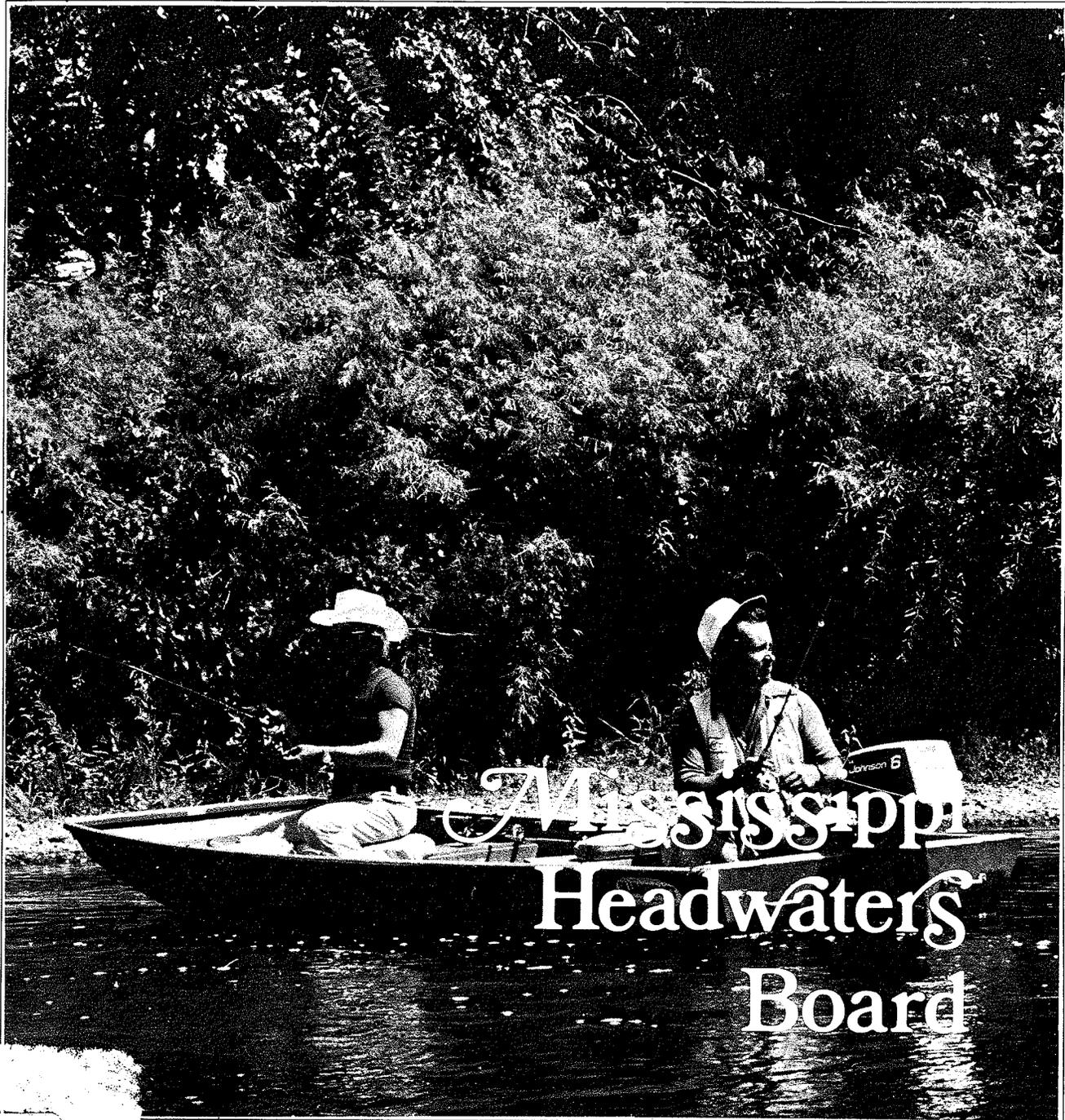




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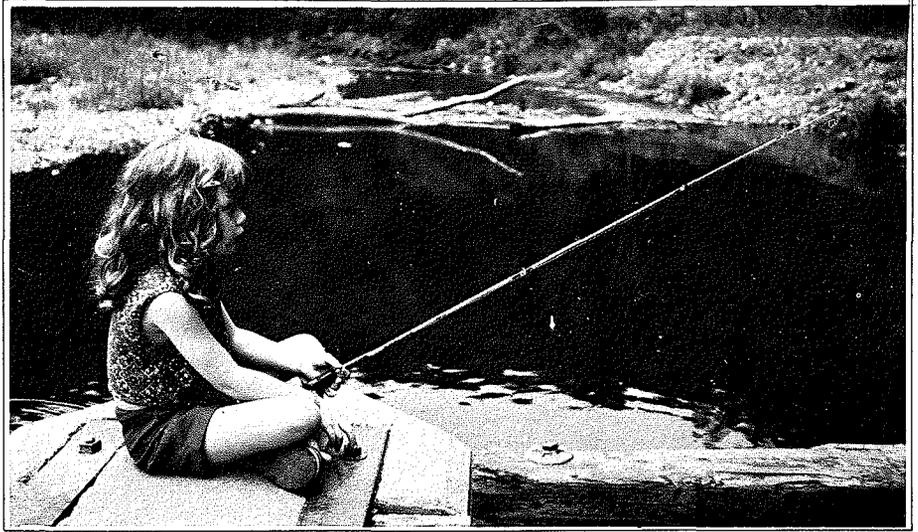
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## BIENNIAL REPORT 1983-85

