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REPORT OF THE

# MISSISSIPPI RIVER PARKWAY COMMISSION OF MINNESOTA



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THE LEGISLATURE OF THE STATE OF MINNESOTA

1977

*Rivers - Mississippi River  
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## MINNESOTA MISSISSIPPI RIVER PARKWAY COMMISSION REPORT

### I. INTRODUCTION

It is with pleasure that the Minnesota Mississippi River Parkway Commission presents this biennial report to the Minnesota Legislature. Over the last two years the Minnesota Parkway Commission has encountered a number of obstacles, however, we are still able to report on one of the most successful periods in the Commission's entire history.

Perhaps our most important accomplishment since last reporting to the Legislature has been the appropriation by Congress of \$90 million for development of the Great River Road in the ten Mississippi River States. (See Section II.) We worked closely with the Minnesota Congressional delegation as well as the National Mississippi River Parkway Commission to obtain these Federal funds and we are proud of the fact that Minnesota's nearly \$20 million share was the largest total received by any of the ten States. We have also been successful in obtaining a \$78.75 million authorization made available through the 1976 Federal Highway Act. Although these funds have only been authorized for appropriation, not actually appropriated, we are confident that with further effort the additional funds will be allocated to the Mississippi River States.

We have also been working with and for the communities located along the Great River Road. (See Section III.) In our negotiations with the Federal Highway Administration (FHWA) and the States of Wisconsin and Iowa we have attempted to make certain that as many Minnesota communities as possible benefit from development of the Great River Road. We are also undertaking a challenge to the FHWA regulations regarding expenditure of Federal funds on the Great River Road due to one FHWA requirement in particular that would cause a number of problems in Minnesota. This requirement would force the State to change the Great River Road signs we presently have placed along the route and would probably mislead the traveler to the quality of the Great River Road in Minnesota.

We have received a request from a number of northern Minnesota counties to change the designated Great River Road route in their area. Although the Minnesota Parkway Commission has reviewed the proposed change and finds it acceptable, action by the Minnesota Legislature will be necessary to actually approve this new route designation request.

Over the past two years the Minnesota Parkway Commission has worked closely with the State Department of Transportation - Highway Division and the State Economic Development Department - Tourism Division. (See Section IV.) Our joint efforts with the Highway Division have focused on developing a Great River Road that fully meets environmental and parkway standards. Efforts with the Tourism Division have revolved around making the Great River Road an enjoyable resource for the citizens of this State and a strong tourist attraction for Minnesota visitors.



The Minnesota Parkway Commission has achieved a number of goals since it was created in 1963. Considering its limited budget, the Commission has accomplished a great deal for the State of Minnesota and its citizens. This is particularly evident in the FHWA funds procured for Great River Road development in the State. However, in order to accomplish our future objectives and continue our level of success, it will be necessary to request a budget increase. (See Section V.)

As you review this report, please keep in mind not only what the Minnesota Parkway Commission has done in the past but also what potential lays ahead. (See Section VI.) The Great River Road is closer to a reality than ever before and with continued hard work the Commission should be able to make some major advances. With the support of the Minnesota Legislature, the Minnesota Mississippi River Parkway Commission hopes to preserve a valuable resource for the future.

## II. GREAT RIVER ROAD FUNDING

In 1973 Congress passed the Federal Aid Highway Act which included a \$90 million authorization for development of the Great River Road in the ten Mississippi River States. Unfortunately, these funds were not also appropriated.

During the last two years the Minnesota Parkway Commission has prepared and provided information for members of the Minnesota Congressional Delegation which they could use in an effort to have the Great River Road funds appropriated. These efforts were not at first successful and, in fact, counter efforts were made to have the funds rescinded or deferred. This would have virtually eliminated the possibility of obtaining badly needed Federal assistance for Great River Road development. The Minnesota Parkway Commission joined forces with the National Parkway Commission to make certain that the rescission and deferral strategies were defeated. In order to do this the Minnesota Parkway Commission assisted a number of Minnesota Congressional Delegation members, at their request, in the preparation and documentation of testimony presented to key Congressional committees considering the future of the Great River Road. Congressmen James Oberstar and Al Quie were particularly instrumental in persuading the appropriate Congressional committees and committee members to provide funds for Great River Road development. Without their assistance the Minnesota Parkway Commission would not be able to report the Federal Funding success we have had.

After clarification of the concept and cost of the Great River Road, Congress approved early in 1976 the \$90 million appropriation for distribution to the FHWA.

In May, 1976 the FHWA released a set of interim instructions to the States on how and where the Great River Road funds would be used. The instructions also included a formula to determine the amount each State



would be given. This formula gave equal weight to the Great River Road mileage each State possessed and the estimated costs for developing that mileage. Minnesota, as mentioned previously, received an allocation of nearly \$20 million.

### III. GREAT RIVER ROAD LOCATION AND SIGNING

When the Congress approved funding for the Great River Road, such funding was based on the concept of a single Great River Road route which at various intervals crosses from one side of the Mississippi River to the other as it travels from Minnesota to Louisiana.

In the interim FHWA instructions released last May the single Great River Road route was designated. This single route and only this route would be eligible for development with the \$90 million provided by Congress. Although the FHWA did not prohibit a State from developing portions of the Great River Road not included as part of the Federally designated single route, the FHWA instructions clearly explained that a State would have to use its own funds to do such work.

In Minnesota the single Great River Road route eligible for development with Federal funds would have extended from Lake Itasca to Red Wing and from La Crescent to the Iowa State line. The entire section from Red Wing to La Crescent, which is part of the particularly attractive Hiawatha Land tourist area, would have been excluded from the Federal Great River Road system. A number of communities residing along the excluded section were understandably upset when the Minnesota Parkway Commission reported to them that they would not benefit from being located on the Federally funded Great River Road.

Since the FHWA instructions delineating the single route were only of an interim nature, there was opportunity for all States affected to comment on what the FHWA has proposed. During July, 1976 the ten Mississippi River States sent representatives to Washington, D.C. for a meeting with FHWA officials regarding the interim instructions and State objections to them. It was quite evident at the meeting that Minnesota was not the only State which objected to designation of the single Federal Great River Road route. The States did not mind the single route concept in itself, but it did seem the FHWA designated the route without regard for locating it in the most attractive and beneficial areas possible. The FHWA responded reasonably and said that if the States could agree on any desired changes in the single route location, the FHWA would most likely adopt such changes.

Since Wisconsin and Iowa were also concerned about location of the Federal Great River Road in their States, it was decided that the Minnesota Parkway Commission and representatives from Wisconsin and Iowa



should hold a session to work out route changes acceptable to all three States involved. This session was held in Washington, D.C. the same day the FHWA meeting concluded, July 20th.

The July 20th session and a subsequent meeting of the three States on July 27th, 1976 at the Minneapolis/St. Paul International Airport did not produce any agreement on route location changes.

It then became necessary for the States of Minnesota, Iowa and Wisconsin to settle the route location disagreement by each submitting a position paper to the FHWA. The Minnesota position paper (See Exhibit A.) included a statement on what changes we desired in the Federal Great River Road route and why these changes seemed reasonable. After a review of each State position paper, the FHWA released in October, 1976 its final instructions for funding and development of the Great River Road program. (See Exhibit B.)

The Minnesota Parkway Commission was shocked when it read those final FHWA instructions. Not only did the FHWA refuse to accept our suggested route changes, but the route segments from Point Douglas to Red Wing and from La Crescent to the Iowa State line were removed from the Federal funding eligibility as well.

The FHWA final instructions also require that Federally funded sections of the Great River Road must be clearly identified and that the State Great River Road sections must be marked as alternate routes. In other words, a State such as Minnesota will have to change all the Great River Road signs from Point Douglas to the Iowa State line since that portion of the Road is not eligible for Federal funding. The new signs will have to inform travelers that the Point Douglas - Iowa State line Great River section is a secondary or State route as opposed to a primary or Federal route. The traveler may assume that the alternate/secondary route is less attractive and in poor condition compared to the Federally designated Great River Road, however, this is not always a reasonable assumption.

The alternate route signing requirement was not part of the stated Congressional intent and it obviously will cause problems for a number of States. In Minnesota this requirement will cost dollars to implement and will hurt those communities along the southeastern border. Consequently, the Minnesota Parkway Commission in conjunction with the National Parkway Commission is undertaking a challenge to this part of the FHWA requirement. Whether it is necessary to take legal action or work through our Congressional delegation or both, we hope to have the alternate signing requirement eliminated. The Minnesota Parkway Commission believes that southeastern Minnesota offers the tourist an area as attractive as any. We do not want to lose tourists and the benefits they bring to the River communities as well as the State by a Federal requirement which downplays our State Great River Road.



Although the Great River Road from Point Douglas to the Iowa State line has not been designated as eligible for Federal funding, we still have many miles from Point Douglas south to Lake Itasca which are part of the Federal Great River Road system. (See Exhibit C.) The northern Minnesota Great River Road route has been established by State legislation and any route changes must be made by amending legislation.

