REPORT OF THE

MISSISSIPPI RIVER PARKWAY COMMISSION OF MINNESOTA



Submitted to

THE LEGISLATURE OF THE STATE OF MINNESOTA

February, 1965



LEGISLATIVE REFERENCE LIBRARY STATE OF MINNESOTA

MEMBERSHIP

Senator Vernon S. Hoium 4163 N.E. Stinson Blvd. Minneapolis 21, Minnesota

Senator Clarence G. Langley 615 Maple Street Red Wing, Minnesota

Senator C. C. Mitchell 608 - 2nd Street Princeton, Minnesota

Mr. James W. Clark Department of Business Development 160 State Office Building St. Paul 1, Minnesota Representative Charles L. Halsted 103 - 5th Avenue N.E. Brainerd, Minnesota

Representative Robert Mahowald 1540 Sixth Avenue No. St. Cloud, Minnesota

Representative Virginia Torgerson 709 Washington Winona, Minnesota

Mr. Julius Anderson Warroad, Minnesota

Mr. Lyle Caughey 1729 Birch Lane Bemidji, Minnesota

EX OFFICIO

Commissioner of Conservation Commissioner of Highways Director of the Historical Society

OFFICERS

Charles L. Halsted - - - - Chairman C. C. Mitchell - - - Vice Chairman Mrs. Virginia Torgerson - - Secretary

> Harold E. Olson, Executive Secretary

Research assistance, secretarial staff and meeting room facilities were provided through the Legislative Research Committee.

RECOMMENDATIONS

- 1. THE SCENIC EASEMENT APPROPRIATIONS BILL S. 1672 REQUESTING \$2,000,000 FOR EACH OF THE FISCAL YEARS ENDING JUNE 30, 1964, AND JUNE 30, 1965, SHOULD BE AMENDED TO READ FOR THE FISCAL YEARS OF 1965 AND 1966. POSSIBLY THE BILL SHOULD ALSO BE AMENDED TO PROVIDE THAT THE FUNDS SHOULD COME FROM THE GENERAL FUND RATHER THAN THE HIGHWAY FUND SO AS TO OVERCOME THE OBJECTION OF REX M. WHITTON, FEDERAL HIGHWAY ADMINISTRATOR, IN THIS REPECT. SUPPORT SHOULD ALSO BE SOLICITED FROM THE TEN MEMBER STATES.
- 2. THE NORTHWEST ANGLE BILL S. 2521 PROVIDING FOR AN ACCESS HIGHWAY TO THE NORTHWEST ANGLE AND AUTHORIZING THE SECRETARY OF COMMERCE TO PAY MINNESOTA'S SHARE OF THE COST OF SUCH HIGHWAY SHOULD BE REINTRODUCED AND SUPPORT SOLICITED FROM THE TEN MEMBER STATES. POSSIBLY THIS BILL SHOULD BE AMENDED TO SPECIFY THAT ANY FEDERAL FUNDS WOULD COME FROM THE FEDERAL TREASURY AND NOT THE HIGHWAY TRUST FUND.
- 3. ACTIVE SOLICITATION OF FINANCIAL ASSISTANCE FOR THE PROMOTION AND DEVELOPMENT OF THE GREAT RIVER ROAD FROM THE TWENTY-FOUR COUNTIES LYING ADJACENT THERETO SHOULD BE CONTINUED.
- 4. ACTIVE SOLICITATION FOR THE FURTHER USE OF THE SCENIC EASEMENT TAX DELINQUENT FORMS SHOULD BE CONTINUED.
- 5. THE GREAT RIVER ROAD SIGNS AND MARKERS MANUAL SHOULD HAVE LEGISLATIVE APPROVAL WHEN SAID MANUAL IS RECEIVED.
- 6. FULL COOPERATION SHOULD BE EXTENDED TO THE U.S. CORPS OF ENGINEERS IN THE PROMOTION AND DEVELOPMENT OF THEIR LANDS ALONG THE RIVER.
- 7. EVERY EFFORT SHOULD BE MADE TOWARD THE IMPLEMENTATION OF T. H. ROWELL'S ELEVEN POINT PROGRAM.
- 8. ADVANTAGE SHOULD BE TAKEN OF THE FEDERALLY ENACTED LAND AND WATER CONSERVATION FUND ACT OF 1963 (H.R. 3846) UNDER WHICH CONGRESS CAN MAKE APPROPRIATIONS TO PROVIDE URGENTLY NEEDED PUBLIC OUTDOOR RECREATION AREAS AND FACILITIES. STATES AND CERTAIN FEDERAL AGENCIES ARE ELIGIBLE TO RECEIVE MONEY FROM THIS FUND. STATES MAY ALSO ALLOCATE PORTIONS OF THE MONEY THUS RECEIVED TO THEIR POLITICAL SUBDIVISIONS FOR LOCAL RECREATION PROJECTS WHICH ARE IN ACCORD WITH THE STATEWIDE PLAN.