Pursuant to Mn Stat 114B.01



# A Letter to the 1985 Legislature

A monstrous big river.  
—Mark Twain

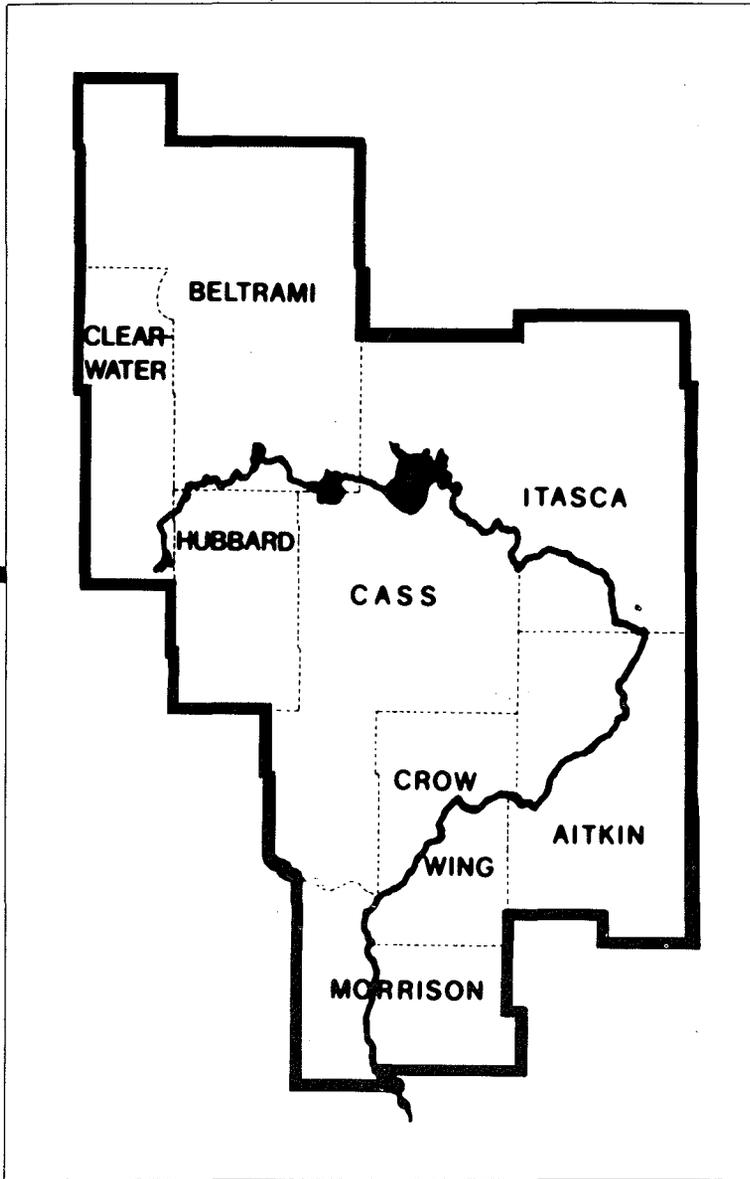
**THE MISSISSIPPI RIVER** is a stream of infinite variety and majestic proportions. It is the artery of our nation. No other American river has its historical significance. And if it is to be protected, there is no better place to begin than at its headwaters.

Here, in northern and central Minnesota, the Father of Waters begins as a tiny creek, nearly small enough to leap across. It passes through marshes of wild rice and feeds expansive northern lakes. It gathers the waters of the state, gaining in stature, providing transportation to commerce; power to homes and industry; and recreation to sportsmen.

To preserve these values and manage these often-competing interests, the people of Minnesota created the Mississippi Headwaters Board. It offers a means to coordinate the efforts of the eight counties along the upper 400 miles of river — a way to effectively manage the river at a local level.

Pursuant to the requirements of the legislation creating the board, MSA 114B et seq., we have prepared this biennial report of our program to manage the Mississippi.

*The Mississippi River is put to a multitude of uses in the 400-mile stretch through the eight counties represented by the Mississippi Headwaters Board.*



the board and individual counties have accomplished much in planning, zoning, management of public lands, and recreation management. The accomplishments of the board and counties are described in this report.

The work of the Mississippi Headwaters Board has been supported by a state grant, channeled through the Minnesota Department of Natural Resources. The state fund matches dollar for dollar county expenditures up to \$84,600 per year. The eight counties in the river-management zone have done much more than simply match state expenditures, however; just last biennium, their work in the river corridor exceeded \$325,000.

This work would not have been possible without the authorization and support of the Legislature. We look forward to continuing this productive relationship.

Sincerely,

L.H. "Gus" Schroeder  
Chairman

During the 1983-85 biennium the Mississippi Headwaters Board has continued to receive national recognition as a successful alternative to federal resource management. Not only has this program been lauded in several government publications but also in *Megatrends* by John Naisbitt. For its work the Mississippi Headwaters Board was awarded the Outstanding Achievement Award for Conservation Programs by the National Association of Counties in July 1983.

Though such a cooperative, interlocal management program never before has been attempted, the work of the board has progressed smoothly. During the period covered by this report (1 July 1983-1 December 1984)



## Project History

You could not step twice  
into the same rivers; for  
other waters are ever  
flowing on to you.

—Heraclitus

**THE CHAIN OF EVENTS** leading to the creation of the Mississippi Headwaters Board begins with the consideration of the upper Mississippi as a federal wild and scenic river. The following timetable summarizes the important events that led to coordinated local management of the river.

**3 January 1975:** President Gerald Ford signs PL 93-621, authorizing a study of the upper 466 miles of Mississippi from Lake Itasca to Anoka for possible inclusion in the federal wild and scenic rivers system.