One route change has been requested by the Aitkin County Board of Commissioners. The change as requested by Aitkin County would consist of following "County State-Aid Highway No. 10 from the junction of said County State-Aid Highway with the north Aitkin County line, thence southerly along County State-Aid Highway No. 10 to the Village of Palisade, thence along County Road No. 69 to the junction of Trunk Highway 169, thence along Trunk Highway 169 to the junction of County State-Aid Highway No. 21, thence continuing along County State-Aid Highway No. 21 to the north bank of the Flood Diversion Channel, north of Aitkin, thence westerly near the Flood Diversion Channel to the junction of County State-Aid Highway No. 22, thence continuing on County State-Aid Highway No. 22 to the west county line of Aitkin County." (See Map, Exhibit D.)

Since Aitkin County along with the two other counties affected by this change - Itasca and Crow Wing - are in favor of the new route, the Minnesota Parkway Commission formally requests the Minnesota Legislature to adopt and approve amending legislation which puts this change into effect.

#### IV. STATE AGENCY COOPERATION

Within the last two years the Minnesota Parkway Commission has developed an increasingly beneficial working relationship with such State governmental units as the Highway Division, the Tourism Division and the Historical Society. In addition to the advice benefits the Minnesota Parkway Commission has been able to obtain from these divisions, recently it has been possible for the Commission to return the favor and provide some assistance in a number of areas. This is especially evident in our relationship with the Highway and Tourism Divisions.

For years the Highway Division has provided the Commission with an understanding of the technical requirements involved in constructing a Great River Road according to parkway standards. The Highway Division has also kept us informed of the work that has been done and remains on the Great River Road. In return and through the National Parkway Commission we were able to arrange for a meeting of Mississippi River State Highway officials in St. Louis, Missouri last September, 1975. At this meeting there was an opportunity for highway officials to hear a first-hand explanation of the single Great River Road route concept as designed by Congress. More importantly, perhaps, there was also opportunity to meet with U.S. Department of Transportation officials



and discuss the technical questions involved in implementing the Great River Road program. Through this meeting the States were able to obtain some idea on what formula would be used to distribute the \$90 million provided by Congress and were able to have some input into the Federal regulations which would govern the Great River Road projects eligible for Federal funding.

In July, 1976 the Minnesota Parkway Commission was again able to arrange in conjunction with the National Parkway Commission a meeting of the State Highway officials. This meeting, which was held in Washington, D.C., provided an excellent opportunity to discuss with top FHWA officials the FHWA interim Great River Road program instructions. Through this meeting it was possible for Minnesota Highway Division representatives and the other States in attendance to obtain clarifications and suggest revisions that were incorporated into the final FHWA instructions.

The Minnesota Parkway Commission has been able to assist the State Tourism Division in a manner similar to our work with the Highway Division. Through our efforts and the efforts of the National Parkway Commission a special tourism session was held during the National Parkway Commission's annual meeting last September, 1976 in St. Louis, Missouri. A majority of the Mississippi River State Tourism Divisions were represented at the session at which time the need for a basic, coordinated Great River Road promotional program was discussed. Funding for such a program was also considered. In order to work out the details of the promotional effort, the tourism officials decided an additional working session would be necessary. This session was held in November, 1976 and the promotional plan put together at that time undoubtedly will benefit the tourism business in Minnesota.

Although the Minnesota Parkway Commission has gained more assistance from various State agencies than we have provided, it is our intention to serve in a coordinating and informational role whenever possible. If desired, the Minnesota Parkway Commission will strive to alert and keep our State agencies informed on whatever Federal or other Mississippi River State actions might affect the Great River Road program in Minnesota.

#### V. MINNESOTA MISSISSIPPI RIVER PARKWAY COMMISSION BUDGET

For Fiscal Years 1976 and 1977 a Minnesota Parkway Commission appropriation of \$7,000.00/year was approved. Based on the financial statements for Fiscal Year 1976 and 1977 (See exhibit E. and F.), it is obvious that the \$7,000.00/year appropriation will also not be sufficient. With a balance of less than \$300.00 at the end of October, 1976 and two-thirds of the Fiscal Year remaining, the Minnesota Parkway Commission found itself in a position where we had to choose between ceasing business or face the possibility of having to request an administrative transfer to cover expenses. Since much work remained and still remains to be done on the



Great River Road, we had to choose the possibility of requesting the transfer of funds.

There are two major expense items in the Minnesota Parkway Commission budget, both of which we have only limited control over: an annual assessment by the National Parkway Commission and the meeting travel costs for our own Minnesota Parkway Commission members.

The National Parkway Commission assesses each State \$2,000.00/year in order to cover basic operating expenses. Since the National Parkway Commission is composed of representatives from the ten Mississippi River State Parkway Commissions plus representatives from the Canadian Provinces of Manitoba and Ontario, the National Parkway Commission Board of Directors has always been reluctant to assess their own States more than necessary. In return for the \$2,000.00/year the National Parkway Commission has been instrumental in obtaining Federal funding for the Great River Road. The National Parkway Commission also has unified and coordinated the efforts of the State Parkway Commissions, thus avoiding duplication of work and wasteful spending.

Minnesota Parkway Commission meeting travel costs, meanwhile, are a significant part of our budget due to the fact that the members represent and reside along sections of the Mississippi River from Lake Itasca to the Iowa State border. Consequently, each time we call a meeting the members incur a not unreasonable but significant travel expense. In order to limit travel expenses we have held the minimum number of meetings possible while still adequately taking care of the business we must. We have even tried to hold a number of "meetings-by-mail," i.e., we have even sent out briefing reports to the Commission members in order to keep them informed instead of holding a meeting to discuss the status of Great River Road development.

Nevertheless, the Minnesota Parkway Commission finds that it must ask the Legislature for a budget increase. We are requesting a realistic, not an inflated, increase from \$7,000.00/year to \$10,000.00/year.

This increase is necessary based on the fact that the National Parkway Commission is increasing its assessment from \$2,000.00/year to \$5,000.00/year beginning as of Fiscal Year 1978. (See Exhibit G.) This is the first assessment increase the National Parkway Commission has ever approved and the Minnesota Parkway Commission believes it to be a reasonable action. Even if the only benefit we obtained from the National Parkway Commission was their valuable assistance in obtaining the nearly \$20 million in Federal funds for Great River Road development in Minnesota, this assessment increase would be justifiable. However, we have gained and expect to continually obtain additional benefits from the National Parkway Commission.

Minnesota is fortunate to have the National Parkway Commission office located right here in our capitol city, St. Paul. The Minnesota



Parkway Commission also proudly has had two of its members elected to the National Parkway Commission's eight person Executive Committee. With this proximity and access for input, the Minnesota Parkway Commission has had a real advantage in obtaining information in regard to Congressional or Federal action affecting the Great River Road. We have also had a significant voice in the direction of the National Parkway Commission's work program.

The Minnesota Parkway Commission strongly believes its budget for Fiscal Years 1978 and 1979 (See Exhibit H.) is indeed conservative. We are not requesting more funds than necessary; we are only requesting what is needed to conduct our work and avoid the possibility of having to seek an administrative transfer of funds. With the approval of the requested Fiscal Year 1978 and 1979 budget the Minnesota Parkway Commission is certain to report significant progress over the next two years. This progress will be of social and financial benefit for the State and our citizens for a long time to come.

#### VI. THE FUTURE

Now that Minnesota has finally received Federal funds for development of the Great River Road, we can begin the work that needs to be done. The FHWA requires that we build the Road in a manner which provides the traveler with access to "scenic, cultural, recreational, historical, archeological, and scientific" areas of interest. In order to accomplish all this, preliminary environmental and engineering studies must be started, scenic easements must be selected for acquisition, rest areas must be constructed, and reconstruction and rehabilitation of existing Road segments must begin.

With the amount of work before us, it is obvious that the \$20 million will not enable everything to be accomplished. The other Mississippi River States will also have difficulty completing their work with the Federal funds they have received. That is why Congress has included in the 1976 Federal Highway Act another \$78.75 million for further Great River Road development.

With this additional authorization, \$8.75 million would be provided to the ten Mississippi River States for the three month period ending September 30, 1976, \$35 million/year for Fiscal Years 1977 and 1978 for construction and reconstruction of roads on a Federal aid highway system, and \$35 million/year for Fiscal Years 1977 and 1978 for construction and reconstruction of roads not on a Federal aid highway system.

Unfortunately, we have the same problem with the 1976 Federal Highway Act as with the 1973 Federal Highway Act, i.e., the Great River Road funds were authorized but not actually appropriated. Obviously, to have the 1976 funds appropriated will be one of the major objectives of both the Minnesota Parkway Commission and the National Parkway Commission.



The Minnesota Parkway Commission is confident that the \$78.75 million will be made available to the States if each State is able to fully explain the concept of the Great River Road and if each State wisely uses the Federal funds we have already received.

In 1976 Minnesota received approximately 20% of the \$90 million provided by Congress for Great River Road development which is more than any of the other Mississippi River States received. The Minnesota Parkway Commission cannot guarantee that we will do as well when the \$78.75 million is allocated, but we do promise to work hard to obtain every Federal dollar this State deserves. We also promise to make certain that these funds and our own State matching funds will be used to develop a Great River Road which contributes to the high quality of life we already so fortunately enjoy.

With adequate State support the Minnesota Parkway Commission will work hard to make the Great River Road a reality. We now ask for that support and invite your review.