9. IN ORDER THAT THE PROMOTION AND DEVELOPMENT OF THE MANY PROJECTS INITIATED AND PROGRAMMED BY THE MISSISSIPPI RIVER PARKWAY COMMISSION OF MINNESOTA DURING THE PAST TWO YEARS BE EFFECTIVELY CONTINUED AND EXECUTED, AND IN ORDER THAT THE EXPERIENCE ACQUIRED BY THE MEMBERS OF THIS COMMISSION, THE PAST TWO YEARS CAN BE FULLY REALIZED, THIS COMMISSION RESPECTFULLY RECOMMENDS THAT CONSIDERATION BE GIVEN TO THE REAPPOINTMENT OF AS MANY AS POSSIBLE OF THE PERSONNEL OF THE PRESENT COMMISSION.

YOUR COMMISSION FEELS THAT IT CAN ASSIST MATERIALLY IN ATTAINMENT OF THESE OBJECTIVES, SO RESPECTFULLY REQUEST AN APPROPRIATION OF \$10,000 FOR THE NEXT BIENNIUM.

RESPECTFULLY SUBMITTED,

CHARLES H. HALSTAD, CHAIRMAN

REPORT OF THE MINNESOTA STATE LEGISLATURE OF THE MISSISSIPPI RIVER PARKWAY COMMISSION OF MINNESOTA

The Mississippi River Parkway Commission of Minnesota was established by a Legislative act under Chapter 875, S.F. 284, Laws of Minnesota, 1963.

BUDGET REQUEST

The Mississippi River Parkway Commission of Minnesota requests an appropriation of \$10,000 for the 1965-67 biennium.

This is a request for the same amount that was appropriated by the Minnesota Legislature two years ago from the Trunk Highway Fund.

The appropriation is necessary to effectively continue the work of the Commission and will be used for the following purposes:

	1965-66	1966-67
Dues to the National Mississippi River Parkway Commission		\$1,000
Travel and subsistence for Commission members and staff	3,500	3,500
Supplies and Expense	500	500
	\$5,000	\$5,000
Total for biennium	\$10,0	000

According to the law, the Commission is composed of nine members: three are Senate members appointed by the committee on committees, namely Senator Vernon Hoium of Minneapolis; Senator Clarence G. Langley of Red Wing; and Senator C. C. Mitchell of Princeton; three are members of the House of Representatives appointed by the Speaker of the House, namely Representative Charles L. Halsted of Brainerd; Representative Robert Mahowald of St. Cloud; and Representative Virginia Torgerson of Winona; three are appointed by the Governor. Gov-

ernor Karl F. Rolvaag appointed, namely J. W. Clark of St. Paul; Julius Anderson of Warroad; and Lyle Caughey of Bemidji.

The Commissioner of Highways, James C. Marshall, the Commissioner of Conservation, Wayne Olson, and the Director of the Minnesota Historical Society, Russell W. Fridley are ex-officio members of the Commission.

The Commissioner of Highways has designated Harold E. Olson, Staff Assistant, of the Department of Highways, and the Commissioner of Conservation has designated U. W. Hella, Director, Division of State Parks, to advise with and assist the Commission in carrying out its functions and duties.

The first meeting of the Commission was an organizational meeting held during the 24th Annual Meeting of the National Mississippi River Parkway Commission held at the Radisson Hotel in Minneapolis, July 21, 1963. At this meeting the officers of the Mississippi River Parkway Commission of Minnesota were elected as follows:

Representative Charles L. Halsted, Chairman

Senator C. C. Mitchell, Vice Chairman

Representative Virginia Torgerson, Secretary

Minutes of the succeeding meetings held by the Mississippi River Parkway Commission of Minnesota are as follows:

Pages	1	thru	34
Pages	1	thru	8
Pages	1	thru	8
Pages	1	thru	16
Pages	1	thru	7
Pages	1	thru	3
Pages	1	thru	5
Pages	1	thru	8
	Pages Pages Pages Pages Pages Pages	Pages 1 Pages 1 Pages 1 Pages 1 Pages 1	Pages 1 thru

The route of the Great River Road in Minnesota was established by the Legislature under H.F. 166.

