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**draft**

**ACTION PROGRAM**

MINNESOTA'S PRIORITIES FOR  
OUTDOOR RECREATION PROJECTS  
FUNDED BY THE LAND AND WATER CONSERVATION FUND  
FROM THE 1990 APPORTIONMENT

STATE OF MINNESOTA

January 9, 1989

Prepared by:  
Minnesota Departments of  
Trade & Economic Development  
and Natural Resources

ap90.doc

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## PREFACE

*The Action Program* guides the investment of funds from the Land and Water Conservation Fund (LWCF) grant program to those acquisition and development projects which address the outdoor recreation priority issues raised in the Assessment and Policy Plan. It is one of three planning documents produced by Minnesota in order to receive federal funding from the LWCF Grant Program. The other two are the *Assessment & Policy Plan* and the *Open Project Selection Process*. Together, these three documents represent a statewide comprehensive plan to protect our state's natural resources and to provide outdoor recreation opportunities for all of our citizens.

First, the *Assessment & Policy Plan* assesses the supply of, and demand for, Minnesota's outdoor recreation resources along with the social, economic, and environmental trends which will affect our state. This assessment leads to the formation of the issues confronting those responsible for providing outdoor recreation opportunities.

Next, the *Action Program* identifies priorities for funding the acquisition and development of outdoor recreation facilities from the state's annual apportionment from the LWCF. The priorities are based on Issue #6 "High Priority Areas for Acquisition and Development" from the 1984-89 *Assessment & Policy Plan* and do not represent all of Minnesota's recreation priorities - only those which can best be addressed with funding assistance from the LWCF grant program.

Finally, the *Open Project Selection Process* (OPSP) serves as a formal and objective method for selecting acquisition and development projects to be funded by the LWCF grant program. Competition for LWCF funding is extremely competitive. By ranking projects based on how well they address the priorities listed in the *Action Program*, LWCF grant monies are invested where they are most useful. Minnesota's OPSP for the FY'90 funding cycle is issued as a separate document.

This document was prepared by the Minnesota Departments of Trade & Economic Development and Natural Resources with help and cooperation from:

Thousands of Minnesota households through research surveys  
The National Park Service  
Minnesota state government  
Local governments  
Public interest groups

Copies of all three of these documents are available from:

The Minnesota Department of Natural Resources  
Office of Planning 500 Lafayette Road St. Paul, MN 55155-4010

## INTRODUCTION

The acquisition and development decisions that we make today will help determine Minnesota's future quality of life. We who enjoy the benefits of the parks, forest, streams and lakes that are maintained for the common recreation good owe those who follow a life as good, if not better. To fulfill that obligation, we must acquire the land and develop the recreation opportunities that our descendants will enjoy. We must also preserve our natural resources and rehabilitate existing facilities to ensure that they are safe, attractive, and in working order.

The Land & Water Conservation Fund (LWCF) provides federal funds to states for these purposes. Matching grants are available to state agencies and local units of government for the acquisition and development of outdoor recreation opportunities. Minnesota, through its Outdoor Recreation Policy Advisory Committee (ORPAC), has established priorities for awarding these grants. ORPAC is an advisory committee composed of recreation leaders, representatives from federal, state, county, and local units of government and special interest groups. The priorities were distilled from Chapter 5 of the 1984-89 Assessment and Policy Plan, Issue #6, "High Priority Areas for Acquisition and Development."

The remainder of this *Action Plan* discusses each priority and the actions needed to address them. Grant applications for LWCF funding from the 1990 apportionment (available after October 1, 1989) will be ranked based on how well they conform to these priorities.

## PRIORITIES AND ACTIONS

### PRIORITY: PREPARE FOR FUTURE NEEDS

Recreation providers must plan ahead to ensure that the supply of recreation opportunities will be adequate to meet the future demand for them. Factors which must be considered are the changing size, distribution, demographic profile, and preferences of the population. The likely effects of each factor are discussed in the A&PP and form the basis for the following actions.

- Action: State agencies will be encouraged to focus acquisition and development in areas with overall increase in recreation participation as indicated on CHART 2. The shaded areas on CHART 2 show where the highest growth in demand for all recreation opportunities will occur during the next 15 years based on recreation participation survey data from 1978 and 1986.
  
- Action: State agencies will be encouraged to provide trail-related opportunities in areas with high projected growth in demand for biking, cross-country skiing, and snowmobiling as indicated on CHART 1. The shaded areas on CHART 1 show where the highest growth in demand for trail related opportunities will occur during the next 15 years based on recreation participation survey data from 1978 and 1986.

- Action: State agencies will be encouraged to provide water access opportunities in areas with high projected growth in demand for fishing and boating participation as indicated on CHART 3. The shaded areas on CHART 3 show the areas where the highest growth in demand for fishing and boating opportunities will occur during the next 15 years based on recreation participation survey data from 1978 and 1986. Fishing and boating are two of the most popular outdoor recreation activities in Minnesota.
- Action: State agencies will be encouraged to acquire lands and develop access to areas with high projected growth in demand for nature study and related activities as indicated in CHART 4. The shaded areas on CHART 4 show where the highest growth in demand for nature study and related opportunities will occur during the next 15 years based on recreation participation survey data from 1978 and 1986. Facilities which provide nature study experiences such as nature study centers, natural park-like areas, scientific and natural areas, and hiking trails ranked among the most sought after opportunities according to a survey on Minnesota households.
- Action: Local governments will be encouraged to provide outdoor recreation lands and facilities where the population growth is projected to exceed the statewide average.

#### PRIORITY: ADDRESS EXISTING INADEQUACIES

Acquisition and development should concentrate on the kinds of opportunities that people say they need. Based on the facility adequacy survey, discussed in the A&PP, we know that some opportunities in a given area are adequate to meet the citizens' need for them while, more often, some opportunities are in short supply. Providers of recreation opportunities should be aware of regional needs and focus their activities on addressing them.

Both of the actions listed under this priority are designed to alleviate perceived regional shortages of recreation opportunities as expressed by the public and by local public officials responsible for providing recreation opportunities.

- Action: State agencies will be encouraged to provide the recreation opportunities which are most desired by households and which state agencies are relied on to supply.

CHART 5 lists the recreational opportunities along with the percentage of households which desired more of them and the level of responsibility which local government officials felt that state agencies should assume for supplying them.

Action: Local governments will be encouraged to provide recreation opportunities which residents of a geographic area perceive are inadequate to meet existing needs as shown on CHART 6.

CHART 6 shows the priority rank of opportunities in each of Minnesota's 13 development regions. CHART 13 shows the location of the development regions.