**October 1975:** U.S. Bureau of Outdoor Recreation completes the preliminary draft of the plan.

**May 1977:** Assistant Secretary of the Interior Robert Herbst submits the study and environmental-impact statement to Congress and President Jimmy Carter.

**15 June 1977:** A bill that would designate the 10 segments recommended in the study is introduced into the U.S. Senate.

**31 October 1977:** HR 9855 is introduced. It would amend the National Wild and Scenic Rivers Act to designate the upper Mississippi River.



*Two men—one identified as Neb-i-tah-wish—paddle a birch-bark canoe on the upper river; a great blue heron stalks the shallows for prey.*

**January 1978:** Rep. James Oberstar amends the bill to require a more complete, specific study. The provision that would designate the Mississippi subsequently was deleted from the Omnibus Parks and Recreation bill.

**August 1979:** President Carter, mentioning the upper Mississippi in his environmental message, calls for a study "to determine the specific requirements for protecting the river corridor and providing public access, campgrounds and other recreational facilities...." He directs the National Park Service to complete the study by April 1980. After objections to this deadline are raised, the date for completion is left open.

**Summer 1979:** Recognizing both the need to protect the upper Mississippi and the demand by local residents to do so through local control, State Sen. Robert Lessard suggests that local governments cooperate to protect the river.

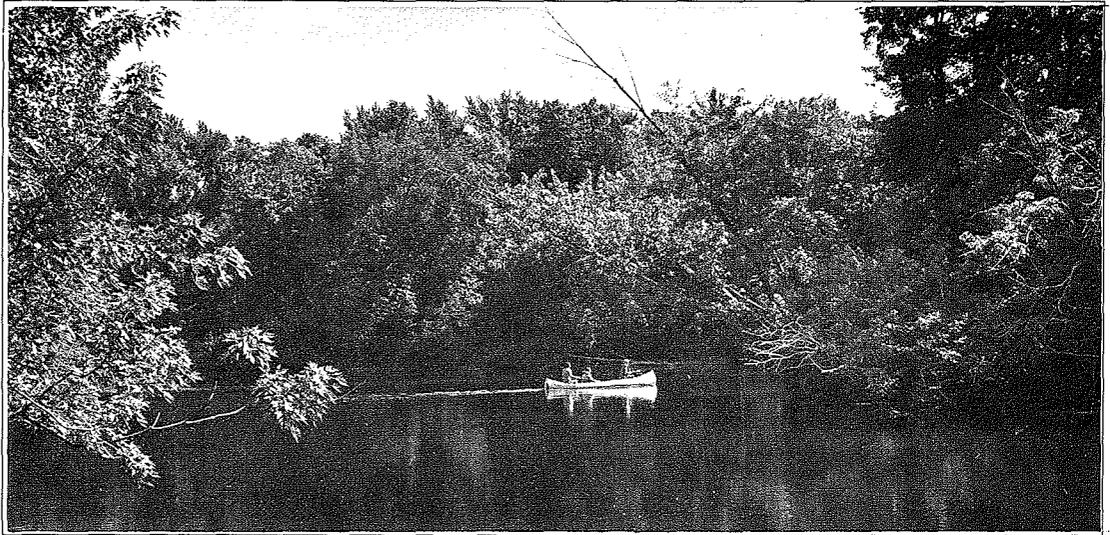
**January 1980:** Representatives of six counties along the river begin work on form-

ing a joint-powers board that would develop a plan to protect the river.

**22 February 1980:** A joint-powers agreement is signed by representatives from eight counties: Clearwater, Hubbard, Beltrami, Cass, Itasca, Aitkin, Crow Wing and Morrison. This coalition is named the Mississippi Headwaters Board. When it was formed, it had more members than any other joint-powers board in state history.

**28 March 1980:** The state attorney general, responding to an inquiry by the Itasca County attorney, asserts that the Mississippi Headwaters Board is legally constituted under MS 471.59 and has the authority to pay for necessary planning, to contract for services in the same manner as individual counties and to review zoning decisions of the individual counties that regard the upper Mississippi.

**18 April 1984:** The Legislature amends the original statute to clarify the obligations of state agencies in their dealings in the river corridor. State actions must also be consistent with the Mississippi Headwaters Board management plan.



# Plan-Formulation Process

May the countryside  
and the gliding valley  
streams content me.  
Lost to fame, let me love  
river and woodland.

—Virgil

**THE STATED PURPOSE** of the Mississippi Headwaters Board is to protect the upper Mississippi River from uncontrolled and unplanned development through the preparation and adoption of a comprehensive management plan for the river and adjacent lands. This management plan would provide for the administration of strong local zoning ordinances, for recreational use of the river and adjacent lands, for the acquisition of land in the public interest and for the sound management of public land along the river.

Initially, many state and federal officials and citizens were skeptical of the board's motives and its ability to protect 400 miles of the upper Mississippi River. The board recognized that if it were to convince skeptics, any plan it developed would have to consider the views of all the diverse interests affected, not just local concerns. Thus, the board's first step was to establish a technical advisory committee and citizens advisory committee, the membership of each to represent a broad range of interests.

The technical advisory committee was formed to review study drafts, discuss management alternatives and to advise the board on the technical and procedural aspects of the management plan.