An Alternate Route of the Great River Road from Blackduck to Warroad was established by the Legislature under H.F. 176.

At the August 26, 1963 meeting a resolution was adopted requesting that our members in Congress aid and support the scenic easement appropriations Bill No. S. 1672.

A motion was also adopted for the payment of dues by Minnesota to the National Mississippi River Parkway Commission for the year 1961 in the sum of \$1,000; the sum of \$1,000 for the year 1962; and the sum of \$1,000 for the year 1963, a total sum of \$3,000.

On October 30, 1963, a meeting was held at the State Capitol. At this meeting a motion was adopted naming Harold E. Olson, as Executive Secretary of the Mississippi River Parkway Commission of Minnesota, and authorizing him to meet with each of the twenty-four county boards of those counties lying along the Great River Road to explain the County law H.F. 177, approved and filed April 5, 1963, which permits each of these counties to provide a sum up to \$2,000 annually to the Mississippi River Parkway Commission of Minnesota for the promotion and development of the Great River Road, and to explain the strip maps incorporated in the two reports "Recommendations for Land Acquisition, Scenic Easement and Control of Access for that Portion of the Great River Road in Minnesota", prepared by the Consultants from the Bureau of Public Roads and the National Park Service.

To date Mr. Olson has met with twelve County Boards. The Counties of Crow Wing and Clearwater have made contributions to the Parkway Commission for use in the promotion and development of the Mississippi River Parkway, and the Village of Baudette has contributed \$1,700 to the Minnesota Parkway Commission.

Also as part of the County cooperation, Dakota County has set aside \$8,000 for the promotion and development of the Parkway. Houston County is developing a large recreational area along the Parkway route and Anoka County is proposing acquisition and development of an 85.0 acre tract at the west limits of the City of Anoka along the Mississippi River. Aitkin County has de-

veloped canoe routes, trails and camp sites along the Mississippi River from the north county line southerly to Aitkin.

Executive Secretary Harold E. Olson submitted Urban and Rural Scenic Easement forms prepared by the Attorney General's office which are to be used in the acquisition of scenic easements along private property.

Also submitted was an easement form pertaining to the reservation of right of way and scenic easements on tax forfeited lands lying along the route of the Great River Road. These forms would be executed by the Board of County Commissioners of counties having such tax forfeited lands. The counties of Aitkin and Itasca have already made use of this form.

Upon the request of the Mississippi River Parkway Commission of Minnesota, Commissioner James C. Marshall requested approval of the Bureau of Public Roads for \$100,000 of Federal funds which was later increased to \$150,000. These 100% Federal funds are made available under Sections 108 and 319, Title 23, U.S. Code 131, as amended, and are for the acquisition of Scenic Easements, Historic Sites, Recreational Areas and Wooded Bluff faces along the route of the Great River Road. The first section of the river route to be programmed for such acquisition would be from La Crescent to the Iowa state line and would be in conformity with the following print "Parkway Land Controls in Rural Areas."

On February 19, 1964, a resolution was submitted to our Congressmen requesting their support of Bill No. S. 2521, to consent to an agreement between the State of Minnesota and the Province of Manitoba, Canada, providing for an access highway to the Northwest Angle in the State of Minnesota, and to authorize the Secretary of Commerce to pay Minnesota's share of the cost of such highway.

No action was taken on this bill so it is recommended that it be reintroduced and support for its enactment secured from the ten river states.

At the December 12, 1963 meeting, a report was received on the "Great River Road Signs and Markers Manual" which would provide for uniformity in the marking of all parking areas, historic sites, access roads, and other such areas, along the parkway route throughout the ten states and the two

Provinces of Canada. Minnesota has received a great deal of favorable attention throughout this publication and the finalized manual will soon be ready for distribution to the Highway Departments of the ten states and two provinces.

Although the concept of a Mississippi River Parkway was fostered by private interests and representatives of the ten State Governments as early as 1936, first recognition at the Federal level came in 1949 with a congressional appropriation of \$250,000 for studies by The National Park Service and the U.S. Bureau of Public Roads to determine the feasibility of the proposal.