Action: Local governments will be encouraged to provide recreation opportunities which local government officials perceive are inadequate to meet existing needs as shown on CHART 7

Action: Local governments will be encouraged to provide the type of recreation opportunities which are the responsibility of local governments to provide as shown on CHART 8.

## PRIORITY: PRESERVE MINNESOTA'S RESOURCES

Natural resources which have been degraded through careless use or lost to commercial and agricultural development are virtually impossible to reclaim. When reclamation is possible, the costs are high and the results often fall short of expectations. The A&PP and the wetland's preservation component which will be appended to it in Spring of 1989 discuss the need to preserve wetlands, floodplains, and areas threatened by expanding commercial development. Below are five actions to address these critical needs.

Action: State agencies will be encouraged to acquire wetlands in priority zones 1 through 5 as shown on CHART 9.

Action: State agencies will be encouraged to acquire wetlands in high use areas as shown on CHART 10. The shaded areas on CHART 10 show where most of the demand for waterfowl hunting occurs based on recreation participation survey data from 1978. The continued demand for hunting opportunities and the willingness of hunter to contribute to the preservation of wildlife populations provide strong support for continued acquisition of wetlands, uplands, and scientific and natural areas.

Action: State agencies will be encouraged to acquire inholdings threatened by development.

Action: Local governments will be encouraged to establish separate, specific sources of funds for acquiring park lands or for operation and development of outdoor recreation facilities.

Action: Local governments will be encouraged to acquire wetlands and floodplains which have recreation potential and develop compatible recreation facilities on them.

## PRIORITY: PROMOTE TOURISM

Minnesota has many outstanding natural resources which attract tourists from all areas of Minnesota and from throughout the nation. Providing opportunities for tourists not only makes the natural resources more accessible, it promotes the tourist industry in Minnesota. Money spent by tourists augments the state's economy and the financial resources available for future investment in the recreational estate. Both of the actions for this priority will promote tourism in Minnesota by providing recreation opportunities in key vacation areas - that is, destinations which are located over one hour driving distance from home.

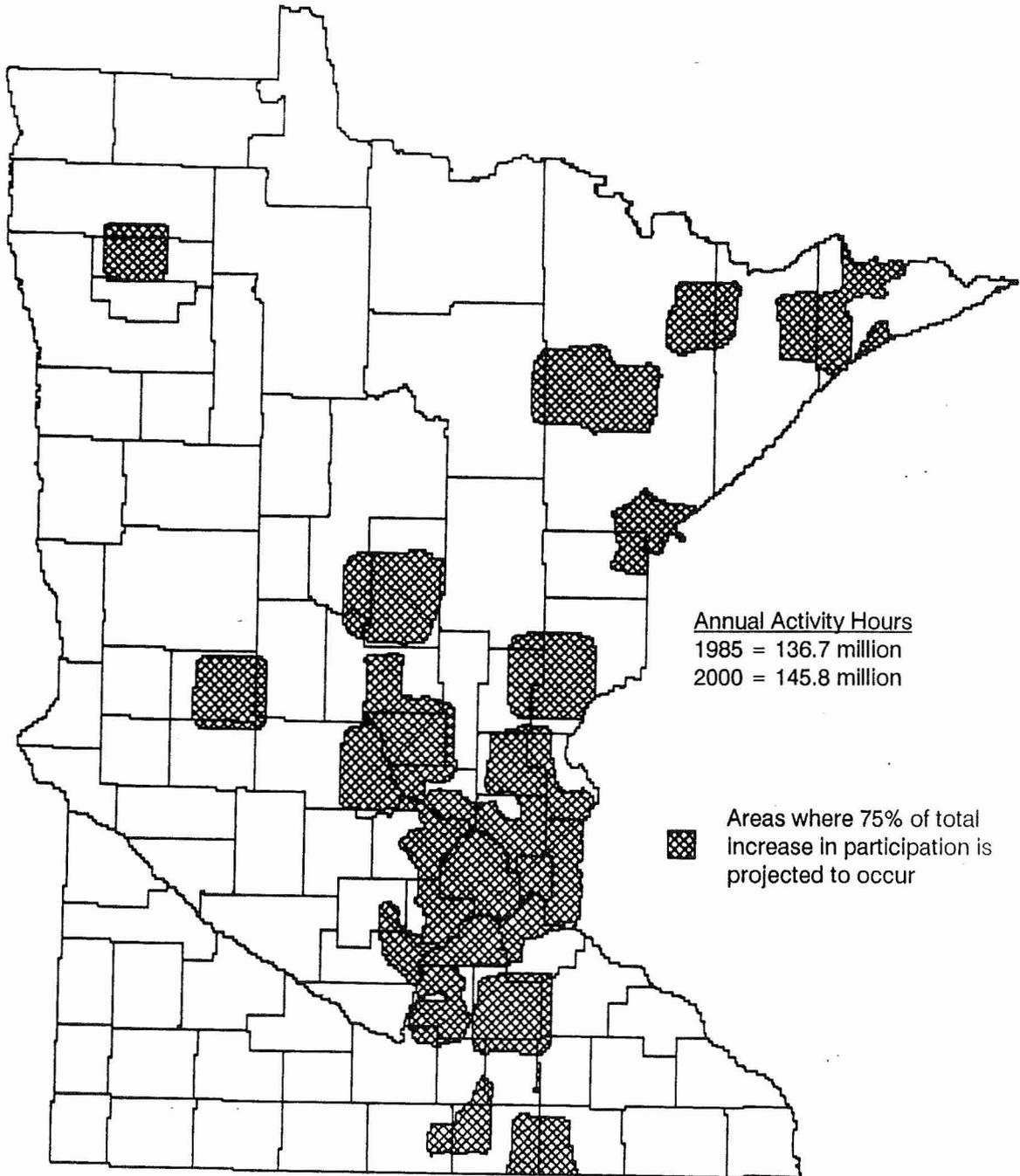
Action: State agencies will be encouraged to focus acquisition and development in major tourism areas as shown on CHART 11 (based on recreation participation survey data from 1978 and 1986).

Action: State agencies will be encouraged to provide camping, fishing, & boating opportunities in areas where demand for these activities is projected to increase as shown on CHART 12 (based on recreation participation survey data from 1978 and 1986).