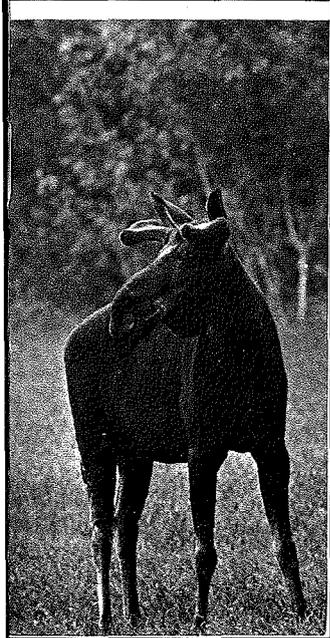
The citizens advisory committee was formed to criticize study drafts and to suggest to the board ways to accommodate the broadest range of interests affected.

Members of both committees contributed greatly to the program, spending hundreds of hours reviewing policy and objectives.

*Canoeing is popular along the entire river; the moose is one of several big-game species; the Bill Carpenter log home, Itasca County.*



Itasca County Historical Society



Minnesota Department of Natural Resources

The following timetable describes the activities of the committees and board in developing a management plan for the upper Mississippi:

**March 1980:** The Mississippi Headwaters Board and its committees, meeting biweekly, begin work on their plan. Concurrently, the National Park Service prepares its plan for the designation and management of the Mississippi as a national wild and scenic river.

**July 1980:** The first draft of the board's plan is distributed for public review.

**August 1980:** As public meetings are held throughout northern Minnesota to solicit comments about the board's plan, the National Park Service introduces its draft "conceptual master plan." With both plans out for public review, officials of the Mississippi Headwaters Board and the Department of the Interior agree to discuss the river-protection options.

**September 1980:** The board responds to concerns about its management plan raised by Assistant Secretary of the Interior Robert Herbst.

**October 1980:** The Mississippi Headwaters Board revises and adopts its final plan. Public hearings are held in each of the eight participating counties. The plan then is adopted by the commissioners of all eight counties by a 39-to-1 vote.

**December 1980:** The National Park Service holds a final series of public meetings. Park

Service officials announce they will shelve their plan and accept the alternative proposed by the Mississippi Headwaters Board if state legislation is passed to accomplish the following:

- to create a permanent board,
- to give the board the authority to effect its plans, and
- to obtain state assistance in paying for plan implementation.

Immediately thereafter the staff of the Mississippi Headwaters Board and its attorneys meet with lawyers of the attorney general's office to draft legislation that will address the concerns of the Department of the Interior.

**January 1981:** The final plan of the Mississippi Headwaters Board is approved and printed.

**Spring 1981:** After many hearings the enabling legislation (MSA 114B et seq.) is unanimously approved by the state Senate and passed by an overwhelming margin in the House. The new law requires county-board approval by each participating county before the legislation takes effect.

The 1981 Legislature also enacts a 50-50 state cost-sharing assistance program. The Legislative Commission on Minnesota Resources provides a matching grant of \$160,000 for the 1981-83 biennium.

**1 July 1981:** The eight county boards assent to the enabling legislation, and the law creating the Mississippi Headwaters Board takes effect.

*Indian girl, 1901; a Great Northern train at the Grand Rapids station.*



Itasca County Historical Society

# Program Description

The peculiar genius of each continent, each river valley,...all call for relief from the constant burden of exploitation.  
—Vine Victor Deloria, Jr.

## Planning and Zoning Administration

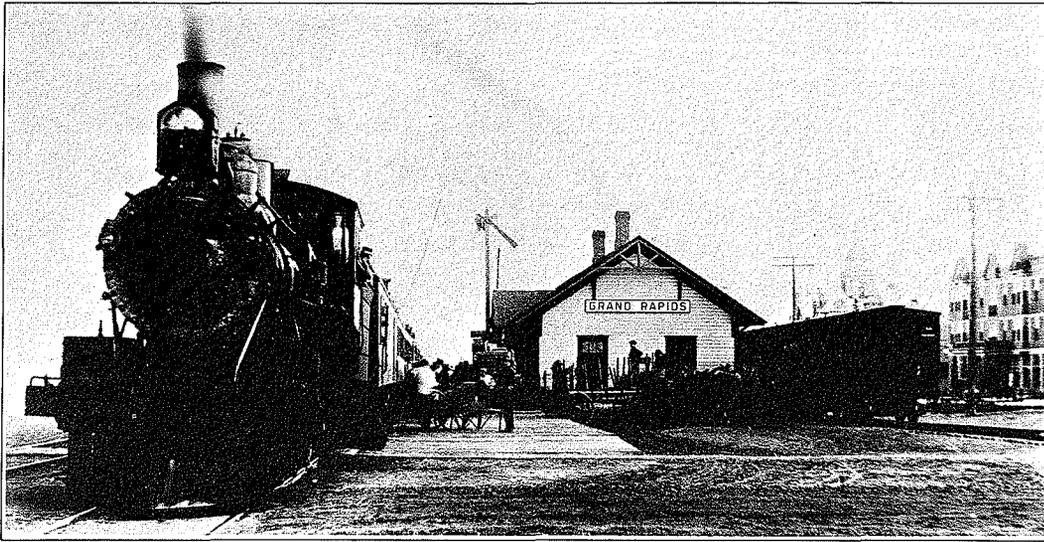
During the past two years the Mississippi Headwaters Board has attended to many administrative duties. It has maintained a central office in the Cass County Courthouse at Walker. It has retained the Cass County auditor as fiduciary agent. The board has held monthly business meetings and has distributed the minutes of each. The citizen and technical advisory committees meet quarterly and publish their minutes.

Moreover, the board works with all appropriate county offices, including planning and zoning, highways, lands, and parks and recreation. The board's principal objectives in doing so are to continue effective planning for the river corridor, to ensure uniform administration of county zoning ordinances in the management area, and to review conditional-use permits, variances and other exceptions to the model county ordinances for river land.