**HOLST, VOGEL, ERDMANN & VOGEL**

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GEORGE F. VOGEL

Admitted in Wisconsin

THOMAS A. ERDMANN  
Bay City, Wisconsin 54723

(715) 594-3778

Exhibit A

REC'D AUG 11 1976

August 5, 1976

Mr. Frank D. Marzitelli, Commissioner  
Minnesota Department of Highways  
411 Highway Building  
St. Paul, Minn 55155

Re: Minnesota Position Paper regarding  
the Great River Road

Dear Mr. Marzitelli:

The purpose of this letter is to bring you up to date regarding the activities of the Minnesota Mississippi River Parkway Commission since our meeting in the State Office Building on May 28, 1976 which you attended. I am writing this letter as Vice Chairman of the Minnesota Commission because Victor H. Jude, the Chairman, is presently on a three-week vacation.

You will recall that at the May 28, 1976 meeting a resolution was unanimously adopted to request a route change from the May 20, 1976 Federal-Aid Highway Program Manual, which stated that the Minnesota system's segments would be from Lake Itasca to Red Wing and La Crescent to the Iowa state line. We requested that the segment from Red Wing to Winona be included as the designated route which included giving up the segments from Hastings to Red Wing and from La Crescent to the Iowa state line.

On July 19 and July 20 Victor Jude, Senator Roger Laufenburger, Douglas Differt from your department, as well as myself, met with all the states in Washington to try to iron out the differences of opinion between the states and also to have a formal meeting with the Department of Transportation. We were also in touch with the Honorable James L. Oberstar and the Honorable Albert H. Quie to bring them up to date regarding various problems we were encountering and asked for their advice and consent. Following negotiation it became obvious that the segment from Red Wing to Winona was unacceptable to the State of Wisconsin; and, therefore, a compromise was offered which would keep the segment from



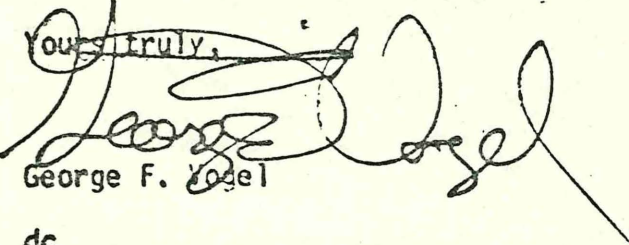
Mr. Frank D. Marzitelli, Commissioner  
August 5, 1976  
Page 2

Red Wing to Wabasha and from Winona to La Crescent in the State of Minnesota. The State of Wisconsin requested the period of one week to discuss the situation with the highway department at home; and, therefore, the States of Minnesota, Iowa and Wisconsin met on Tuesday, July 27, 1976 at the Minneapolis/St. Paul International Airport in another attempt to negotiate the problems between the three states. Said session was unsuccessful, and all three states agree that the matter should and would be decided by the Department of Transportation in Washington.

The three states then decided that they should each submit a position paper or route designation request which would assist the Department of Transportation in determining a revision of the original route.

I am, therefore, submitting the Minnesota Position Paper to yourself and to the Governor's office so that you are aware of Minnesota's position, together with some of the reasons for that position. As always I would appreciate your thoughts and comments regarding said enclosure. Thank you very much.

Yours truly,

  
George F. Vogel

dc

Encl.

cc The Honorable Wendell R. Anderson  
State Capitol  
St. Paul, MN 55155

cc Members of the Minnesota Mississippi River Parkway Commission ✓



August 2, 1976

TO: Mississippi River Parkway Commission Board of Directors

FROM: George F. Vogel, Vice Chairman of Mississippi River Parkway  
Commission of Minnesota

RE: Minnesota Position Paper

The purpose of this position paper is to provide the Mississippi River Parkway Commission Board of Directors with Minnesota's position regarding the single designated route of the Great River Road from Hastings, Minnesota to the Iowa border. The route that is apportioned between the State of Minnesota and the State of Wisconsin in that area of approximately 136 miles is unacceptable to the State of Minnesota, and we hereby request that the system designation be changed to either Alternate No. 1 or Alternate No. 2 listed below which we believe would not only serve better the State of Minnesota but also the State of Wisconsin and the State of Iowa.

The designated route was established in 1951, and at this time it is our belief that said route is outdated and should be changed. At the present time the route begins at Hastings, goes south to Red Wing, crosses the river to Hager City, Wisconsin and continues down the Wisconsin side to La Crosse, Wisconsin, then crosses to La Crescent, Minnesota and stays on the Minnesota side to the Iowa border. The common Minnesota/Wisconsin border totals approximately 136 miles, and from Hastings, Minnesota south to the Iowa border the stretch from Hastings to Red Wing and La Crescent to the Iowa border equals 46 miles, and the stretch from Hager City, Wisconsin to La Crosse, Wisconsin is 90 miles which we believe is inequitable.

At this time there are existing bridges at Prescott, Wisconsin, Red Wing/Hager City, Wabasha/Nelson, Bluff Siding/Winona,



La Crescent/La Crosse and De Soto/Lansing. In light of the common border and the existing bridges, Minnesota hereby suggests that either of the following alternate routes be accepted by the Board of Directors of the Mississippi River Parkway Commission and that a new route be suggested to the Department of Transportation:

#### Alternate No. 1

Wisconsin side: Prescott to Hager City, Wisconsin  
 Minnesota side: Red Wing to Wabasha  
 Wisconsin side: Nelson to Bluff Siding  
 Minnesota side: Winona to La Crescent  
 Wisconsin side: La Crosse to De Soto, Iowa

This alternate would provide Wisconsin with approximately 83 miles and Minnesota with approximately 53 miles.

#### Alternate No. 2

Wisconsin side: Prescott to Hager City  
 Minnesota side: Red Wing to Winona  
 Wisconsin side: Bluff Siding to De Soto

This would provide Minnesota with approximately 71 miles and Wisconsin with approximately 65 miles.

According to the system criteria contained in the Federal-Aid Highway Program Manual dated May 20, 1976, either Alternate No. 1 or Alternate No. 2 would be more conducive to a scenic and recreational highway. The reasons are as follows:

1. The present designated route from Hastings to Red Wing on the Minnesota side isn't generally parallel nor in proximity to the river, and in fact the only time the river is in view is when the Hastings bridge is crossed. In addition thereto, the State of Wisconsin has indicated that it would very much like the route designated on the Wisconsin side from Prescott to Hager City in exchange for the Hastings to Red Wing section, and that switch has been part of every route change discussed between the two states.

2. If Alternate No. 1 or Alternate No. 2 were chosen, the river would almost be in constant view of the highway and would



encourage stops and use of the river for scenic and recreational purposes.

3. Along the route of Alternate No. 1 or Alternate No. 2 there are many rest stops and overlooks already in existence, and the addition of additional waysides could be accomplished fairly easily. In addition, Frontenac State Park and John A. Latsch State Park would be served by Alternate No. 1 or Alternate No. 2 wherein both are missed by the route that is currently designated.

4. Alternate No. 1 or Alternate No. 2 would directly serve the populations of the City of Lake City, 4,044 people; Wabasha, 2,417 people; and Winona, 26,893 people, all of whom would be missed by the route as currently designated.

5. The cities of Red Wing, Lake City, Wabasha and Winona are all old river towns with many sites of historical, archeological, scientific, scenic and cultural interest and significance.

6. Alternate No. 1 and Alternate No. 2 are much more accessible to gasoline, food and lodging, together with boat ramps, recreational areas and other service, compared to the current designated route because the alternates directly encounter the areas of greater population.

7. Alternate No. 1 and Alternate No. 2 would serve the area known as the Hiawatha Valley in the State of Minnesota, which also is sometimes referred to as Minnesota's South Shore which has been the subject of much tourism promotion because of the area's natural beauty through all four seasons.

The State of Minnesota is aware of the fact that each state will be able to point out various aspects of areas in their state that should be designated as the Great River Road route; however, we believe that either Alternate No. 1 or Alternate No. 2 more closely fits the system's criteria when compared to the other side of the



river along the common border. It is also our belief that if Alternate No. 1 or Alternate No. 2 is chosen, that either route would dovetail with the route requested by the State of Iowa.

GFV:dc





U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION  
WASHINGTON, D.C. 20590

ADVANCE COPY

FEDERAL-AID HIGHWAY PROGRAM MANUAL

TRANSMITTAL 219  
October 8, 1976  
HNG-12

1. MATERIAL TRANSMITTED

- a. Volume 6, Engineering and Traffic Operations; Chapter 9, Special Programs; Section 15, Great River Road.
- b. Table of Contents for Volume 6, Chapter 9.

2. EXISTING ISSUANCES AFFECTED

This issuance supersedes Volume 6, Chapter 9, Section 15, Great River Road - Interim Instructions, except for the attachment: "Allocation of Great River Road Funds."

3. COMMENTS

- a. This directive outlines final procedures for implementation of a program for a National Scenic and Recreational Highway in the Mississippi River Valley known as the Great River Road.
- b. A review of the interim directive and the comments received resulted in changes and modifications to clarify and to amplify the instructions. Significant changes involve the approved control points on the designated route, paragraph 4b; and the determination of the Federal share payable, paragraph 7h.
- c. Some dissatisfaction was expressed with the designated route. In response to this comment and a review of the relative mileage designated in each State and further considering that a balanced distribution of mileage favors earliest completion of the entire route, some adjustment of control points on the designated route has been made. The final route allows all 10 States to have at least 40 ( $\pm$ ) percent of River Road mileage designated for Federal funding.