# CHART 1

## PROJECTED INCREASE IN TRAIL-RELATED ACTIVITIES, 1985-2000

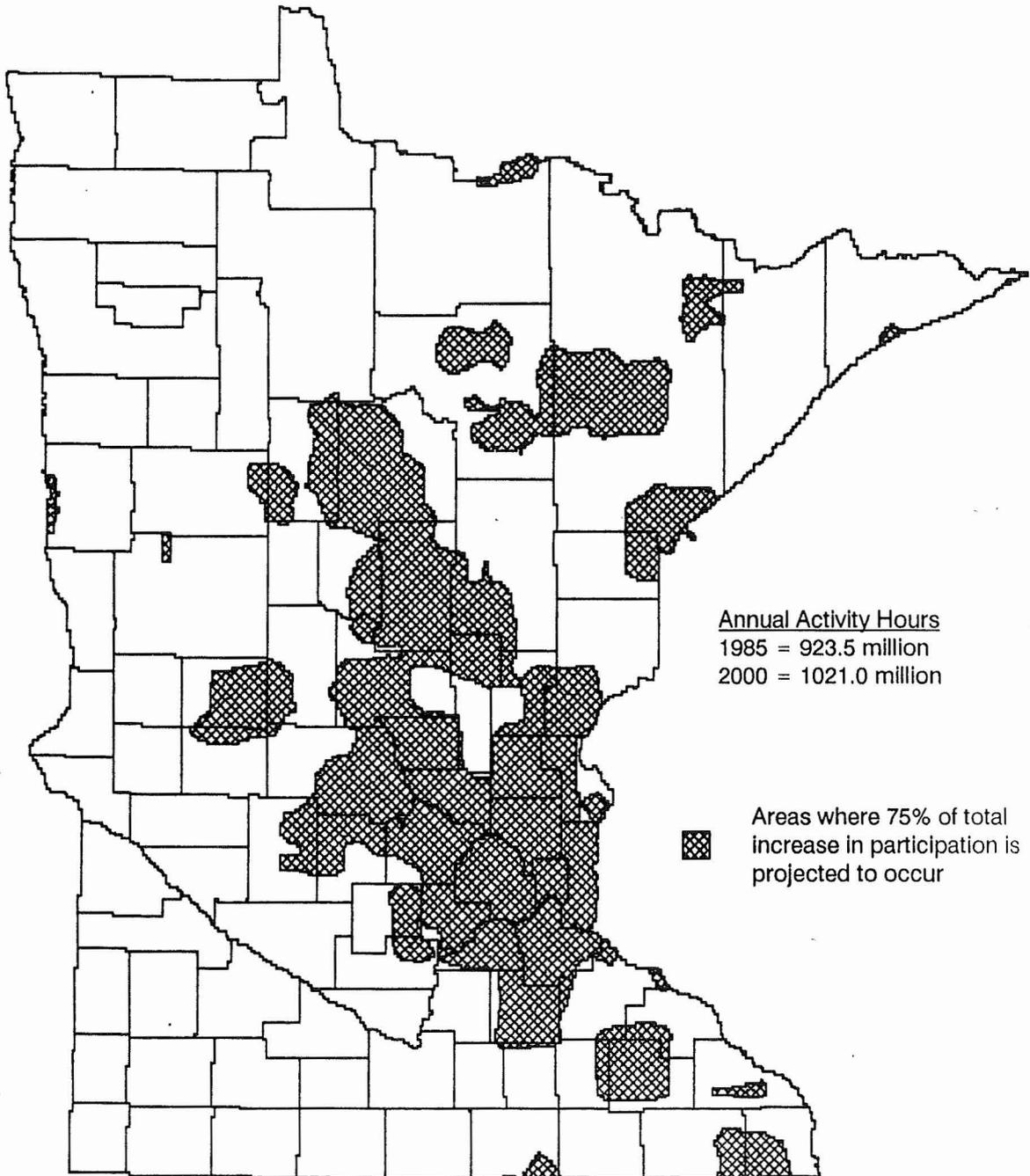
(Cross country skiing, hiking, biking, and snowmobiling)



Sources: MN DNR, 1985-86 Survey of Outdoor Recreation Participation and Expenditures of Minnesotans.  
MN DNR, 1978 Survey of Outdoor Recreation Participation and Expenditures of Summer Visitors to Minnesota.

## CHART 2

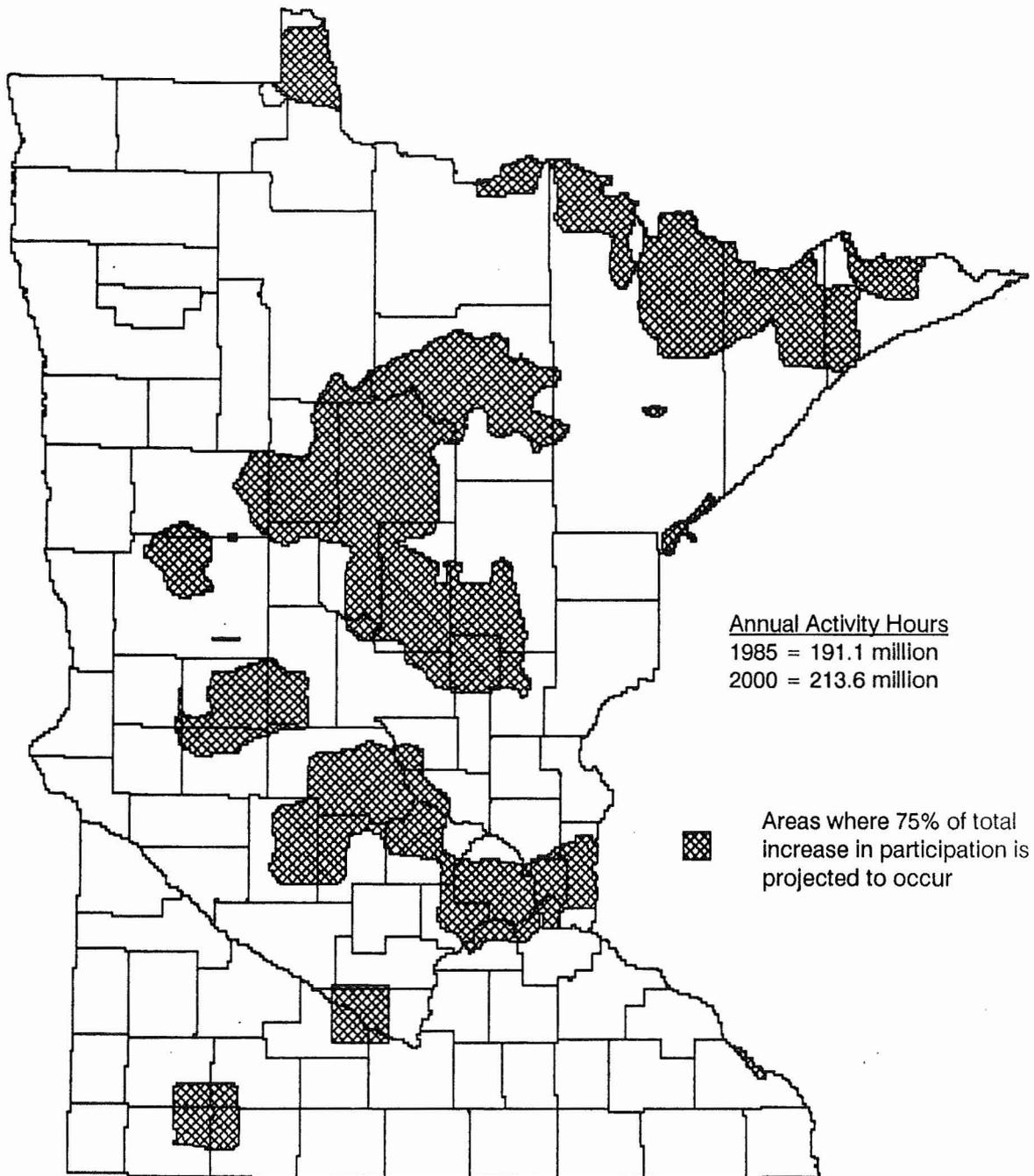
# PROJECTED INCREASE IN RESIDENT OUTDOOR RECREATION, 1985-2000 (All Activities)