The review process begins with a landowner's application for a project in the land-use district. The county zoning administrator makes a site inspection. The county planning commission or, in the case of a variance, board of adjustment notifies the public and schedules a hearing. The Headwaters Board is notified if the action to be taken involves a variance, inconsistent plat or subdivision proposal. The county makes its decision and transmits the case to the Headwaters Board for review.

In each case, the Headwaters Board receives a detailed written report from the county zoning administrator. These documents are vital to the review process.

The Headwaters Board, which may make



Itasca County Historical Society

its own on-site inspection, has 20 days to make its decision and notify the county. If the request is denied, the landowner can request another hearing by the Headwaters Board or can appeal the case to county district court. So far, no landowner has taken his case to the district court.

The following items summarize zoning actions by the counties and review of the Headwaters Board. In several instances the Headwaters Board denied permits that the counties initially approved. In other instances, the board approved permits but imposed conditions that would bring the use into compliance with the model county ordinance.

#### **Aitkin County**

Conditional-use permits for placement of mobile homes consistent with ordinance, and to develop two public campgrounds to be built and maintained by Department of Natural Resources on county land; approved.

Several conditional-use permits and one variance were granted for projects in the Mississippi River floodplain but did not require the approval of the Headwaters Board.

#### **Crow Wing County**

Five variances were approved by the county for various projects in the river corridor; all but one were approved also by the Headwaters Board.

In addition to these formal actions, the Headwaters Board reviewed for the Minnesota Department of Transportation a proposal for a new bridge at Highway 6.

#### **Morrison County**

Nine variances for house additions and other building projects in the land-use district were approved by the county and Headwaters Board. (One was denied initially and later approved with modifications.)

Three conditional-use permits were approved by the county and Headwaters Board. Thirteen building permits for sanitary systems and 30 for other projects in the land-use district were approved by the county; action by the Headwaters Board was not required.

In addition to these actions, the Headwaters Board studied a bypass in Belle Prairie Township for the U.S. Corps of Engineers and the Minnesota Department of Transportation.

#### **Itasca County**

Variance approved to build cabin conforming to existing setback pattern.

Conditional-use permits approved to create two public accesses to Mississippi River and to replace Highway 6 bridge over Mississippi. All projects conform to ordinance criteria.

Conditional-use permit requested to allow a commercial use; denied by the Headwaters Board.

#### **Clearwater County**

Variance to replace a garage approved by the Headwaters Board.

#### **Cass County**

Conditional-use permit to fill lowland approved by Headwaters Board, subject to approval by the Minnesota Department of Natural Resources.

Variance for additions to cabin and sewer line approved by board.

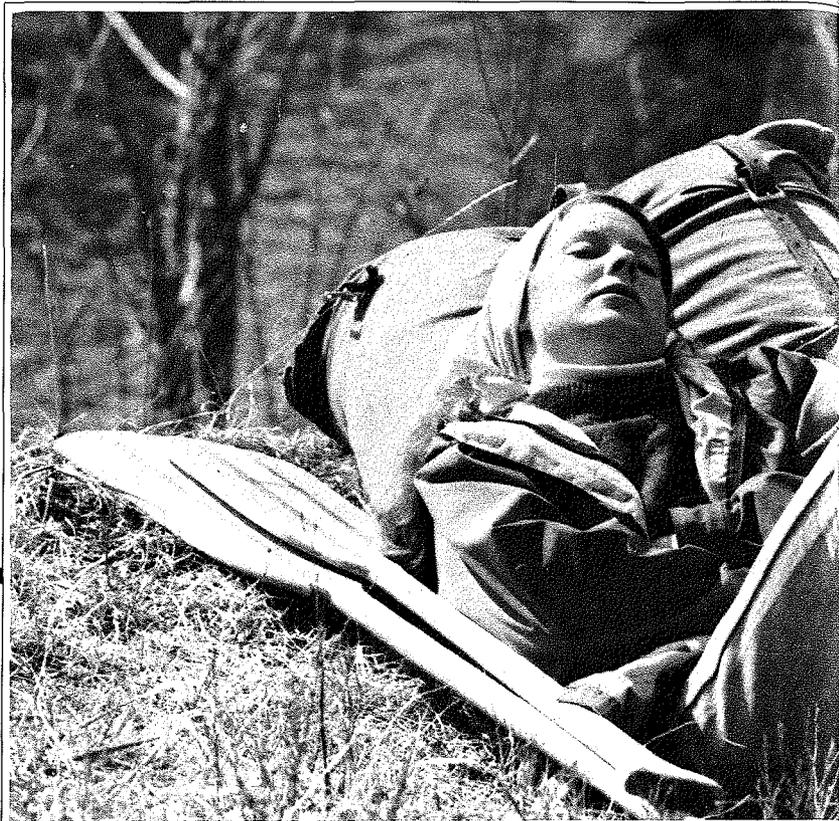
Conditional-use permit for proposed recreational-vehicle park approved. Conditional-use permit for a mobile-home park approved with conditions.

#### **Beltrami County**

Twenty-eight variances for projects in the river land-use district ranging from subdivisions to new building to home additions; 21 variances were approved as submitted or



Greg Breining



amended to better comply with the ordinance.

#### **Ten Lake Township**

Though a part of Beltrami County, Ten Lake Township administers its own zoning ordinance. The Headwaters Board approved a conditional-use permit for an extension to a recreational-vehicle park in the township.