ADVANCE COPY

4. REGULATORY MATERIAL

The regulatory material in the attached directive appears in italicized type. This will be published in the Federal Register under 23 CFR 661.

5. FILING INSTRUCTIONS

a. Page Changes

Remove

i and ii of Table of  
Contents for Vol. 6,  
Ch. 9 dated 5/20/76

1. thru 8 and Attach. 1  
to Vol. 6, Ch. 9, Sec. 15  
dated 5/20/76

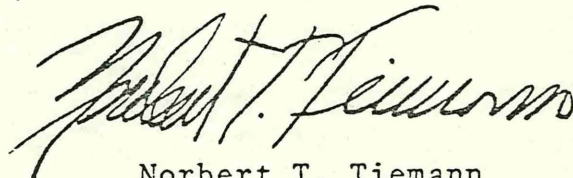
Insert

i and ii of Table of  
Contents for Vol. 6, Ch. 9

1 thru 8 of Vol. 6, Ch. 9,  
Sec. 15

b. Pen and Ink Change. Change attachment number from  
"2" to "1" on attachment 2 dated May 20, 1976.

c. Filing Transmittal Changes. After filing the  
attached pages, this transmittal is to be filed  
behind the tab identified as "Transmittal Changes."



Norbert T. Tiemann  
Federal Highway Administrator

Distribution:  
Basic



ADVANCE COPY

CHAPTER 9. SPECIAL PROGRAMS

SECTION 1. GENERAL

SECTION 2. FOREST HIGHWAYS

SUBSECTION 1. FOREST HIGHWAY SYSTEMS

SUBSECTION 2. FOREST HIGHWAY PROGRAMS PPM 25-1

SUBSECTION 3. FOREST HIGHWAY PRELIMINARY  
ENGINEERING

SUBSECTION 4. FOREST HIGHWAY FUNDS COMBINED WITH OTHER FEDERAL FUNDS PPM 25-3  
IM 25-1-60

SUBSECTION 5. FOREST HIGHWAY COOPERATIVE  
AGREEMENTS AND PROJECT  
AGREEMENTS PPM 25-4

SUBSECTION 6. FOREST HIGHWAY CONSTRUCTION PPM 25-5

SECTION 3. NATIONAL PARKROADS AND PARKWAYS

SUBSECTION 1. NATIONAL PARK ROADS AND  
PARKWAYS CONSTRUCTION

SUBSECTION 2. NATIONAL PARK ROADS AND PARK-  
WAYS PRELIMINARY ENGINEERING

SECTION 4. PUBLIC LANDS HIGHWAYS

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SECTION 12. DEMONSTRATION PROJECTS PROGRAM

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OF FHWA DIRECT FEDERAL CONSTRUCTION  
PROGRAM

SECTION 14. BIKEWAY DEMONSTRATION PROGRAM

SECTION 15. GREAT RIVER ROAD





U. S. DEPARTMENT OF TRANSPORTATION

## FEDERAL HIGHWAY ADMINISTRATION

# FEDERAL-AID HIGHWAY PROGRAM MANUAL

VOLUME	6	ENGINEERING AND TRAFFIC OPERATIONS
CHAPTER	9	SPECIAL PROGRAMS
SECTION	15	GREAT RIVER ROAD

Transmittal 219  
October 8, 1976  
HNG-12

- Par. 1. Purpose  
2. Authority  
3. Definitions  
4. Route Designation  
5. Location Criteria  
6. Fund Allocation  
7. Project Eligibility  
8. Design and Construction

### 1. PURPOSE

- \* *This directive outlines procedures to be followed in the funding, programing and execution of a program for a National Scenic and Recreational Highway in the Mississippi River Valley known as the Great River Road.*

### 2. AUTHORITY

*This directive is issued under authority of 23 U.S.C. 148, 315 and 49 CFR 1.48.*

### 3. DEFINITIONS

- a. "Construction" - defined in 23 U.S.C. 101(a), and in addition means the acquisition of areas of historical, archeological, or scientific interest, necessary easements for scenic purposes and the construction or reconstruction of roadside rest areas (including appropriate recreational facilities), scenic viewing areas and other appropriate facilities as determined by the Secretary.
- b. "Great River Road" - a scenic and recreational highway, to be developed along the Mississippi River from Lake Itasca in Minnesota to near Venice, Louisiana, and the Gulf of Mexico.

\*Regulatory material is italicized



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- c. "Scenic and Recreational Highway" - a highway generally within a scenic corridor of parkway-like development having significant scenic, historical and recreational features.

#### 4. ROUTE DESIGNATION

- a. A single route for the Great River Road shall be designated for Federal participation purposes. Except where significant breaks in continuity would result, it shall, to the extent feasible, follow existing road alignment. It shall cross the Mississippi River on existing bridges. The adoption of a single route embraces a recommendation presented in the November 1951 Report to Congress entitled "Parkway for the Mississippi" which was recognized in Section 14 of the Federal-Aid Highway Act of 1954 and the intent of Congress, page 43, Conference Report, April 7, 1976, 94-1017 incident to the passage of the Federal-Aid Highway Act of 1976
- b. The 10 Mississippi River States shall select in cooperation with and subject to the approval of the Federal Highway Administration (FHWA), the specific location of the Great River Road system between designated existing Mississippi River crossings, which control points, along with other stateline crossings, shall be coordinated between adjoining States. Each State is responsible for the following segments:

<u>State</u>	<u>Segments</u>
Minnesota	Lake Itasca to Point Douglas
Wisconsin	Prescott to South of DeSoto opposite Lansing, Iowa
Iowa	Lansing to Dubuque and Muscatine to Ft. Madison
Illinois	East Dubuque to Muscatine, Niota to Hannibal and Chester to Kentucky State line
Missouri	Hannibal to St. Marys
Kentucky	Illinois State line to Tennessee State line



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Tennessee	Kentucky State line to Memphis
Arkansas	West Memphis to Shives
Mississippi	Greenville to Louisiana State line
Louisiana	Mississippi State line to the Gulf of Mexico crossing from the east bank to the west bank at Baton Rouge

- c. *The established Mississippi River crossings may be changed to other existing crossings and Great River Road route modified accordingly when jointly agreed to by the States involved and approved by FHWA.*
- d. *Each State shall submit for FHWA approval the specific location of its segments of the Great River Road between designated control points. The FHWA Regional Administrator or his designate will approve the location selected pursuant to the criteria set forth in this directive. Access spurs may be included to areas of interest and scenic enhancement proximate to the Mississippi not reasonably accessible over the existing Federal-aid highway network. Route alignment, including access spurs, shall be marked and identified on map strips to a scale of either 1 or 2 inches to the mile, whichever is convenient. The specific location should be identified to indicate those portions of route on existing roads which were on the Federal-aid system under system realignment or which are on the Federal-aid system to satisfy 23 U.S.C. 148(c) or on Federal lands. New sections of route necessary to connect existing sections should also be identified. Upon FHWA approval of the alignment, two copies of each map should be forwarded to HNG-12, Washington Headquarters.*
- e. *The States' selection and FHWA approval of a single scenic and recreation route location is provided for in this directive for the purpose of establishing eligibility for the special category funds authorized under 23 U.S.C. 148. The States may continue to develop and sign the route on the alternate side of the river as the Great River Road Alternate which will not be eligible for Federal funds authorized under 23 U.S.C. 148.*



5. LOCATION CRITERIA

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a. *In establishing the specific location of the Great River Road, the following criteria shall be adhered to:*

- (1) *The road shall originate at the headwaters of the Mississippi River at Lake Itasca in Minnesota, extend generally parallel and in proximity to the river, and terminate near the Gulf of Mexico in the vicinity of Venice, Louisiana.*
- (2) *The road shall be located to take advantage of scenic river views and provide the user opportunities to stop and enjoy unique features and recreational activities.*
- (3) *The road shall provide for a variety of experiences or themes, such as scenery, nature, history, geology and land use for scientific or cultural purposes.*
- (4) *The road shall include, or allow for subsequent development, conveniently spaced roadside rest areas and other facilities so that the user may view and otherwise take advantage of the scenic, recreational and cultural areas of interest along the route.*
- (5) *The road shall be located so that the unique values of the corridor may be protected. This may be accomplished by appropriate route selection, effective control or elimination of development inconsistent with the nature and performance of the highway through zoning or other land use restrictions, the acquisition of scenic easements and where necessary the direct acquisition of scenic, historic, wood land or other areas of interest in fee or by other appropriate measures.*
- (6) *The road shall be located so as to provide for convenient access to:*
  - (a) *larger population centers of the States through which the Great River Road passes,*
  - (b) *other elements of the Federal-aid system, particularly the Interstate System,*



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Tennessee	Kentucky State line to Memphis
Arkansas	West Memphis to Shives
Mississippi	Greenville to Louisiana State line
Louisiana	Mississippi State line to the Gulf of Mexico crossing from the east bank to the west bank at Baton Rouge