Source: MN DNR, 1985-86 Survey of Outdoor Recreation Participation and Expenditures of Minnesotans.

# CHART 3

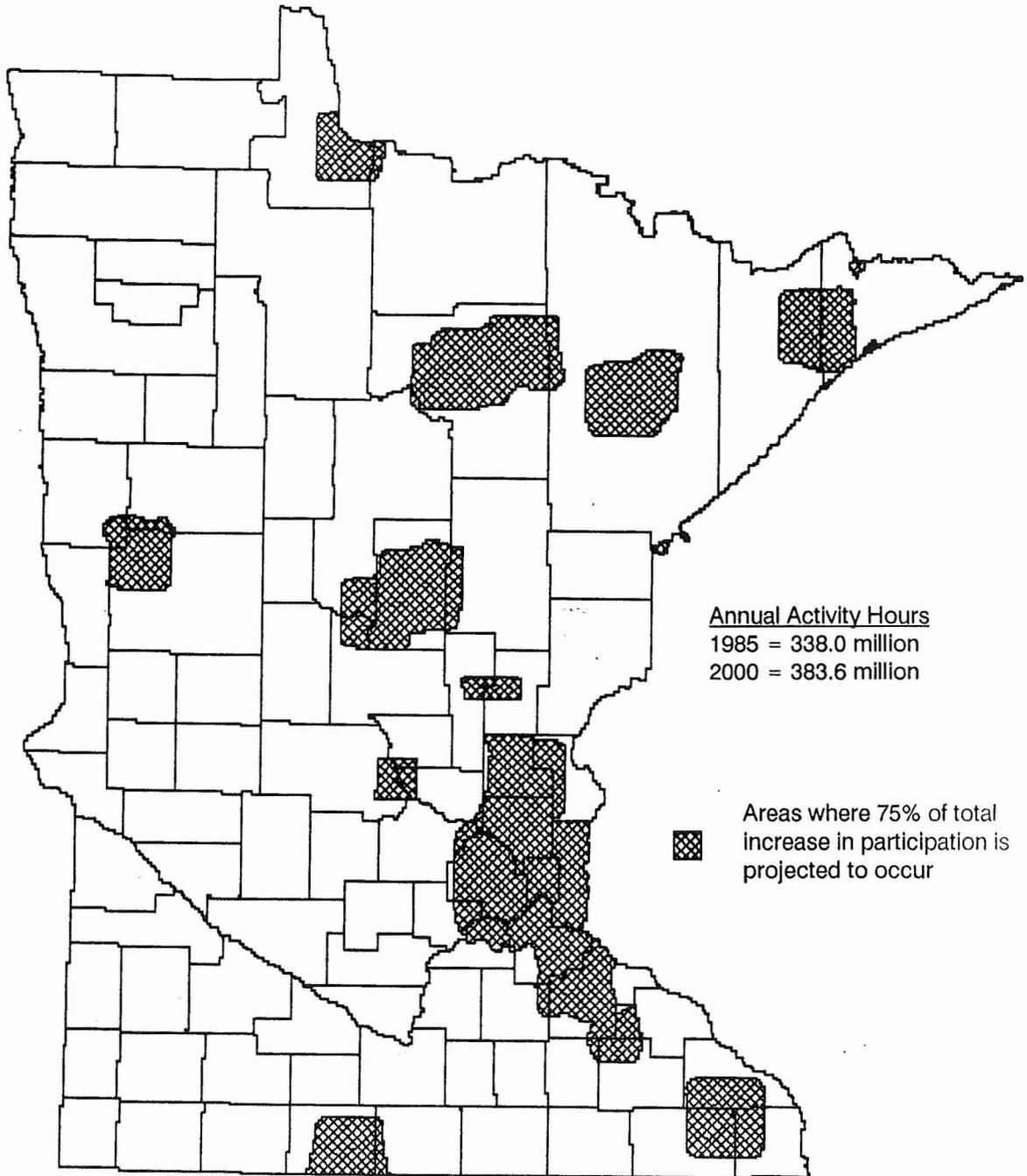
## PROJECTED INCREASE IN FISHING AND BOATING ACTIVITIES 1985-2000



Sources: MN DNR, 1985-86 Survey of Outdoor Recreation Participation and Expenditures of Minnesotan's.  
MN DNR, 1978 Survey of Outdoor Recreation Participation and Expenditures of Summer Visitors to Minnesota.

## CHART 4

### PROJECTED INCREASE IN NATURE STUDY AND RELATED ACTIVITIES, 1985-2000



Sources: MN DNR, 1985-86 Survey of Outdoor Recreation Participation and Expenditures of Minnesotans.  
MN DNR, 1978 Survey of Outdoor Recreation Participation and Expenditures of Summer Visitors to Minnesota.