Section 14 of the 1954 Federal Aid Highway Act designated the Mississippi Parkway as the "Great River Road" extending from the Gulf of Mexico to the Canadian border and authorized the Bureau of Public Roads to expend up to \$250,000 for the purpose of expediting the interstate planning and coordination of a continuous Great River Road in conformity with The Joint Report submitted to Congress in 1951.

Under the plan recommended for consideration a Mississippi River Parkway could be developed and administered by The Highway Departments of the Valley States in cooperation with the Federal Government.

Under the recommended plan existing highways are to be used to a substantial degree. These would be gradually improved with regular apportionments under the Federal Aid Highway Act. Additional Federal Aid would be required for the treatment needed to convert the conventional highway into a parkway type of development.

Under this concept, the essential features may be briefly described as follows:

- Roadway design must be adequate for the traffic which will be served.
- 2. An adequate basic width of right-ofway to accommodate the design must be provided.
- The basic right-of-way width is to be supplemented by acquisition of scenic easements, and by limited or controlled access.
- 4. Additional rights-of-way are to be acquired for roadside rest areas and to provide access to places of historic and scenic interest, including necessary parking facilities.

In the concluding paragraph of his letter of October 30, 1951—transmitting the report on The Great River Road to Congress, Thomas McDonald, then Commissioner, Bureau of Public Roads, made this statement:

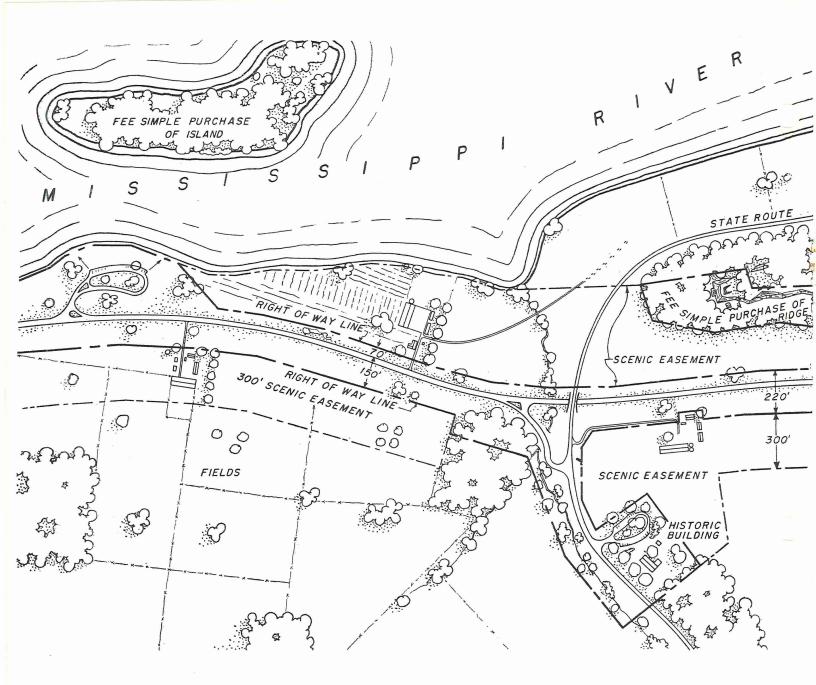
"The survey has indicated that there would be much value in a parkway develop-ment along the Mississippi River. The development would directly benefit 10 States which comprise a large central section of the country, but the Mississippi River possesses national interest and a parkway along it would have national significance. It appears doubtful that such a development would be undertaken by the 10 river States unless real interest is shown in the project by the Federal Government. We believe the parkway development is feasible under the cooperative plan described herein, and we recommend that consideration be given to legislation which would provide Federal aid to accomplish it."

April 24, 1959, Minnesota's Legislature adopted Chapter 411—H.F. 1112, an act relating to The Great River Road, providing for the establishment, construction, maintenance and development of The Great River Road, the acquisition and development of areas adjacent thereto and appropriating money therefore.

In line with this concept hearings on S. 1672—introduced by Senator Hubert H. Humphrey were held on May 22, 1964, before the Subcommittee on Highways of The Senate Committee on Public Works. On July 1, 1964—the Subcommittee voted to delay action on S. 1672 pending completion of a study to determine the feasibility of a Nation-wide "System of Scenic Roads and Parkways".