#### **Cooperative Agreements**

For two years representatives of the Mississippi Headwaters Board and the Leech Lake Reservation Business Committee negotiated to establish a cooperative agreement to ensure that corridor land within the Leech Lake Reservation is managed in a manner consistent with the management plan. The agreement was approved in May 1983 by the board, the Leech Lake Reservation Business Committee, and Cass, Hubbard, Beltrami and Itasca counties and the Headwaters Board. The agreement provides for coordinated implementation of the minimum standards of the management plan to corridor land within the reservation. Under the agreement all such land—including Indian and non-Indian land, as well as land held in trust for the Minnesota Chippewa Tribe—continues to be managed in accordance with the land-use standards of the management plan.

The Mississippi Headwaters Board has renewed its cooperative agreements with

other major governmental land managers along the river: the Minnesota Department of Natural Resources and the U.S. Forest Service (Chippewa National Forest). Under the terms of the agreements, agencies notify each other of management activities on their respective lands in the land-use district.

The cooperative agreement with the U.S. Forest Service proved particularly valuable. The Forest Service was required by its agreement to notify the Headwaters Board of the possibility it would sell land within the river land-use district in Chippewa National Forest. These sales were to be part of the federal administration's "privatization" of national-forest land. The proposed sales were reviewed and opposed by the Headwaters Board. The proposal was tabled because it was not specifically authorized by any legislation.

The agreement with the Department of Natural Resources further stipulates that state foresters will be available to assist landowners and county foresters. This aspect of the agreement has proved most useful in developing county land- and forest-management plans.

#### **Other Cooperation**

The Mississippi Headwaters Board strongly supported the Durenberger-Oberstar State and Local Grants bill. This bill would match with federal money what states and counties



Lloyd Nesseth



*Matelon Olds (immediate left) of Cohasset was the last Mississippi boat pilot in the area.*



Greg Breining

pay to manage rivers at a local level. In fact, the Mississippi Headwaters project is a prototype of the projects envisioned by the bill's authors and supporters.

The attorney for the Headwaters Board continually has worked with the state attorney general's office to ensure uniformity and fairness in its management and application of zoning. On major issues the Headwaters Board has not acted without such consultation.

### **Environmental Protection**

The Mississippi Headwaters Board has used its authority to prevent or mitigate activities in the land-use district that would be environmentally damaging. The board also has sought to establish its authority on these matters as the equivalent of state law.

For example, in the spring of 1983, the Mississippi Headwaters Board learned that the city of Bemidji had applied to the Minnesota Pollution Control Agency, requesting permission to spread sewage sludge year-round on 22 acres within the river land-use district. The Headwaters Board conducted a public hearing on the matter and considered the comprehensive engineer's study on the proposal. The board determined that the spreading of sludge was a nonpermitted use under the river-corridor ordinance. Specifically, the board asserted that the outstanding and unique natural, recrea-

tional, cultural, scientific and historical features of the corridor would be adversely affected by the following: (1) the activity of spreading sludge; (2) the introduction and build up of heavy metals in the soils, which could stunt plants; (3) the introduction of human pathogens, which could harm wildlife; (4) the risk of sludge runoff into the Mississippi River from a downpour or quick melt; and (5) the odor of the sludge.

The Headwaters Board asked the Pollution Control Agency to conduct its own hearing on the proposal, but the agency declined, contending that the ordinance for the river corridor could not be considered applicable state law or rule. The Headwaters Board filed suit against the city and the Pollution Control Agency, requesting declaratory relief regarding the interpretation to be accorded the minimum standards of the Mississippi Headwaters county ordinance. The Headwaters Board contended that those standards have the force and effect of state rule or law under the provisions of MSA 114B.01 et seq.

The lawsuit did not proceed to trial, but rather was settled by a stipulation by all parties. In exchange for the city's commitment not to spread sludge in the corridor, the Headwaters Board agreed to dismiss the suit. Subsequently, the Legislature enacted MSA 114B.031, which makes clear that the minimum standards of the Mississippi Head-

## 1983-85 Biennial Budget Request

	Actual FY 1984	Estimated FY 1985	Estimated FY 1986	Estimated FY 1987
Total Expenditures by Member Counties for Program Implementation:	\$215,000	\$215,000	\$215,000	\$215,000
Total Expenditures of State Grant:	\$ 84,600	\$ 84,600	\$ 84,600	\$ 84,600

waters county ordinance are intended to have the force and effect of state law.

### Recreation Management

There are more than 80 parks, historic sites, recreation areas, waysides, accesses and other recreational land and facilities within the 400-mile-long land-use district administered by the Headwaters Board. The public sites are managed by various county, state and federal agencies.

The counties and the Headwaters Board are engaged in a variety of other projects to enhance recreation on the river or on riparian lands. These projects include the following:

In Morrison County 2 miles of walking trails were developed; 3 acres were cleared of brush; and 3,000 trees were planted.

Aitkin County and the Headwaters Board approved a conditional-use permit during the summer of 1984 allowing the state Department of Natural Resources to build two primitive campsites on county land fronting the river.

During the last biennium Itasca County has built two public accesses along the river.

### Forest Management

The Mississippi Headwaters Board has been the vehicle for interagency review of land and forest-management plans in the river land-use district. Because of the cooperative agreement with the Department of Natural Resources, county land managers have worked with state foresters in developing county forest-management plans. Beltrami, Hubbard, Clearwater, Aitkin and Itasca counties have prepared forest-management

plans, all of which have been reviewed by the Headwaters Board. Furthermore, the Headwaters Board has reviewed several state-forest management plans.

Beltrami County has accomplished some forest-site management on its land in the land-use district.

The U.S. Forest Service conducted eight sales in Chippewa National Forest, which accounted for the harvesting of red pine, jack pine and aspen.