# CHART 5

## STATEWIDE FACILITY RANKING BY HOUSEHOLDS

FACILITY	HOUSEHOLD DESIRE*	STATE AGENCY RESPONSIBILITY**
Bicycle Paths	59.5%	Medium
Fishing Piers	56.5%	Medium
Walking Paths	55.7%	Medium
Hiking Trails	54.6%	High
Natural Park Like Areas	54.3%	High
Fountains and Gardens	53.1%	Low
Nature Study Centers	53.0%	Medium
Swimming Beaches	51.7%	Medium
River Accesses	51.0%	High
Campgrounds	49.6%	High
Botanical Gardens	49.6%	Medium
Boat Launches	49.4%	High
Canoe Routes	47.3%	High
Horseback Trails	47.0%	Medium
Swimming Pools	46.1%	Low
Picnic Areas	43.7%	Medium
Zoological Gardens	43.6%	Medium
Cross Country Ski Trails	43.0%	Medium
Archery Ranges	41.7%	Low
Upland Game Hunting Areas	40.6%	High
Historical Interpretation	40.4%	High
Waterfowl Hunting Areas	39.0%	High
Rifle Ranges	38.8%	Low
Downhill Ski Areas	36.7%	Low
Skating Rinks	34.1%	Low
3-Wheel Drive Areas	33.7%	Low
Dirt Bike Areas	31.9%	Low
Tennis Courts	31.1%	Low
Skeet/Trap Ranges	31.0%	Low
Basketball Courts	30.3%	Low
4-Wheel Drive Ares	27.0%	Low
Playgrounds	25.9%	Low
Hockey Rinks	25.5%	Low
Snowmobile Trails	23.7%	High
Golf Courses	22.8%	Low
Baseball/Softball Fields	20.7%	Low
Football/Soccer Fields	19.7%	Low

\* Percentage of statewide households which requested more of the facility.

\*\* Level of responsibility assigned by local government officials to state agencies for providing this type of facility.

Source: Minnesota *Assessment & Policy Plan*, 1985-89; Survey of Minnesota Households and Local Government Leaders.

## CHART 6

### STATEWIDE FACILITY RANKING BY LOCAL GOVERNMENT OFFICIALS

Bicycle Paths	7.7
Hiking Trails	7.1
Cross Country Ski Trails	7.0
Fishing Piers	6.9
Nature Study Centers	6.6
Walking Paths	6.6
Horseback Trails	6.5
Swimming Beaches	5.8
Public River Accesses	5.6
Boat Launching Sites	5.6
Natural Park-like Areas	5.4
Campgrounds	5.4
Hockey Rinks	5.1
Basketball Courts	5.0
Skating Rinks	4.5
Tennis Courts	4.2
Picnic Grounds	3.9
Baseball/Softball Fields	3.9
Football/Soccer Fields	3.8

Sources: MN DNR, 1985-86 Survey of Outdoor Recreation Participation and Expenditures of Minnesotan's.  
MN DNR, 1978 Survey of Outdoor Recreation Participation and Expenditures of Summer Visitors to Minnesota.

# CHART 7

## REGIONAL FACILITY RANKING BY HOUSEHOLDS

Region 1		Region 2		Region 3		Region 4	
Bicycle Paths	5.9	Nature Study Centers	5.7	Bicycle Paths	7.3	Bicycle Paths	6.1
Nature Study Centers	5.9	Bicycle Paths	5.6	Nature Study Centers	5.9	Nature Study Centers	5.4
Fishing Piers	5.6	Fishing Piers	5.6	Walking Paths	5.9	Walking Paths	5.3
Cross Country Ski Trails	5.4	Walking Paths	5.0	Fishing Piers	5.7	Public River Accesses	5.3
Swimming Beaches	5.2	Natural Park-like Areas	4.9	Hiking Trails	5.4	Hiking Trails	4.8
Hiking Trails	5.1	Picnic Grounds	4.8	Swimming Beaches	5.3	Fishing Piers	4.6
Public River Accesses	5.1	Boat Launching Sites	4.8	Natural Park-Like Areas	5.2	Swimming Beaches	4.6
Natural Park-Like Areas	5.1	Public River Accesses	4.6	Horseback Trails	5.2	Natural Park-Like Areas	4.6
Boat Launching Sites	5.0	Hiking Trails	4.6	Boat Launching Sites	5.2	Boat Launching Sites	4.5
Walking Paths	4.9	Horseback Trails	4.6	Picnic Grounds	4.9	Cross Country Ski Trails	4.0
Horseback Trails	4.7	Swimming Beaches	4.2	Public River Accesses	4.9	Horseback Trails	3.8
Campgrounds	4.5	Skating Rinks	4.2	Cross Country Ski Trails	4.9	Campgrounds	3.7
Picnic Grounds	3.7	Campgrounds	4.2	Basketball Courts	4.8	Picnic Grounds	3.5
Basketball Courts	3.0	Tennis Courts	4.1	Campgrounds	4.7	Skating Rinks	3.0
Skating Rinks	2.5	Basketball Courts	3.8	Skating Rinks	3.6	Hockey Rinks	2.9
Hockey Rinks	2.3	Cross Country Ski Trails	3.2	Tennis Courts	3.6	Basketball Courts	2.8
Tennis Courts	2.3	Hockey Rinks	3.1	Football/Soccer Fields	2.7	Tennis Courts	1.7
Baseball/Softball Fields	1.9	Baseball/Softball Fields	2.5	Baseball/Softball Fields	2.7	Football/Soccer Fields	1.5
Football/Soccer Fields	1.6	Football/Soccer Fields	1.7	Hockey Rinks	2.5	Baseball/Softball Fields	1.4