Prominent among those who testified in support of S. 1672 were Senator Gaylord Nelson of Wisconsin and Mr. Harvey Grasse, Chairman of The Wisconsin Highway Commission. The latter expressed the position of the State Highway Departments in the following statement which relates to scenic easements and financing under Section 319—U.S. Code 23—Highways:

"Wisconsin together with the other States, is so hard pressed for construction funds that it cannot afford to use the 3 percent for any other purposes. The 3 percent is not additional Federal aid; it is merely a permitted use of regular apportionments for



PARKWAY LAND CONTROLS IN RURAL AREAS

HYPOTHETICAL DRAWING TO ILLUSTRATE VARIABILITY OF PARKWAY LAND TAKINGS SO AS TO PROVIDE:

- I- A DEVELOPMENT WIDTH OF 220 FEET WITH SPACE FOR WIDENING OF PAVEMENT IF NECESSARY IN THE FUTURE.
- 2- CONTROL OVER THE SIGHTLINESS OF RURAL SCENERY BY MEANS OF EASEMENTS, SO THAT LANDS COULD CONTINUE IN PRESENT OWNERSHIP AND REMAIN IN USE AS FARMS.
- 3- OUTRIGHT PURCHASE OF OCCASIONAL HISTORIC SITES WOODED ISLANDS, SWAMPS, BLUFF FACES, AND MARGINAL LANDS.

roadbuilding. Every bit of our Federal-aid funds must be carefully husbanded and, even so, our available funds are far short of meeting our current construction needs."

On September 8, 1964, Senator Nelson introduced S. 3173, which would appropriate Federal funds to assist the States in the acquisition of scenic easements. Incidentally, Wisconsin has made substantial progress in purchasing these interests in lands adjacent to their portion of The Great River Road. Using about 4% of the proceeds from their one-cent cigarette tax—beginning in 1961, they have now acquired upwards of 200 miles.

As Commissioner Grasse points out Section 319—Title 23, U.S. Code—Highways—is not the answer, since it has the effect of reducing the amount of Federal Aid available for construction.

In his speech introducing S. 3173, Senator Nelson said, "The Great River Road is a prototype of what can be done".

Minnesota's Legislature expressed it well in a resolution dated March 1, 1963, in which it memorialized Congress to assist in the development of The Great River Road. The Mississippi River Parkway Commission of Minnesota believes very strongly that Federal assistance in financing the acquisition of scenic easements—(appropriations to be made from general funds rather than The Highway Trust Funds) is essential. During the past biennium this Commission has vigorously sought necessary legislation at the National level. It is proposed to cooperate closely with Wisconsin as well as other Valley States in the attainment of these objectives.

Now that there is general public discussion of the feasibility of a National System of scenic roads and parkways your Commission is convinced that the development of The Great River Road in accordance with the basic concept previously described may well serve as a prototype, model, pattern and guide for a National System of Scenic Roads and Parkways.

The Great River Road has the advantage of many years of planning. It is ready to go. It should not be deferred, but—on the contrary—should be accelerated, since experience gained here will be invaluable in planning similar facilities elsewhere in the country.

RESOLUTIONS ADOPTED AT THE MEETING OF DISTRICT No. 1 AND DISTRICT No. 2 MEETING HELD AT CASSVILLE, WISCONSIN April 10, 1964

RESOLUTION No. 1

WHEREAS: The essential features of any parkway are roadside land control and partial or full control of access and

WHEREAS: Scenic Easements or reservations are an important means to conservation and to prevent growth of undesirable roadside industries along the way and

WHEREAS: These things establish a park-like character and that higher degree of safety and comfort which marks the parkway travel and

WHEREAS: The National Park Service and the Bureau of Public Roads have stated in their report to Congress "It is in this field also that to make the project feasible, the states would require additional monetary aid from the Federal Government in order to avoid the disproportionate use of state-wide highway monies for particular project—we believe the parkway development is feasible under the cooperative plan described herein and we recommend that consideration be given to legislation which would provide Federal Aid to accomplish it".

