.7 million in population, will have expanded to 4 million in the next 35 years; the St. Croix will be practically downtown. The Twin Cities even now have only 30 percent of the public recreation area which experts say they need.

But as the area grows the need for clean water for industrial purposes grows too, and naturally the St. Croix looks like an attractive proposition.

Commerce or recreation for the St. Croix? Who is to decide? There is no governmental unit specifically charged and empowered to make that crucial decision.

There is an ample supply of undeveloped industrial sites near at hand on the Mississippi. It seems to us only common-sense that the St. Croix be set aside for recreational development. Many agree.

I have drafted this bill to provide a Federal "umbrella" of protective authority under which all levels of government can cooperate in the preservation and development for conservation and recreation of the St. Croix Valley.

At this time let me just summarize the proposed bill.

First, I want to make it clear that the bill would not affect the local zoning per-

mit granted by Oak Park Heights, Minn., for construction of the \$68 million power-plant.

And I think it only fair to point out that the Northern States Power Co. has owned and preserved in a primitive condition the land on both banks of the St. Croix for some 70 miles north of Taylors Falls.

The St. Croix National Scenic Waterway bill embodies the concept of a mixed-ownership, multiple-use, scenic recreation area in which State, county, municipal, and private ownership exist in harmony under the protection of a Federal umbrella.

Section 1(a) states that it is the purpose of the bill to establish the St. Croix National Scenic Waterway to preserve as a wild river the portion of the St. Croix from the dam at Taylors Falls north to the dam near Gordon, Wis., and its Namekagon tributary, as wild rivers and the St. Croix south of Taylors Falls for intensive recreational use "for the enjoyment of all the American people."

Federal protection under the bill would cover a strip about one-quarter mile deep on both banks of the waterway.

The waterway would consist of two kinds of areas:

### WILD RIVER...

A wild river, to be kept as primitive as possible on 102 miles of the St. Croix north of Taylors Falls, Minn., and along the 87 miles of the Namekagon tributary in Wisconsin. Purchase of scenic easements and acquisition where essential of up to 320 acres per mile (the equivalent of a strip one-quarter mile deep on both banks) would be authorized in this section. The States would be entitled not only to keep the park land under their administration but encouraged to expand it. County ownership would be preserved on county land managed according to a plan acceptable to the Secretary of the Interior.

The wild river portions of the waterway were included among the 22 rivers across the Nation studied by the joint Interior-Agriculture wild river study team.

Nearly all the area to be given the "wild river" designation is in a primitive state. The bill is intended to leave undisturbed the few private cottages along these stretches of the St. Croix and the Namekagon. On these properties scenic easement acquisition would be ample protection for the purposes of the bill.

### RECREATION ZONING...

On the lower St. Croix, from the dam at Taylors Falls south to the Mississippi River, the Secretary is granted the same acquisition authority, however the "authority shall be suspended so long as the appropriate local zoning agency shall have in force \* \* \* a duly adopted \* \* \* zoning ordinance \* \* \* satisfactory to the Secretary."

In order to provide public access to the lower St. Croix and to provide adequate park facilities the Secretary, despite the zoning provisions, is authorized to acquire not more than 1,600 acres including not more than 5 miles of river frontage on the 57-mile stretch of river from the dam to the Mississippi.

Zoning rather than land acquisition and easements would be used to protect the intensive outdoor recreation area portion, which is south of Taylors Falls. This portion of the St. Croix has several communities along its banks, including Hudson and Osceola, Wis., and Stillwater, Marine, and Oak Park Heights, Minn.

Acquisition in the recreation area would be limited to small, key parcels needed for public access to the water and adequate parking facilities.

Zoning to protect the recreation area would require approval of the Secretary of the Interior. New commercial or industrial uses not in harmony with recreational use or the river's environment would be excluded.

The zoning approach has been successfully used in the Cape Cod National Seashore Park.

One section of the bill provides that owners of noncommercial, residential property acquired by the Secretary of the Interior would be issued either a transferable 25-year use and occupancy right to the property or a non-transferable lifetime right to use and occupancy.

The bill includes these provisions designed to facilitate cooperation of Federal, State, county, and local authorities.

State land within the waterway will not be acquired by the Secretary of the Interior without consent of the State involved, and the Secretary may agree not to acquire any land which either State plans to acquire and develop.

City, town, and village land within the waterway would not be acquired as long as accepted zoning ordinances for the protection of the river and its environment remained in force.

Provisions for cooperative planning of the recreational and conservation development of the waterway between all levels of government are written into the bill.

Section 7 forbids the Federal Power Commission from licensing any "dam or other structure" the Secretary determines would adversely affect the waterway. Disagreements to be referred to the Congress for resolution.

Section 8 restricts the Army Engineers in the same way section 7 restrains the Federal Power Commission.

The St. Croix River is an excellent example of the kind of land use crisis we face coast-to-coast as pressure for recreation uses and industrial sites grow with increasing wealth and population.

It is our hope that this bill, with its idea of Federal, State, and local cooperation, will prove an excellent example of what reasonable people can do to solve this kind of problem.

## THE MINNEAPOLIS STAR EDITORIAL

JANUARY 20, 1965

### SHOULD ST. CROIX BE SAVED?

The application by Northern States Power Co. to build a powerplant on the St. Croix River raises questions of great importance to the future overall development of this metropolitan area.

On technical grounds—that is, as to safeguards offered against air and water pollution—it would be hard to oppose NSP's application. But "the great St. Croix debate" has made us all conscious of some very special opportunities offered by the valley.

The opportunities are enormous. What the Minneapolis lakes and Lake Minnetonka have meant for the quality of life in this area, or White Bear Lake for the people of St. Paul, the St. Croix can mean to a metropolitan area expected to double in population—to a staggering 4 million—within the next 35 years.

It may not, in the end, be decided to reserve the St. Croix primarily for recreational and residential development. But the community should take the time and put forth the effort to make a thoughtful decision.

Thus, we hope that NSP can be persuaded to withdraw its St. Croix application and undertake its present round of plant expansion at Prairie Island (near Red Wing) instead. That is where—we understand—NSP plans to locate its next plant after the St. Croix installation. (The company must roughly double its capacity every 10 years in order to meet the power needs of this area.)

This switch in locations could not be made without cost. An additional \$5 million in capital costs might be immediately entailed. And transmission costs from Prairie Island would be somewhat greater than from Bayport. These added costs would not mean an increase in electric power rates, but they probably would mean a delay in future rate reductions.

If NSP or its ratepayers are asked to pay this cost, it should be on one very clear understanding, however. It must not be done for the benefit of a few private home and summer-home owners in the St. Croix area. It must be for a wider, public benefit.

So if the States involved (Minnesota and Wisconsin) and the adjacent communities have not meanwhile developed an enlightened, recreational, park use program for the valley, no objection should be raised if the company seeks to build at Bayport in the future.

If NSP can be persuaded to build now at Prairie Island instead of Bayport, work should begin immediately on a public decision regarding the future use of the St. Croix.

Perhaps the Minnesota Outdoor Recreation Resources Commission can prepare a plan for recreation and residential development: for public access, for camp grounds and picnic areas, for parkways, for control of neon signs on the bluffs, for forestation, and for standards under which private, taxpaying residential and commercial development can proceed.

Needed also is a study of the economic effect of reserving the valley primarily for recreational and residential development; including suggestions as to how the local governments may raise the revenue they expect to get in taxes from NSP.

This won't be easy. But it isn't impossible, either—if NSP, all the governmental bodies involved, and interested citizen groups will cooperate.