### Land Acquisition

Minnesota voters approved in November 1984 a constitutional amendment that will allow exchanges of state and county lands. The state and counties now have a great opportunity to exchange lands to form more manageable units. County land offices have begun to explore the specific opportunities for land exchanges that could lead to improved management of these riparian lands.

Beltrami County has bought recreational land and is working on another purchase. Aitkin, Itasca and Morrison counties also have made purchases.

### Historical-Site Preservation

Though the Mississippi Headwaters Board has not had the opportunity to take a key role in the preservation of historical sites, it has promoted work on sites in the river land-use district.

A 69-acre parcel along the river in Morrison County includes the site of a French exploration post that dates from the mid-1700s. The site, near the confluence of the Little Elk and Mississippi rivers, is one of only two French posts uncovered in Min-

## County Expenditures by Fund\*

1 December 1982 - 1 December 1984

	Tax Forfeit Resource Mgmt./ Reforesta- tion	County Parks and Recrea- tion	General Revenue	Road and Bridge
Aitkin	\$ 2,642	\$35,003	\$ 291	-----
Beltrami	10,627	-----	5,611	-----
Cass	1,832	-----	12,470	\$ 23,878
Clearwater	906	-----	4,823	45,129
Crow Wing	1,559	-----	13,994	47,329
Hubbard	258	-----	109	-----
Itasca	1,505	870	14,612	85,583
Morrison	-----	12,317	5,632	-----
Totals	\$19,329	\$48,190	\$57,542	\$201,919
Grand Total	\$326,980			

\*The lack of entries in some columns arises because of differences in the classification of funds from county to county.

The grant formula is specified in ML 1981, Chapter 356, section 31, subdivision 4q. The grant requires the expenditure of funds, or equivalent services by the eight member counties. County funds and services must be for the implementation of various elements of the plan and program authorized by MS 114B. These county expenditures are then submitted to the Department of Natural Resources by the Mississippi Headwaters Board, acting as agent for the member counties. The department, after review and approval of county expenditures, is then authorized to reimburse the Headwaters Board for up to 50 percent of the cost. The actual disbursement of funds for the Headwaters Board is made through the Cass County auditor's office.

nesota. Excavation work during the summer of 1984, conducted by the Institute for Minnesota Archeology with funds from private sources, revealed the remnants of three main buildings, fireplaces and innumerable small artifacts. The site, now owned by the Minnesota Parks Foundation, was purchased by grants from the Bush and Weyerhaeuser foundations.

The Institute for Minnesota Archeology conducted other work in the Mississippi River management district during the summer of 1984—the preliminary clearing and mapping of a base camp used by explorer Lt. Zebulon Pike from October 1805 to April 1806. The Morrison County site was exposed for the first time in nearly 60 years by the drawdown of the reservoir behind the Blanchard Dam. Because the reservoir has been filled to its previous high levels, the site is again covered and cannot be converted into a public site for historical interpretation.

A portion of the ox-cart trail between Kansas and Canada has been discovered in

Morrison County. The county parks department cleared the trail, and local residents have constructed a replica of a cart.

The Mississippi River Revival has been held at the Morrison County Park for the past two years as a way to familiarize people—particularly children—with the history and lore of the river. Last year the two-day program was attended by more than 200 people. Related events occur at other sites up and down the river.

### Fish and Wildlife Projects

The Headwaters Board, in reviewing the long-time fluctuation of water levels at White Oak Lake in Itasca County, decided to pursue nonstructural solutions that would create or improve waterfowl habitat.

Reforestation projects in the river corridor had a secondary benefit to white-tailed deer, ruffed grouse and other species that depend on partial clearings and aspen saplings.

Cass County undertook another habitat-improvement project, placing wood-duck houses along the river. Moreover, the Cass County wildlife specialist worked with the U.S. Forest Service on management projects to benefit bald eagles and ospreys.

Crow Wing County and the Department of Natural Resources are completing a cooperative plan for the management of bald eagles along the river corridor.

### Highway and Trail Improvement

The Mississippi Headwaters Board worked with the state and counties on many projects in the river corridor under the Great River Road program. The projects ranged from road construction and improvement to the creation of bicycle trails. The projects are

summarized here by county. (There are many other trails in the river corridor managed by the Department of Natural Resources, including walking trails in Morrison County and snowmobile trails in Aitkin, Beltrami, Hubbard and Clearwater counties.)

#### **Itasca County**

Work to County State-Aid Highway 3 included a rest area and the paving of 20 miles of road at a cost of more than \$1.22 million. Surface and shoulder work to County State-Aid Highway 28 cost more than \$32,000. Part of County State-Aid Highway 39 was reconstructed at a cost of about \$1.18 million.

#### **Beltrami County**

Road work in the river corridor in Beltrami County included about \$76,000 of improvements to Fifth Street in Bemidji and the resurfacing of the shoulder of County State-Aid Highway 7 at a cost of about \$19,000.

#### **Cass County**

Grading and surfacing of two different stretches of County State-Aid Highway 3 cost about \$1.32 million. About \$303,000 was spent to improve County State-Aid Highways 65 and 74.

#### **Aitkin County**

Grading and surfacing of County State-Aid Highway 10 in Aitkin County cost about \$460,000.

#### **Clearwater County**

A new road-building technique was used in rebuilding County Road 40 across low, wet land. The new surface floats, eliminating the need for dredging and piling. The 6 miles of road, including paved shoulders for bike riding, cost about \$644,000.

In the Clearwater County portion of Itasca State Park, bike trails, a sanitation building and other facilities were built at a cost of about \$250,000.