NOW THEREFORE BE IT RESOLVED AND RECOMMENDED, that the Pilot of the Mississippi River Parkway Commission and the Executive Committee of the Mississippi River Parkway Commission—

(1) Immediately arrange for an expense paid three man Legislative Committee to proceed to Washington;

- (2) Request that each of the Governors (or alternates) of the ten states appear in Washington as members of this Committee together with such Parkway members or Civic Leaders from the various states who would be able to assume their own expense;
- (3) That one member of the Committee be delegated to remain in Washington, (or a professional lobbyist be hired) to follow up and submit periodic reports as to the progress of our bills:
- (4) Said delegate to further prepare and submit to the Annual meeting of the Mississippi River Parkway Commission to be held at St. Louis, Missouri, September 27, 28, 29, 30, 1964, a complete report as to the status of our bills together with recommendations as to how to proceed to affect congressional approval of our pending Parkway Legislation.

RESOLUTION No. 2

We recommend to the Pilot and the Executive Committee that a vote be taken at the Annual Meeting to increase the State and Province dues to the Mississippi River Parkway Commission from \$1,000 to \$2,000 Annually.

Unanimously adopted.

RESOLUTION No. 3

We recommend to the Pilot and Executive Committee that Theodore H. Rowell's Eleven Point Program be voted upon as a guide of action, at the Annual Meeting to be held at St. Louis, Missouri, September 27, 28, 29, 30, 1964.

Unanimously adopted.

RESOLUTION No. 4

We recommend to the Pilot and Executive Committee that the present method of membership solicitation be continued.

Unanimously adopted.

RESOLUTION No. 5

We recommend that a copy of the minutes of this meeting be sent to Premier Duff Roblyn of the Province of Manitoba, also to Honorable Walter Wier, Minister of Public Works, and Chairman of the Manitoba Commission, and express our regrets that he was unable to participate in the meeting of District No. 1 and District No. 2 of the Mississippi River Parkway Commission.

Unanimously adopted.

RESOLUTION No. 6

We recommend to Pilot White and the Executive Committee that only three issues of the Great River Road News be published each year and that it be printed only in two colors, green and white, also that the mailing list for the Great River Road News be checked as there seems to be considerable duplication in mailing; further, that the Commission Chairman of each state be polled as to the number of copies he wishes to have sent to him.

Unanimously adopted.

RESOLUTION No. 7

Paragraph four of Mr. J. L. Obenschain's letter to the Secretary, Harold E. Olson, on April 2, 1964, dealing with agreements or memorandums of understanding with the Corps of Engineers was recommended, the paragraph follows:

"When a similar agreement is discussed between the State of Minnesota and the Corps of Engineers, it is suggested that safety be also mentioned as well as scenic aspects. This could be brought out by adding the word 'safety' in the second line of the fourth paragraph between 'scenic' and 'purpose'. Or this could be accomplished by adding 'to provide safe travel' at the end of the third line of this paragraph. Also, it is suggested that the word 'future' be omitted in the fourth line of this paragraph." (A copy of the Wisconsin Memorandum of Understanding is attached hereto).

Unanimously adopted.

ELEVEN POINT PROGRAM

1. Quarterly business, planning meetings of the executive committee, one meeting of which could be held simultaneously with the annual meeting.

Such should be at least a day in duration and should be centrally located. Expenses should be reimbursed by State or National Parkway treasuries if necessary.

- 2. An active budget and finance committee to budget both incoming and outgoing funds. This committee would oversee the ways and means of raising funds and budget their disbursements. More funds are extremely necessary for real progress.
- 3. An active national scenic easement committee to inspire and coordinate scenic easement acquisitions with state commissions.
- 4. A budget-retained lobbyist in Washington to look after our interests there. Such a man could be chosen by a Washington visitation of the legislative or other apropos committee. Such retaining of lobbyists is common practice and assures continued attention to bills. He would be under the direction of the legislative committee, of course.
- 5. The appointment of a roadside park committee to work with national and state park agencies as well as those of the highway agencies. This committee would promote and coordinate the acquisition and development of roadside camping, boat-launching and other recreational areas.
- 6. The appointment of an organizational committee with duties including the organization of full state commissions and the maintenance of full personnel thereof. This could well be a small committee.
- 7. Active and vigorous communications between the executive committee and state commissions—keeping all state commissions well informed of accomplishments of others.
- 8. The appointment of an influential highway committee to work with the state commissions and federal highway officials on attempting to accelerate development of the officially-designated Parkway route.