- c. *The established Mississippi River crossings may be changed to other existing crossings and Great River Road route modified accordingly when jointly agreed to by the States involved and approved by FHWA.*
- d. *Each State shall submit for FHWA approval the specific location of its segments of the Great River Road between designated control points. The FHWA Regional Administrator or his designate will approve the location selected pursuant to the criteria set forth in this directive. Access spurs may be included to areas of interest and scenic enhancement proximate to the Mississippi not reasonably accessible over the existing Federal-aid highway network. Route alignment, including access spurs, shall be marked and identified on map strips to a scale of either 1 or 2 inches to the mile, whichever is convenient. The specific location should be identified to indicate those portions of route on existing roads which were on the Federal-aid system under system realignment or which are on the Federal-aid system to satisfy 23 U.S.C. 148(c) or on Federal lands. New sections of route necessary to connect existing sections should also be identified. Upon FHWA approval of the alignment, two copies of each map should be forwarded to HNG-12, Washington Headquarters.*
- e. *The States' selection and FHWA approval of a single scenic and recreation route location is provided for in this directive for the purpose of establishing eligibility for the special category funds authorized under 23 U.S.C. 148. The States may continue to develop and sign the route on the alternate side of the river as the Great River Road Alternate which will not be eligible for Federal funds authorized under 23 U.S.C. 148.*



5. LOCATION CRITERIA

**ADVANCE COPY**

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- (3) *The road shall provide for a variety of experiences or themes, such as scenery, nature, history, geology and land use for scientific or cultural purposes.*
- (4) *The road shall include, or allow for subsequent development, conveniently spaced roadside rest areas and other facilities so that the user may view and otherwise take advantage of the scenic, recreational and cultural areas of interest along the route.*
- (5) *The road shall be located so that the unique values of the corridor may be protected. This may be accomplished by appropriate route selection, effective control or elimination of development inconsistent with the nature and performance of the highway through zoning or other land use restrictions, the acquisition of scenic easements and where necessary the direct acquisition of scenic, historic, wood land or other areas of interest in fee or by other appropriate measures.*
- (6) *The road shall be located so as to provide for convenient access to:*
  - (a) *larger population centers of the States through which the Great River Road passes,*
  - (b) *other elements of the Federal-aid system, particularly the Interstate System,*



**ADVANCE COPY**

- (c) *sites of historical, archeological, scientific, scenic, or cultural interest in the areas through which the route passes, and*
    - (d) *local services such as gas, food, and lodging and recreational facilities to a degree not inconsistent with the purposes of the route.*
  - b. FHWA, with the cooperation of the National Park Service, has prepared Phase I reports for the 10 States bordering the Mississippi River. The Phase I reports recommend a general route for the Great River Road through each State following the principles and recommendations of the November 1951 report to Congress. Subsequent to completion of the Phase I reports, additional studies were requested by the States, referred to as Phase II Studies. Phase II Studies have been completed for six of the river States and are in progress for the remaining four States. FHWA was assisted by the National Park Service in the Phase II Studies and reports. The Phase II reports include a recommended location for the Great River Road and recommendations for land acquisitions, scenic easements, control of access and developed areas. These reports may be utilized when establishing the specific alignment of the Great River Road.

## 6. FUND ALLOCATION

- a. An interim allocation of \$80 million of Federal funds authorized by Section 129 of the Federal-Aid Highway Act of 1973, is made among the 10 Mississippi River States as shown in Attachment 1. These funds will be allotted centrally at the Washington Headquarters. Each State may obligate up to the amount of this and any subsequent allocations. The remaining \$10 million authorized by Section 129 has been retained as a reserve for allocation on a discretionary basis.
- b. This initial allocation of Great River Road funds was based on an interim formula which gives equal weight to the ratio of preliminary estimate of cost for the portions of the route in each State to the total cost and the ratio of estimated mileage of the route in each State to the total mileage. It is anticipated that future fund allocations will be based on a new comprehensive estimate of cost to complete the Great River Road program. The new estimate shall be developed by the States following instructions which will be issued at a later date.



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- c. Any of the funds herein allocated may be withdrawn for redistribution if it appears they cannot be obligated in time to prevent lapsing. To prevent any lapse of funds, it is encouraged that the more easily identifiable portions of the road be designed in accordance with the procedures of paragraph 4 and projects undertaken as soon as practicable.

## 7. PROJECT ELIGIBILITY

- a. Projects for expenditures of Great River Road funds shall be located on roads on the approved Great River Road location. In addition, except for portions under Federal jurisdiction the road shall also be part of an appropriate Federal-aid system (23 U.S.C. 148(c)).
- b. Great River Road projects shall be implemented under normal Federal-aid project procedures as established by the Federal-Aid Highway Program Manual unless otherwise provided herein or otherwise approved by the Administrator.
- c. Projects for utilization of Great River Road funds will be selected on the following basis, listed in order of declining priority, unless it is demonstrated to be impractical.
  - (1) Preliminary engineering including environmental studies for support of the selection of existing route segments including acquisition of scenic easements and other areas of interest.
  - (2) Acquisition of scenic easements and areas of scenic, historical, archeological, or scientific interest which are on existing route segments.
  - (3) Construction of rest areas, scenic overlooks, bicycle trails and reasonable access to areas of interest and scenic enhancement on existing route segments.
  - (4) Preliminary engineering through the location stage for segments on new location, including environmental studies.
  - (5) Reconstruction and rehabilitation of the existing route segments.
  - (6) Construction of new route segments to establish route continuity.



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- d. Great River Road funds shall not be used to construct new Mississippi River crossing structures.
- e. Where traffic service and highway safety warrants are more than adequate to support the use of other Federal-aid highway funds, the use of such funds should first be given serious consideration.
- f. No fees or tolls shall be charged for any facility constructed or improved with Great River Road funds. The provisions of 23 U.S.C. 129(a) shall not apply to any bridge or tunnel on the Great River Road.
- g. All projects financed with Great River Road funds shall be identified by the prefix letters "GR" followed by the appropriate route number and the agreement number in parentheses. FHWA appropriation code 615 and Treasury Symbol 69 X 0544 have been assigned this program.
- h. The Federal share of the cost of Great River Road funded projects on portions of the approved route included on the Federal-aid system under the functional classification provisions of 23 U.S.C. 103 shall be as provided in 23 U.S.C. 120. The Federal share of the cost of projects not included on the Federal-aid system except to satisfy 23 U.S.C. 148(c) shall be 70 percent. The Federal share of the cost of projects on approved Great River Road facilities under Federal jurisdiction shall be 100 percent.

## 8. DESIGN AND CONSTRUCTION

- a. Except as indicated below, the Great River Road shall be designed and constructed by each of the 10 Mississippi River States in accordance with FHWA regulations and directives applicable to the appropriate system.
- b. Roadway elements of the Great River Road which impact on the safety of traffic operations shall be designed using as a guide the standards, specifications, policies, and guides applicable to the design of Federal-aid projects. Great River Road funds may participate in preliminary engineering, right-of-way and physical construction, but participation in physical construction or reconstruction shall be limited to a roadway width of 2-12' lanes plus shoulders and a pro rata share of ancillary elements which are consistent with parkway development if more than two lanes is to be constructed.



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- c. *The other design elements of the total facility should incorporate parkway-like features which will allow the user-motorist to maintain a leisurely pace and enjoy the scenic and recreational aspects of the route. Such features may include rest areas and scenic overlooks with suitable facilities and bikeways and pedestrian walkways.*
- d. *Outdoor advertising signs, displays and devices shall be effectively controlled pursuant to 23 U.S.C. 131 irrespective of the Federal system designation.*
- e. *Pursuant to 23 U.S.C. 148(a)(3), the Great River Road shall be signed with uniform identifying trail markers.*



ALLOCATION OF GREAT RIVER ROAD FUNDS

The allocation of Federal funds authorized by the Federal-Aid Highway Act of 1973 is as follows:

<u>STATE</u>	<u>ALLOCATION</u>
Arkansas	\$ 6,105,000
Illinois	14,006,000
Iowa	3,941,000
Kentucky	2,947,000
Louisiana	6,433,000
Minnesota	19,536,000
Mississippi	6,211,000
Missouri	5,651,000
Tennessee	9,088,000
Wisconsin	6,082,000
	<hr/>
	80,000,000
Reserve*	10,000,000
	<hr/>
Total authorization	\$90,000,000

\*Ten million dollars has been retained as a reserve for allocation on a discretionary basis, to the states which are able to proceed beyond their allocated amounts, as needed to prevent lapsing of funds.



MINNESOTA STATUTES ESTABLISHING COMMISSION  
AND  
GREAT RIVER ROAD ROUTE LOCATION

**161.1419 MISSISSIPPI RIVER PARKWAY COMMISSION.** Subdivision 1. It is declared to be the policy of the state and to be in the best public interest for the promotion of public safety, recreation, travel, trade, and the general welfare of the people to cooperate with the federal government and with the interstate Mississippi river parkway planning commission. To carry out such policy and to aid in the promotion and securement of a scenic parkway and highway for the state of Minnesota and to aid in securing the location of federal parks within Minnesota a Mississippi River parkway commission is created. Such commission shall also work toward the planning, construction, maintenance, and improvement of the Great River Road or Mississippi River Parkway which is to follow generally the course of the Mississippi River and extend from Canada to the Gulf of Mexico.