Region 5		Region 6E		Region 6W		Region 7E	
Fishing Piers	5.3	Bicycle Paths	6.4	Bicycle Paths	5.9	Bicycle Paths	5.8
Bicycle Paths	5.3	Walking Paths	6.0	Fishing Piers	5.5	Fishing Piers	5.5
Boat Launching Sites	5.1	Fishing Piers	5.8	Nature Study Centers	5.5	Swimming Beaches	5.4
Walking Paths	5.0	Hiking Trails	5.7	Swimming Beaches	5.2	Hiking Trails	5.0
Nature Study Centers	5.0	Nature Study Centers	5.7	Boat Launching Sites	5.1	Walking Paths	5.0
Hiking Trails	4.7	Cross Country Ski Trails	5.4	Public River Accesses	5.0	Boat Launching Sites	4.5
Public River Accesses	4.7	Natural Park-Like Areas	5.4	Hiking Trails	4.8	Horseback Trails	4.5
Natural Park-Like Areas	4.7	Horseback Trails	5.1	Natural Park-Like Areas	4.5	Nature Study Centers	4.5
Picnic Grounds	4.5	Public River Accesses	5.1	Campgrounds	4.3	Natural Park-Like Areas	4.4
Swimming Beaches	4.4	Swimming Beaches	4.9	Walking Paths	4.2	Public River Accesses	4.3
Campgrounds	4.1	Boat Launching Sites	4.9	Cross Country Ski Trails	4.0	Campgrounds	4.2
Horseback Trails	3.9	Campgrounds	4.8	Picnic Grounds	4.0	Picnic Grounds	4.1
Skating Rinks	3.6	Picnic Grounds	3.7	Horseback Trails	3.9	Cross Country Ski Trails	3.5
Cross Country Ski Trails	3.6	Skating Rinks	3.6	Skating Rinks	3.6	Tennis Courts	3.5
Basketball Courts	3.2	Basketball Courts	3.0	Basketball Courts	3.3	Skating Rinks	3.3
Hockey Rinks	2.9	Hockey Rinks	2.5	Hockey Rinks	3.0	Hockey Rinks	2.9
Tennis Courts	2.7	Tennis Courts	2.2	Baseball/Softball Fields	2.5	Baseball/Softball Fields	2.9
Baseball/Softball Fields	2.2	Football/Soccer Fields	2.0	Tennis Courts	1.7	Basketball Courts	2.8
Football/Soccer Fields	2.0	Baseball/Softball Fields	1.8	Football/Soccer Fields	1.5	Football/Soccer Fields	2.2

Sources: MN DNR, 1985-86 Survey of Outdoor Recreation Participation and Expenditures of Minnesotans.  
 MN DNR, 1978 Survey of Outdoor Recreation Participation and Expenditures of Summer Visitors to Minnesota.

Region 7W		Region 8		Region 9		Region 10	
Bicycle Paths	7.0	Bicycle Paths	5.8	Bicycle Paths	5.9	Bicycle Paths	6.0
Nature Study Centers	6.6	Fishing Piers	5.3	Nature Study Centers	5.8	Hiking Trails	6.0
Hiking Trails	6.2	Nature Study Centers	5.1	Hiking Trails	5.6	Swimming Beaches	5.8
Walking Paths	6.2	Walking Paths	4.9	Fishing Piers	5.5	Walking Paths	5.8
Natural Park-like Areas	6.1	Public River Accesses	4.8	Walking Paths	5.4	Fishing Piers	5.7
Swimming Beaches	6.1	Horseback Trails	4.8	Public River Accesses	5.2	Boat Launching Sites	5.1
Campgrounds	5.9	Hiking Trails	4.7	Swimming Beaches	5.0	Natural Park-Like Areas	5.0
Fishing Piers	5.6	Boat Launching Sites	4.6	Horseback Trails	5.0	Public River Accesses	4.8
Public River Accesses	5.4	Cross Country Ski Trails	4.5	Natural Park-Like Areas	4.9	Nature Study Centers	4.7
Boat Launching Sites	5.3	Natural Park-Like Areas	4.3	Campgrounds	4.8	Cross Country Ski Trails	4.6
Picnic Grounds	5.3	Swimming Beaches	4.1	Boat Launching Sites	4.5	Horseback Trails	4.3
Horseback Trails	5.0	Skating Rinks	3.9	Skating Rinks	4.2	Picnic Grounds	4.2
Cross Country Ski Trails	4.8	Campgrounds	3.8	Cross Country Ski Trails	4.2	Campgrounds	4.1
Skating Rinks	4.1	Hockey Rinks	3.6	Picnic Grounds	4.1	Tennis Courts	3.3
Hockey Rinks	3.9	Picnic Grounds	3.4	Basketball Courts	3.3	Basketball Courts	3.1
Tennis Courts	3.6	Basketball Courts	2.8	Tennis Courts	2.9	Hockey Rinks	3.0
Basketball Courts	3.5	Tennis Courts	1.8	Hockey Rinks	2.9	Skating Rinks	2.6
Football/Soccer Fields	2.3	Baseball/Softball Fields	1.3	Football/Soccer Fields	1.8	Baseball/Softball Fields	2.3
Baseball/Softball Fields	2.2	Football/Soccer Fields	1.1	Baseball/Softball Fields	1.7	Football/Soccer Fields	1.4

Region 11	
Natural Park-Like Areas	5.8
Fishing Piers	5.7
Bicycle Paths	5.5
Walking Paths	5.5
Hiking Trails	5.5
Campgrounds	5.4
Public River Accesses	5.2
Swimming Beaches	5.1
Nature Study Centers	5.0
Boat Launching Sites	4.9
Horseback Trails	4.7
Picnic Grounds	4.4
Cross Country Ski Trails	4.1
Skating Rinks	3.3
Tennis Courts	3.2
Basketball Courts	2.5
Hockey Rinks	2.0
Baseball/Softball Fields	1.9
Football/Soccer Fields	1.9

**Source:** Minnesota Department of Natural Resources, Office of Planning, Statewide Comprehensive Outdoor Recreation Plan. Data is from a 1984 survey of local government issues.