Additional work was done to roads in Itasca State Park. The entrance road was resurfaced and its shoulder paved for bicycle use; the cost was about \$150,000. Seven miles of the Wilderness Drive in the park was paved to provide one lane for cars, two for bikes; the work cost about \$390,000.

#### **Information, and Outreach**

The Headwaters Board is now discussing the development of river-oriented conservation programs with two nonprofit environmental-education centers, Deep Portage in Cass County and Long Lake Conservation School in Aitkin County. The board has cooperated with Deep Portage in the past.

The Headwaters Board conducted in August 1984 a river tour of the Morrison County stretch for the state Senate Finance Subcommittee. A river tour was given in September 1983 to the director of the American Rivers Conservation Council. The House Environment Committee toured the Aitkin County stretch in June 1983.

Representatives of the Headwaters Board have participated in conferences and testified before legislative bodies to provide information about the work of the Headwaters Board. These appearances include the following forums: Agriculture and Natural Resource Committee, Environmental and Natural Resource Committee, 1983 National Rivers Conference, KKBJ panel discussion, New Brunswick Rivers Workshop, and National Association of Counties.

# Committees

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Mississippi Headwaters  
Board.  
Biennial report

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Wordsworth

## Mississippi Headwaters Board

The Headwaters Board consists of representatives of each of the eight counties along the upper Mississippi River:

L.H. "Gus" Schroeder, chairman, Aitkin County

Felix Kujawa, vice chairman, Morrison County

Al Gerner, secretary-treasurer, Beltrami County

Donald McCollum, Clearwater County

Virgil Foster, Cass County

Leo Kostek, Crow Wing County

Arvilla Wittner, Hubbard County

Robert Schaar, Itasca County

Permanent staff members include Lloyd Nesseth, executive director; Ruth Mullins, executive secretary; and the Itasca County Attorney's Office (Michael J. Haig, assistant county attorney), representing the Headwaters Board.

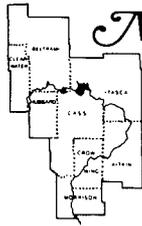
The board is further divided into subcommittees:

**Legislative:** Kujawa, Kostek, Schaar. Responsibilities include appearances at key federal, state and local hearings and other meetings. Members work with legislative committees, informing them of the board's work.

**Recreation:** Kujawa, McCollum, Schroeder. Responsibilities include updating the recreational plan for the river, and planning forestry management, wildlife projects and recreation studies.

**Finance:** Foster, Schaar, Schroeder. Responsibilities include budget review, grant preparation and review, and the review of annual reports.

**Personnel:** McCollum, Wittner, Gerner. Responsibilities include employee matters.



# Mississippi Headwaters Board

Cass County Courthouse, Walker, MN 56484

## Citizens Advisory Committee

The Citizens Advisory Committee to the Headwaters Board was established to advise board members on major action and policy decisions. The committee also serves as a liaison with residents.

### Clearwater County

Alvin Katzenmeyer, Lake Itasca  
Bob Larson, Shevlin

### Beltrami County

Alice Dreyer, Bemidji  
William Sliney, Bemidji

### Cass County

Otto Norenberg, Cass Lake  
George Denny, Bena

### Itasca County

Alf Madsen, Grand Rapids  
Elayne Maki, Deer River

### Aitkin County

Russel Ruud, Palisade  
Bill Cook, Aitkin

### Crow Wing County

Donald Crust, Brainerd  
John Ferrari, Crosby

### Hubbard County

David Wilander, Becida  
Vincent Cafaro, Bemidji

### Morrison County

Cal Bengtson, Little Falls  
John Hohncke, Little Falls

### At-Large Members

Ed Zabinski, Grand Rapids, Minnesota  
Forest Industries

Wes Libbey, Grand Rapids, Minnesota  
Deer Hunters Association

Duane Moran, Bemidji

Nelson French, Minneapolis, Sierra Club  
Jim Sullivan, Grand Rapids

Don Ledin, St. Paul, Minnesota Association  
of Farmers, Landowners and Sportsmen

John Zakelj, St. Paul, Audubon Society  
Laddie Elwell, Bemidji, Audubon Society  
(alternate)

## Technical Advisory Committee

The Technical Advisory Committee comments to the Headwaters Board on procedural and technical aspects of river-corridor management. Members' expertise ranges from law to zoning to land acquisition to finances.

Dan Logelin, Clearwater County director  
of environmental services

Greg Johnson, Clearwater County land  
commissioner

Bob Hoffman, Hubbard County land com-  
missioner

Vern Massie, Hubbard County planning  
and zoning administrator

Lennard C. Bergstrom, Beltrami County  
land commissioner

William J. Patnaude, Beltrami County  
planning and zoning administrator

Merlyn L. Wesloh, Minnesota Department  
of Natural Resources

Ruth Smith, Cass County Township Asso-  
ciation

Carol Millard, Cass County zoning admin-  
istrator

Larry Olson, Cass County wildlife manager

Charles L. French, Beltrami County Town-  
ship Association

Darrell Lauber, Itasca County land com-  
missioner

Terry Greenside, Itasca County planning  
and zoning administrator

Charles Bonneville, Aitkin County plan-  
ning and zoning administrator

Roger Howard, Aitkin County land com-  
missioner

Lansin Hamilton, Crow Wing County  
land commissioner

Otto Schalow, Crow Wing County  
planning and zoning administrator

Paul Swenson, Minnesota Department of  
Natural Resources

Mel Gullickson, Wood Fibers Employee  
Council

Kathy Kendall, Morrison County zoning  
administrator

Jo Barnier, Chippewa National Forest  
public-affairs specialist