Subd. 2. The commission shall be composed of ten members of which three shall be appointed by the governor, three shall be members of the senate to be appointed by the committee on committees, and three shall be members of the house of representatives to be appointed by the speaker. The tenth member shall be the secretary appointed pursuant to subdivision 3. The members of the commission shall be selected immediately after final enactment of this act and shall serve for a term expiring at the close of the next regular session of the legislature and until their successors are appointed. Successor members shall be appointed at the close of each regular session of the legislature by the same appointing authorities. Members may be reappointed. Any vacancy shall be filled by the appointing authority. The commissioner of highways, the commissioner of natural resources, and the director of the Minnesota historical society shall be ex officio members, and shall be in addition to the ten members heretofore provided for. Immediately upon making the appointments to the commission the appointing authorities shall so notify the Mississippi river parkway commission, hereinafter called the national commission, giving the names and addresses of the members so appointed.

Subd. 3. The commission may hold meetings and hearings at such time and places as it may designate to accomplish the purposes set forth in this section and may subpoena witnesses and records. It shall select a chairman, a vice-chairman, and such other officers from its membership as it deems necessary. The commission shall appoint a secretary who shall also serve as a commission member.

Subd. 4. Members of the commission shall serve without compensation but shall be allowed and paid their actual traveling and other expenses necessarily incurred in the performance of their duties. The commission may purchase supplies, employ part time or full time employees, and do all things reasonably necessary and convenient in carrying out the purposes of this section. Reimbursement for expenses incurred shall be made pursuant to the rules governing state employees.

Subd. 5. The commissioner of highways shall designate one employee of the department of highways who is an engineer or who has engineering experience and the commissioner of natural resources shall appoint one member of his staff who shall advise with and assist the commission in carrying out its functions and duties.

Subd. 6. The commission shall be an affiliate of the national commission and as a member of the national commission may pay an annual fee for its equal share of the planning program of the national commission.

Subd. 7. The commission may review the programs of the various interstate compacts, studies, planning groups and commissions involved in water and land use activities along the Mississippi river in Minnesota and report to the legislature biennially any duplication of programs and funding as well as its recommendations for new legislation.

[1963 c 875 s 1; 1969 c 1129 art 3 s 1; 1971 c 653 s 1-5; 1973 c 35 s 34]

NOTE: Grants-in-aid from counties, see section 373.27.

**161.142 GREAT RIVER ROAD.** Subdivision 1. [Repealed, 1963 c 875 s 3]

Subd. 2. Location; construction; improvement; maintenance; acquisition of land. The commissioner of highways shall establish and locate the route or routes of the Great River Road and shall thereafter construct, reconstruct, improve and maintain same. He may acquire by purchase, gift or eminent domain proceedings, in fee or such lessor estate as he may determine, all lands and properties needed in laying out, establishing, constructing, reconstructing, improving and maintaining the Great River Road in Minnesota.

Subd. 3. Inclusion within state system; controlled access. The portion of the Great River Road in Minnesota shall be part of the state trunk highway system and shall be a controlled access highway.



Subd. 4. Acceptance of federal funds; cooperation with federal agencies. The commissioner of highways may accept any federal funds made available to the state of Minnesota for expenditure on the Great River Road. He may cooperate with the federal government or any federal agency in the establishment, construction, reconstruction and improvement of the Great River Road to the end that the state will obtain all federal funds available for expenditure on the Great River Road in Minnesota. He may act as agent for any other department of state, public corporation, or political subdivision of the state in accepting federal aid in their behalf for the purposes expressed in subdivisions 1 to 7.

Subd. 5. Cooperation with other governmental units. The commissioner of highways shall cooperate with other state departments, public corporations and political subdivisions in laying out, constructing, reconstructing and improving and maintaining the Great River Road.

Subd. 6. Expenditures; limitation, appropriation. None of the provisions of subdivisions 1 to 7 shall be construed as authorizing the commissioner of highways to expend trunk highway funds for non-trunk highway purposes. There is appropriated out of the trunk highway fund a sum of money sufficient to carry out the provisions of subdivisions 1 to 7.

Subd. 7. Preservation of adjacent areas. Any political subdivision or public corporation adjacent to the Great River Road or through which the Great River Road passes may acquire by purchase, gift or eminent domain proceedings as provided by law any lands or properties, or interests in lands and properties, lying along the Great River Road as they deem necessary for the purpose of preserving areas of natural scenic beauty, views of lake or riverside areas, historic sites, and such lands as they deem necessary for the purpose of providing recreational and rest areas and facilities in connection therewith including camping and overnight facilities. They may enter into agreements with property owners along the Great River Road providing for restrictions on land uses along such road and providing for compensation therefor. Such agreements may provide that the lands or properties may continue to be used for agricultural, horticultural, forest, grazing, residential, or other purposes not inconsistent with parkway principles and standards approved by the federal government and the Mississippi River Parkway Commission.

[1959 c 411 s 1-7]

161.143 [Repealed, 1974 c 34 s 2]  
161.144 [Repealed, 1974 c 34 s 2]  
161.145 [Repealed, 1974 c 34 s 2]  
161.146 [Repealed, 1974 c 34 s 2]  
161.147 [Repealed, 1974 c 34 s 2]



**161.148 GREAT RIVER ROAD, LOCATION OF ROUTE.** Subdivision 1. The commissioner of highways shall designate, establish and locate the great river road described in and authorized by section 161.142, as follows:

Beginning at the boundary line between the states of Minnesota and Iowa on trunk highway No. 26; thence northerly on trunk highway No. 26 to junction with trunk highway No. 61 at LaCrescent; thence northwesterly and northerly on trunk highway No. 61 to junction with trunk highway No. 316 to Red Wing; thence northerly on trunk highway No. 316 to junction with trunk highways No. 55, 316 and 61 at Hastings; thence northerly and northwesterly on trunk highway No. 61 to junction with interstate route No. 94 in St. Paul thence on interstate route No. 94 through St. Paul and Minneapolis and northwesterly to junction with interstate route 694 and trunk highway No. 169 in Brooklyn Center; thence northerly and northwesterly on trunk highway No. 169 to junction with Hennepin county state aid highway No. 12 at Champlin; thence northwesterly on county state aid highway No. 12 to junction with Wright county state aid highway No. 36 at Dayton; thence northwesterly on county state aid highway No. 36 to junction with trunk highway No. 101; thence northerly on trunk highway No. 101 to junction with Wright county state aid highway No. 39; thence northwesterly on county state aid highway No. 39 to junction with interstate route No. 94 at Monticello; thence northwesterly on interstate route No. 94 to junction with trunk highway No. 152 in St. Cloud; thence northerly on trunk highway No. 152 to junction with Stearns county state aid highway No. 1; thence northwesterly on county state aid highway No. 1 to north Stearns county line; thence northwesterly on Morrison county state aid highway No. 21 to junction with Morrison county state aid highway No. 25; thence northerly on county state aid highway No. 25 to junction with Morrison county highway No. 224 thence northerly on county highway No. 224 bypassing the city of Little Falls to the west to junction with Morrison county highway No. 213; thence northerly on county highway No. 213 to junction of trunk highway No. 115 and the southern boundary of Camp Ripley; thence easterly on trunk highway No. 115 to junction with trunk highway No. 371; thence northerly and northeasterly on trunk highway No. 371 to junction with trunk highway No. 210; thence northeasterly and easterly on trunk highway No. 210 to junction with trunk highway No. 65; thence northerly on trunk highway No. 65 to junction with trunk highway No. 2; thence northwesterly and westerly on trunk highway No. 2 to junction with trunk highway No. 71, a point common to the continuation of the route to the Canadian border and to "The Source" at Lake Itasca; the description of the route to "The Source" follows subsequently; thence northerly and northeasterly on trunk highway No. 71 through Beltrami; Itasca and Koochiching counties to junction with trunk highway No. 53 in International Falls; thence northerly on trunk highway No. 53 to the Canadian border; being a point of connection to the Canadian province of Ontario and there terminating.

Subd. 2. The location of the great river road, route to "The Source" is as follows:

Beginning at the junction of trunk highway No. 2 and trunk highway No. 71, thence southerly and westerly on trunk highway No. 71 to junction with Hubbard county state aid highway No. 48 at an entrance to Itasca state park; thence northwesterly into the park on Hubbard county state aid highways No. 48 and No. 1 to junction with Clearwater county state aid highway No. 38 in Itasca state park; thence on Clearwater county state aid highway No. 38 to "The Source"; thence continuing on Clearwater county state aid highway No. 38 to the north entrance of Itasca state park at or near junction with trunk highway No. 200 and there terminating.