# CHART 8

## RESPONSIBILITY OF RECREATION PROVIDERS

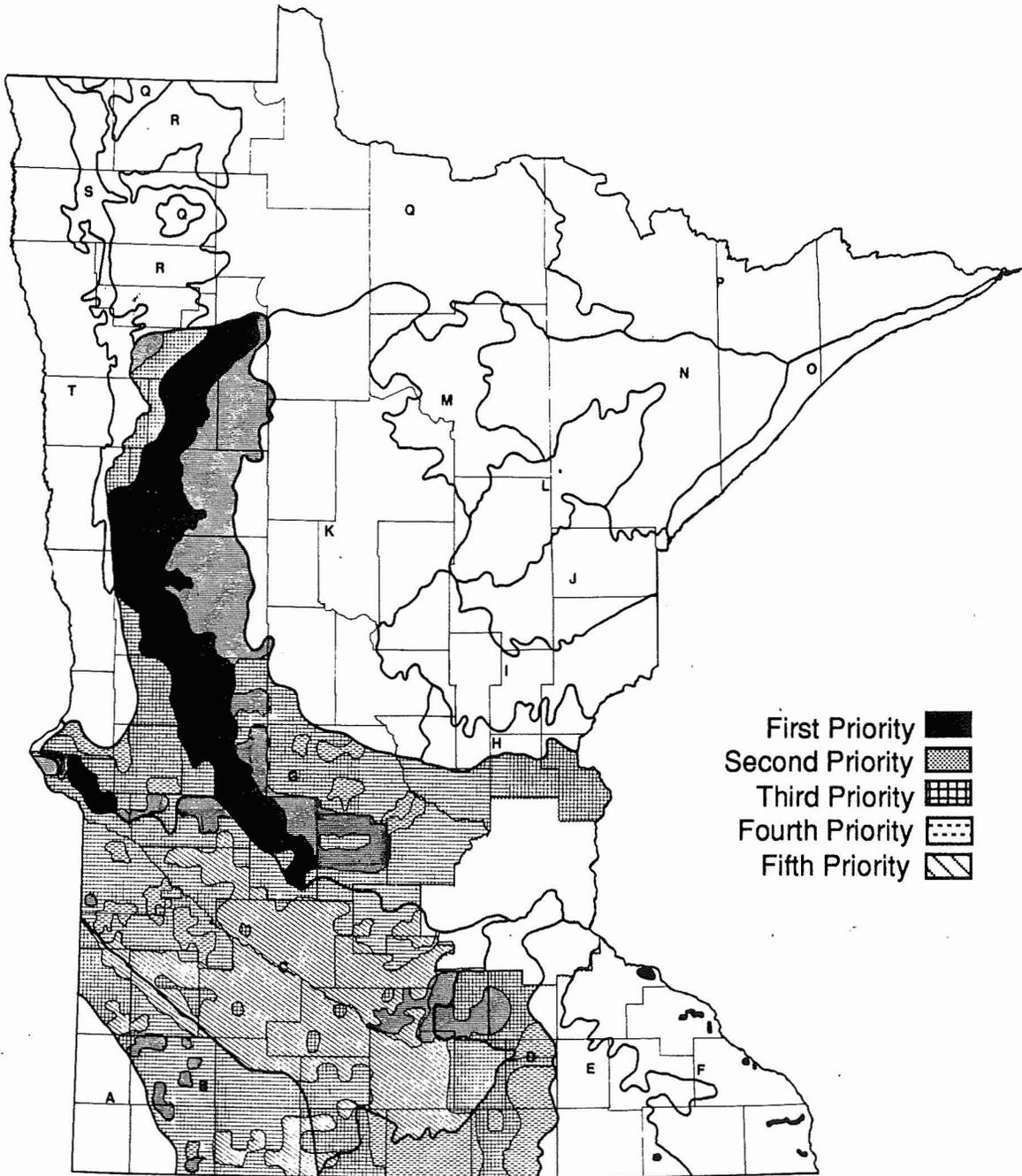
The following table summarizes data assigning the level of responsibility of counties/regions versus cities/towns in providing specific outdoor recreation facilities.

(1 = Not Responsible; 5 = Very Responsible)

<u>County/Region</u>		<u>City/Town</u>	
Picnic Grounds	4.1	Picnic Grounds	4.4
Hiking Trails	4.0	Baseball/Softball Fields	4.4
Boat Launching Sites	4.0	Tennis Courts	4.4
Bicycle Paths	3.9	Basketball Courts	4.3
Swimming Beaches	3.9	Skating Rinks	4.3
Natural Park-like Areas	3.9	Hockey Rinks	4.2
Campgrounds	3.9	Football/Soccer Fields	4.1
Walking Paths	3.3	Walking Paths	4.0
Public River Accesses	3.8	Bicycle Paths	3.7
Nature Study Centers	3.6	Swimming Beaches	3.7
Cross Country Ski Trails	3.6	Natural Park-like Areas	3.4
Fishing Piers	3.5	Hiking Trails	3.3
Horseback Trails	3.3	Campgrounds	3.1
Baseball/Softball Fields	3.1	Boat Launching Sites	3.1
Tennis Courts	3.0	Fishing Piers	3.0
Skating Rinks	2.7	Public River Accesses	2.8
Hockey Rinks	2.6	Nature Study Centers	2.6
Basketball Courts	2.5	Cross Country Ski Trails	2.4
Football/Soccer Fields	2.5	Horseback Trails	2.1

Sources: MN DNR, 1985-86 Survey of Outdoor Recreation Participation and Expenditures of Minnesotan's.  
 MN DNR, 1978 Survey of Outdoor Recreation Participation and Expenditures of Summer Visitors to Minnesota.

# CHART 9 MAJOR MINNESOTA WETLAND ZONES



**Priority ratings for wetland preservation in the prime agricultural and agricultural transition areas with major wetland concentrations**

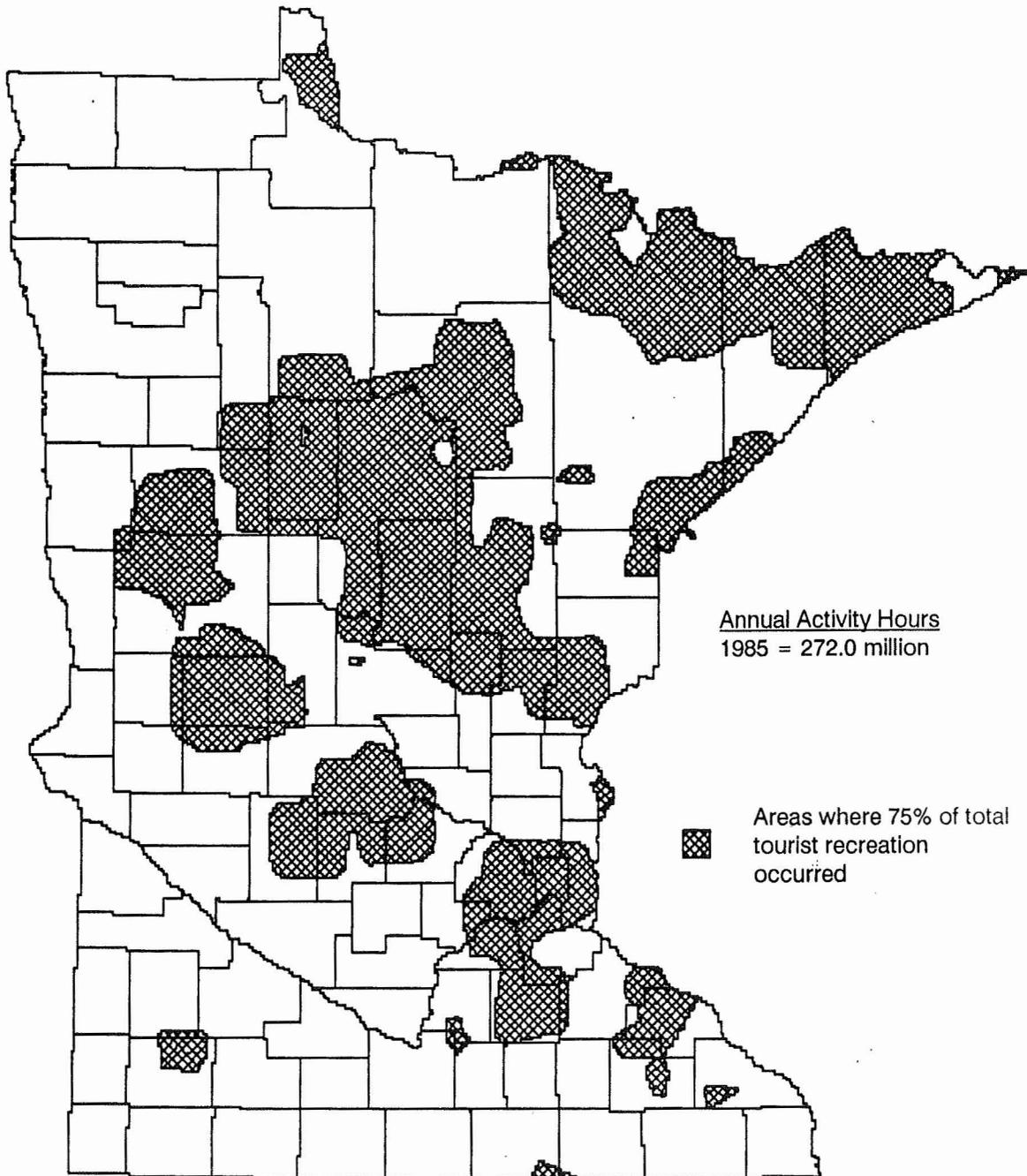
SOURCE: MINNESOTA WETLAND ADDENDUM, FY'90-94 ASSESSMENT & POLICY PLAN.



# CHART 11

## PRINCIPAL TOURISM AREAS, 1985

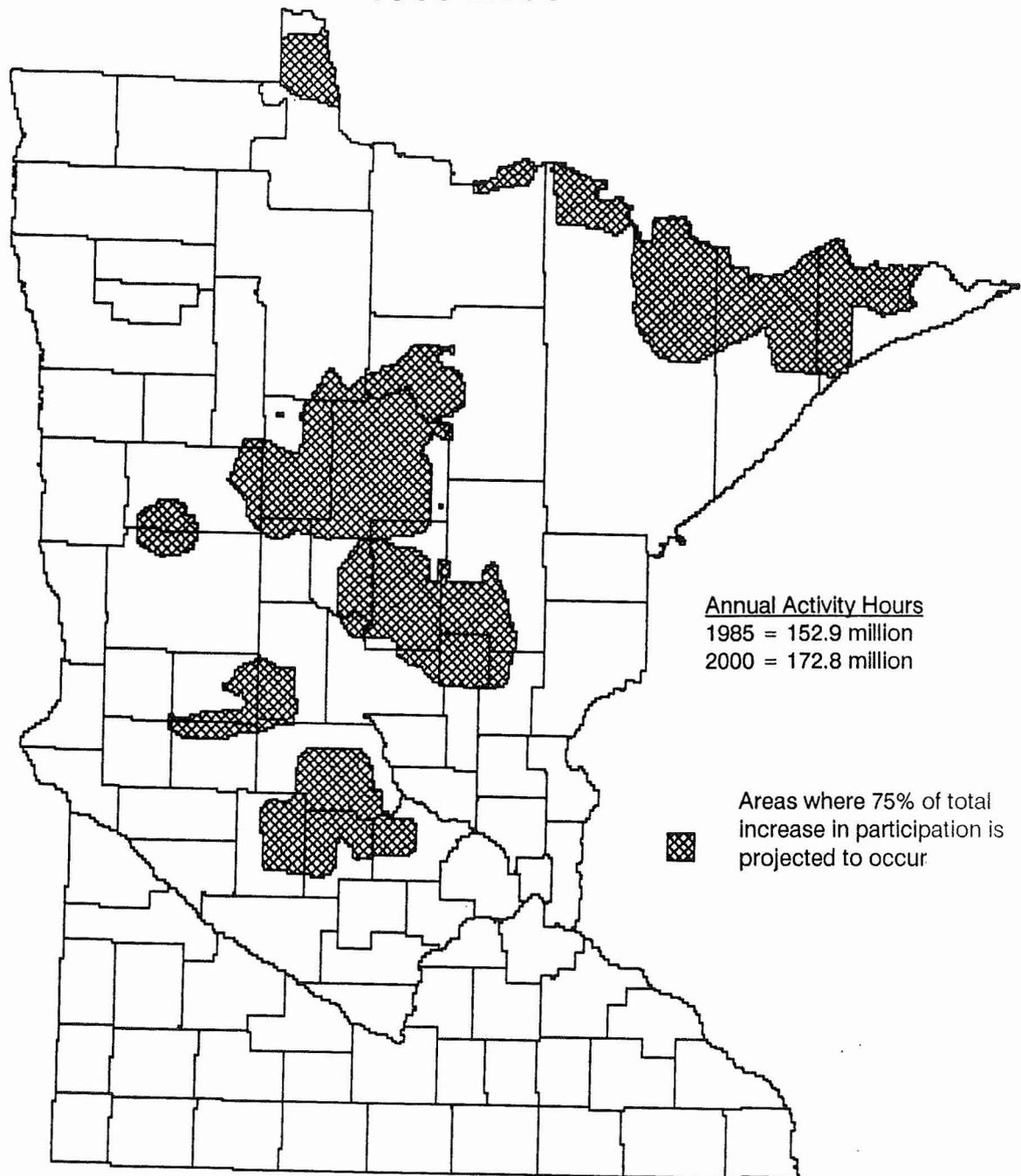
(Outdoor Recreation Participation Over One Hour From Home)



Sources: MN DNR, 1985-86 Survey of Outdoor Recreation Participation and Expenditures of Minnesotan's.  
MN DNR, 1978 Survey of Outdoor Recreation Participation and Expenditures of Summer Visitors to Minnesota.

## CHART 12

### PROJECTED INCREASE IN CAMPING, FISHING, AND BOATING ACTIVITIES OVER ONE HOUR FROM HOME, 1985-2000



Sources: MN DNR, 1985-86 Survey of Outdoor Recreation Participation and Expenditures of Minnesotan's.  
MN DNR, 1978 Survey of Outdoor Recreation Participation and Expenditures of Summer Visitors to Minnesota.

**CHART 13**  
**MINNESOTA'S 13 DEVELOPMENT REGIONS**