Subd. 3. The commissioner of highways shall designate, establish, locate and mark as an alternate route of the great river road, the highways now existing along the following described route:

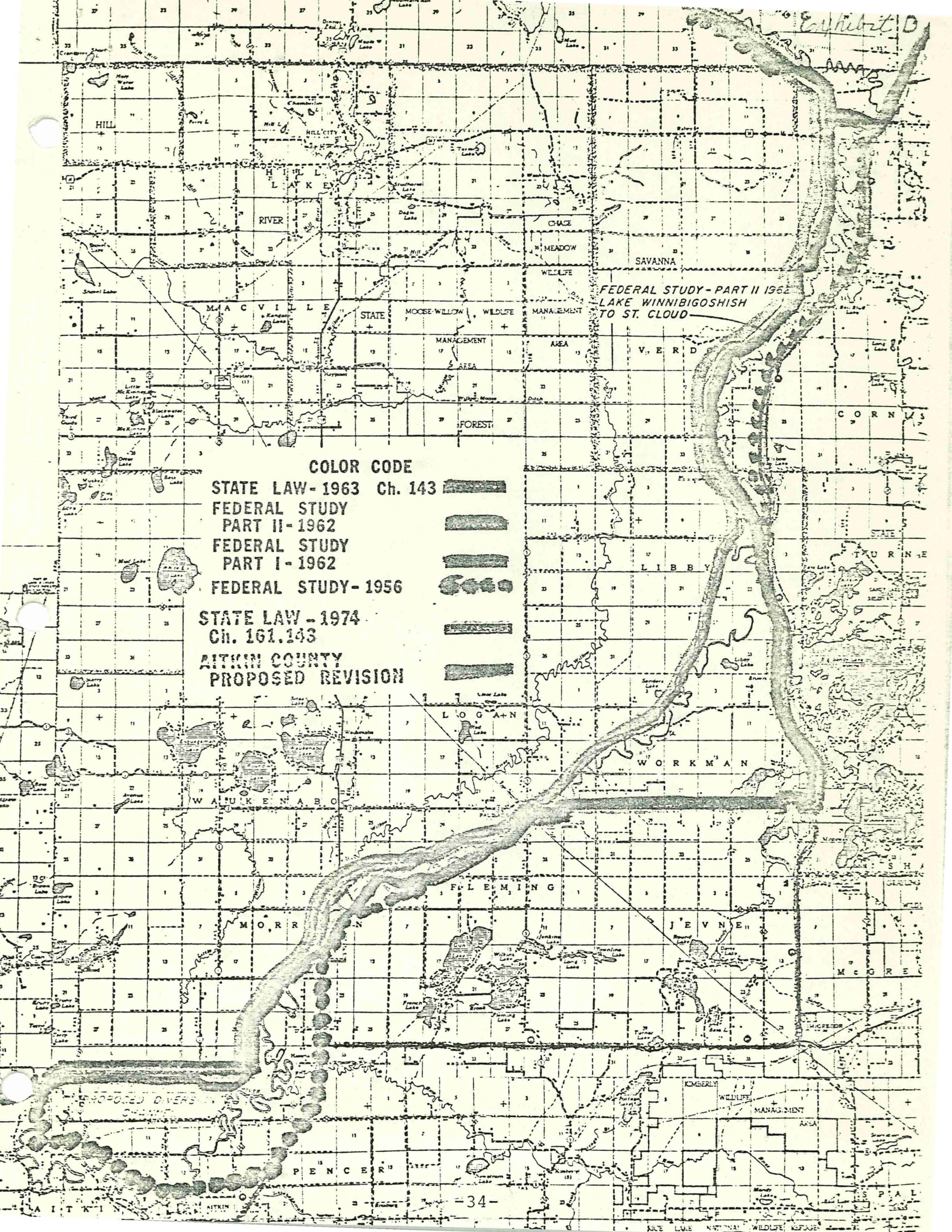
Beginning at the north entrance of Itasca state park at or near the junction of Clearwater county state aid highway No. 38 and trunk highway No. 200; thence northwesterly on trunk highway No. 200 to junction with trunk highway No. 92; thence northerly on trunk highway No. 92 to junction with Clearwater county state aid highway No. 5 at or near the village of Clearbrook thence northerly on Clearwater county state aid highway No. 5 to the Clearwater crossing thence easterly and northeasterly on Red Lake Indian service road No. 3 to junction with trunk highway No. 1; thence northerly on trunk highway No. 1 to northerly junction with trunk highway No. 89; thence northerly, northwesterly, westerly and northerly on trunk highway No. 89 to junction with trunk highway No. 11; thence easterly and northeasterly on trunk highway No. 11 to junction with trunk highway No. 313; thence northwesterly on trunk highway No. 313 to the Canadian border; being a point of connection to the Canadian province of Manitoba; and there terminating.

Subd. 4. Funds shall not be expended on the alternate routes provided for by subdivision 3 except to the extent of any surplus in funds provided for the route designated in subdivisions 1 and 2, or as provided by agreement with the United States government.

[1974 c 34 s 1]



Exhibit D



FEDERAL STUDY - PART II 1962  
LAKE WINNIBIGOSHISH  
TO ST. CLOUD

**COLOR CODE**

STATE LAW - 1963 Ch. 143	[Solid black box]
FEDERAL STUDY PART II - 1962	[Horizontal lines box]
FEDERAL STUDY PART I - 1962	[Dotted box]
FEDERAL STUDY - 1956	[Wavy lines box]
STATE LAW - 1974 Ch. 161.143	[Horizontal lines box]
AITKIN COUNTY PROPOSED REVISION	[Horizontal lines box]



MINNESOTA MISSISSIPPI RIVER PARKWAY COMMISSIONFINANCIAL STATEMENTF.Y. 1976  
Actual

AID.	960047	Legis Miss River Pkwy Comm	
	0	Personal Services	
	02	Part Time Employees	572
	06	Emplr Retire Contrib	63
TOTAL	-	0	635
	1-2	Expense/Contract SVS	
	15	Non-St Emp SVS Cntr	479
	21	Travl/Subsitnc In-St	4,628
	22	Travl/Subsis Out-St	980
TOTAL	-	1-2	6,087
	7	Clms/Grnts/Shrd RFVN	
	73	Contrib/Bounts/RFWRD	2,000
TOTAL	-	7	2,000
TOTAL	-	AID. 960047	8,722
TOTAL		Dept 51-700	8,888
			8,722



MISSISSIPPI RIVER PARKWAY COMMISSION  
Financial Statement

FISCAL YEAR ENDING JUNE 30, 1977

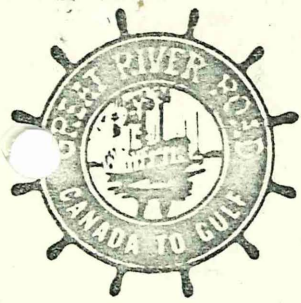
Balance carried over from FY 76.....\$5,277.40

Expenditures:

Travel (members)	2,885.69	
Salaries	95.07	
National Dues for FY 77	<u>2,000.00</u>	
		<u>4,980.76</u>

Balance as of October 21, 1976.....\$ 296.64





# Mississippi River Parkway Commission

## THE GREAT RIVER ROAD ASSOCIATION

Pilot  
PAUL B. BENHAM, JR.  
Drawer 477  
Marianna, Arkansas 72360

Pilot Pro-Tem  
VICTOR JUDE  
Maple Lake, Minnesota 55358

Secretary  
F. ROBERT EDMAN  
W-3173 First National Bank Bldg.  
St. Paul, Minnesota 55101

Treasurer  
WILLIAM R. LOGAN  
Silex, Missouri 63377

October 25, 1976

Exhibit G

The National Mississippi River Parkway Commission Board of Directors, during its meeting September 28, 1976 in St. Louis, Missouri, approved a State annual assessment increase from \$2,000.00 per year to \$5,000.00 per year. At this time, I would like to formally notify you of this increase effective July 1, 1977 and request that you notify the Governor's office, your state budget agency and the appropriate legislative committees of this action.

The Board of Directors was reluctant to approve this first increase in our history but various factors made such action both necessary and reasonable. Although in 1976 we were able to obtain release of \$80 million contained in the 1973 Federal Highway Act for development of the Great River Road, it was necessary to expend almost all our accumulated surplus resources in doing so. This \$80 million will be shared by all the Mississippi River States and will be used to start work on improving the Great River Road. Unfortunately, this \$80 million will not be sufficient to complete the project.

Our number one objective now must be to obtain the additional \$78.5 million contained in the 1976 Federal Highway Act for the Great River Road and to extend the current authorization. With these additional funds the states will be able to develop a Great River Road parkway system that preserves the Mississippi River and its history, while improving each state's economy through strengthening of its tourism industry.

In order to accomplish this objective, however, we will need to conduct an aggressive effort directed towards increasing support and awareness of the Great River Road concept and value. Although we have tightened our budget and obtained the voluntary services of many individuals, our expenses continue to mount. We have been able to reduce our meeting and travel expenses, for example, but present economic conditions have caused a substantial increase in the cost of routine business operations.



October 25, 1976

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I hope your state will look favorably upon this assessment increase. If you look at the past and future return of your yearly assessment, I am convinced that you will view the assessment as a small investment which will produce long term and definite gains.

If you need any additional documentation to support this assessment increase, please contact the National Secretary's office at your earliest convenience.

Sincerely,

Paul J. Benham, Jr.  
MRPC Pilot

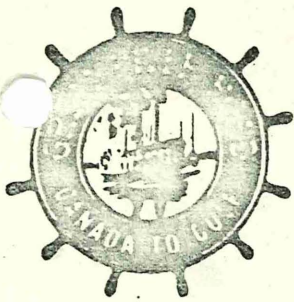
PJB/srw

P.S. Attached is a copy of the combined 1977 budget.



# Mississippi River Parkway Commission

## THE GREAT RIVER ROAD ASSOCIATION



Pilot  
PAUL B. BENHAM, JR.  
Drawer 477  
Marianna, Arkansas 72360

Pilot Pro-tem  
VICTOR JUDE  
Maple Lake, Minnesota 55358

Secretary  
I. ROBERT EDMAN  
W-3173 First National Bank Bldg  
St. Paul, Minnesota 55101

Treasurer  
WILLIAM R. LOGAN  
Silex, Missouri 63377

### 1977 ~~Proposed~~ Budgets

*Approved*  
9/28/76

	1976 MRPC & GRRA Budget	1977 MRPC Proposed Budget	1977 GRRA Proposed Budget
<u>INCOME</u>			
Balance Brought Forward (from preceding year)	\$ 14,890.70	\$ 2,640.70	---
State Dues	20,000.00	35,000.00	---
Membership Dues	8,500.00	---	\$ 10,000.00
Miscellaneous	250.00	250.00	250.00
<b>TOTAL INCOME</b>	<b>\$ 43,640.70</b>	<b>\$ 37,890.70</b>	<b>\$ 10,250.00</b>
<u>EXPENSES</u>			
Annual Convention	\$ 1,000.00	---	---
Board Meetings	4,000.00	\$ 5,000.00	---
Committee Expenses	8,500.00	---	---
Executive	---	2,500.00	---
Legislative	---	---	\$ 4,000.00
Pilot -			
Office Expenses	1,800.00	1,800.00	---
Travel & Entertainment	3,600.00	3,600.00	---
Secretary -			
Office Expenses	5,000.00	8,000.00	---
Travel & Entertainment	1,000.00	6,000.00	---
Treasurer	100.00	100.00	---
Promotion & Publicity	5,000.00	5,000.00	---
Postage & Supplies	2,000.00	2,000.00	---
Membership Program	5,500.00	---	6,250.00
Telephone	2,000.00	2,000.00	---
Insurance & Legal	500.00	1,000.00	---
Petty Cash	100.00	100.00	---
Membership Dues	400.00	400.00	---
Miscellaneous	500.00	250.00	---
<b>TOTAL EXPENSES</b>	<b>\$ 41,000.00</b>	<b>\$ 37,750.00</b>	<b>\$ 10,250.00</b>
<b>BALANCE</b>	<b>\$ 2,640.70</b>	<b>\$ 140.70</b>	<b>---</b>



MINNESOTA MISSISSIPPI RIVER PARKWAY COMMISSIONBUDGET FY 1978 & 1979

		Agency Req. F.Y. 1978 Same	Agency Req. F.Y. 1979 Same
AID. 650606 Legis-Miss River Pkway CMSN			
0 Personal Services			
02 Part Time Employees		1,234	1,234
06 Emplr Retire Contrib		166	166
TOTAL - 0		1,400	1,400
1-2 Expense/Contract SVS			
14 Printing & Binding			
15 Non-St Emp SVS Cntr		100	100
20 Communications			
21 Travel/Subsitnc In-St		100	100
22 Travel/Subsis Out-St		3,400	3,400
29 Other Contract SVS			
TOTAL - 1-2		3,600	3,600
7 CLMS/GRNTS/SHRD Revn			
73 Contrib/Bounts/Rewrd			
TOTAL - 7		5,000	5,000
9 Redistributed SVS			
90 Redistributed SVS			
TOTAL - 9			
TOTAL AID. 650606		10,000	10,000



Authorization of State Commission - Laws of 1963, Chapter 875

(a) Establishment

The Mississippi River Parkway Commission of Minnesota was established by Minnesota Statutes of 1963, Chapter 875 (repealing) Minnesota Statutes of 1961, Sec. 161.142, Subdivision 1).

(b) Function

The Minnesota Commission is directed within policies of the state and in the best public interest for the promotion of public safety, recreation, travel, trade, and general welfare of the people, to cooperate with the federal government and with the National Mississippi River Parkway Commission. It is to carry out such policies, and to aid in the promotion and securement of a scenic parkway and highway for the State of Minnesota, and to aid in securing the location of federal parks within Minnesota. Finally, it is to work toward the planning, construction, maintenance, and improvement of the Great River Road or Mississippi River Parkway which is to follow generally the course of the Mississippi River and extend from Canada to the Gulf of Mexico.

The state commission is an affiliate of the National Mississippi River Parkway Commission.

(c) Membership

Originally, the Minnesota Commission was composed of nine members: three members appointed by the Governor, three state senators and three state representatives. Ex-officio members of the Commission are the commissioners of the highway department and natural resources department, and the director or the Minnesota Historical Society.

A 1971 amendment to the Laws of 1969, Chapter 653, increased membership of the Mississippi River Parkway Commission of Minnesota from nine to ten by including the Commission's appointed secretary as the tenth member.

(d) Authority

The 1971 amendment also gave the Commission authority to review the programs of the various interstate compacts and commissions involved in water and land use activities along the Mississippi River in Minnesota and report to the Legislature biennially any duplication of programs and funding as well as its recommendations for new legislation.

(e) Financing

Laws of 1967, Extra Session Chapter 48, Section 2, Subdivision 8, authorized a \$5,000 appropriation to the Minnesota Commission for fiscal years 1968 and 1969. That amount has remained the same in the subsequent fiscal years as the appropriation to the Commission.

(f) Dues to the National Commission

Initially, the Minnesota Commission was authorized to pay an annual fee of not to exceed \$1,000 for its share of the planning program of the National Parkway Commission. That \$1,000 ceiling, however, was lifted by the 1971 amendment to the State Laws of 1969 so that the Minnesota Commission is now permitted to pay its equal share of the planning program of the National Commission.



MISSISSIPPI RIVER PARKWAY COMMISSION

Membership  
1975-77

SENATORS

The Honorable Lew W. Larson  
State Senator  
Mabel, Minnesota 55954

The Honorable Roger Laufenburger  
State Senator  
Main Street  
Lewiston, Minnesota 55952

The Honorable Gerald L. Willet  
State Senator  
207 Mill Road  
Park Rapids, Minnesota 56470

GOVERNOR'S APPOINTEES

Mr. Victor N. Jude  
Maple Lake,  
Minnesota 55358

Mr. Jacob A. Nordberg  
Jacobson,  
Minnesota 55752

Mr. George F. Vogel  
HOLST, VOGEL, ERDMANN & VOGEL  
Gladstone Building  
Red Wing, Minnesota 55066

REPRESENTATIVES

The Honorable Bob McEachern  
State Representative  
601 N. Walnut Street  
St. Michael, Minnesota 55376

The Honorable Joseph T. Niehaus  
State Representative  
Rural Route 3  
Sauk Centre, Minnesota 56378

The Honorable John J. Sarna  
State Representative  
2837 Ulysses  
Minneapolis, Minnesota 55418

EXECUTIVE SECRETARY

Mr. F. Robert Edman  
W-3173 First National Bank Bldg.  
St. Paul, Minnesota 55101

EX OFFICIO

Commissioner of Highways

Director of Historical Society

Commissioner of Natural Resources

OFFICERS

- \* Chairman - Mr. Victor N. Jude
- \* Vice Chairman - Mr. George F. Vogel
- \* Secretary - Mr. F. Robert Edman
- \* Treasurer - Senator Lew W. Larson



NATIONAL MISSISSIPPI RIVER PARKWAY COMMISSION

Executive Committee

PILOT	-	Paul B. Benham, Jr. Drawer 477, Mariana, Arkansas 72360
* PILOT PRO-TEM	-	Victor N. Jude Maple Lake, Minnesota 55358
* SECRETARY	-	F. Robert Edman W-3173 First National Bank Bldg., St. Paul, Mn. 55101
TREASURER	-	W. R. Logan Silex, Missouri 64477
CO-PILOT, DIST. I	-	H.A.L. Tibbetts Box 129, Fort Frances, Ontario
CO-PILOT, DIST. II	-	Charles Millham River Park Lane, Guttenberg, Iowa 52052
CO-PILOT, DIST. III	-	F. E. Robinson P.O. Box 546, Jefferson City, Missouri 65101
CO-PILOT, DIST. IV	-	Porter C. Young Box 340, Helena World, Helena, Arkansas 72342

\*Also members of the Minnesota Mississippi River Parkway Commission.



The Minnesota Mississippi River Parkway Commission held or was represented at the following meetings during the 1975-76 Interim:

Organizational Meeting  
June 30, 1976

St. Paul, Minnesota  
State Office Building

Commission Meeting  
August 12, 1975  
(In conjunction with the National  
MRPC Annual Meeting)

International Falls, Minnesota  
Holiday Inn

Mississippi River State Highway  
Directors Meeting  
September 24, 1975

St. Louis, Missouri  
Bel Air Hilton

Commission Meeting  
January 16, 1976  
(Relocation of GRR in Aitkin County  
and Federal Legislation)

St. Paul, Minnesota  
State Office Building

Iowa-Wisconsin-Minnesota Meeting  
April 30-May 1, 1976  
Great River Conference

LaCrosse, Wisconsin  
Ramada Inn

Commission Meeting  
May 28, 1976  
(GRR Single Route Issue)

St. Paul, Minnesota  
State Office Building

Mississippi River State  
Highway Directors Meeting  
July 19-20, 1976

Washington, D. C.  
Hotel Washington

Iowa-Wisconsin-Minnesota Delegations  
July 27, 1976  
Route Dispute

St. Paul-Mpls. International  
Airport

National MRPC Annual Meeting  
September 26-28, 1976

St. Louis, Missouri  
Bel Air Hilton