- 9. The appointment of an active publicity committee to publicize to the nation the progress of the entire commission. The official Newsletter is good and could stand some real progress reports furnished by such a committee as one of its duties.
- 10. The appointment of committee on an annual basis replacing nonfunctioning chairmen and/or members who are not active or responsible during the year of office.
- 11. A brochure, simple and economical in design, setting forth our major objectives, our planning and our problems. It should be directed to those governmental agencies and/or personnel to whom we must apply for financial and other assistance. Frankly, I don't feel we are ready to promote tourist traffic on the Parkway yet, as our last brochure proposes. It gave me, at least, the impression that the Parkway was complete. A lot of vacationers influenced by the new pamphlet may become disillusioned. I also feel that future brochures should be worked out by a committee, with state commission chairmen and other executive officers being given a limited period to comment on possible brochure proof revisions.

In urging the adoption of the foregoing recommendations the Minnesota Delegation acknowledges and commends the efforts and accomplishments of previous years of the Mississippi River Parkway Commission and its twelve constituent members. It does feel, however, that Congressional action recently taken and that which is scheduled for early consideration and enactment, requires of the Commission a more positive plan and procedure than has been or can be provided through annual meetings which have been largely social in nature.

The results accruing from the recent visit to Washington, D. C. by the Federal Legislation and Appropriations Committee conclusively proves the need and efficacy of such continuous and persistent application of personal time and influence.

RESOLUTION

GREAT RIVER ROAD AND DEFENSE HIGHWAY

WHEREAS: In Section 14, of the Federal-Aid Highway Act of 1954, Public Law 350, the Congress of the United States initially recognized and established the Mississippi River Parkway, the Great River Road and Defense Highway traversing the Mississippi River Valley, in reasonable proximity to the Mississippi River from Canada to the Gulf of Mexico.

WHEREAS: The Joint Survey Report on the Mississippi River Parkway, dated November 28th, 1951 was submitted to Congress by the Secretaries of Commerce and Interior and in the Summary Letter and Recommendations in the report signed by Mr. Thomas H. MacDonald, Commissioner of the Bureau of Public Roads, and Mr. A. A. Demarey, Director of the National Park Service, we find the following recommendations:

"Many of the roadsides along the Mississippi River are today relatively clean of ribbon development, yet it can be predicted that when tourists come in greater numbers speculators will buy up frontage and ribbon development will begin unless land controls have become operative. It is imperative, therefore, to precede designation of the parkway route or any improvement work by acquisition of land controls as a preventative first step. The essential features of any parkway are roadside land control and partial or full control of access. These things establish the park-like character and that higher degree of safety and comfort which marks parkway travel. As an important means to conservation and to prevent the growth of undesirable roadside industries along the way, purchase of scenic easements or reservations is recommended as a more economical approach than outright purchase of expensive farm lands. Lands of submarginal character, such as the faces of river bluffs and swamps, are often best used as park lands and should be purchased outright.

Essentially, this program of additional treatment which would convert the selected route into a parkway type of development is a new field of activity for most of the States. Legislative authority may be required to

designate a controlled access facility of this kind and to purchase parkway lands. IT IS IN THIS FIELD ALSO THAT TO MAKE THE PROJECT FEASIBLE, THE STATES WOULD REQUIRE ADDITIONAL MONETARY AID FROM THE FEDERAL GOVERNMENT IN ORDER TO AVOID THE DISPROPORTIONATE USE OF STATEWIDE HIGHWAY MONIES FOR A PARTICULAR PROJECT, — WE BELIEVE THE PARKWAY DEVELOPMENT IS FEASIBLE UNDER THE COOPERATIVE PLAN DESCRIBED HEREIN AND WE RECOMMEND THAT CONSIDERATION BE GIVEN TO LEGISLATION WHICH WOULD PROVIDE FEDERAL AID TO ACCOMPLISH IT". (Capitalizing is ours.)

WHEREAS: On pages 10, 11, and 23 of the report we find the following:

"The essence of the parkway concept is to provide a park-like corridor which insulates the motor road from uncontrolled development along the roadsides, — It would be necessary to protect the quality of the landscape as seen from the proposed parkway. Marginal strips of wildwood, bluff faces, swamps and islands would be acquired outright and added to the right of way. Such lands are generally inexpensive and are best preserved for public purposes. Many of these areas should remain permanently undeveloped in order to provide refuge for wildlife, to further conservation of the soil, and to give man a bit of unspoiled breathing space.

"Outright purchase of the farm scene, widespread through the valley, would be unnecessary. Instead, scenic easements or reservations would be sought, averaging 300 feet wide, along both sides of the construction right of way. There would be purchased from the owner only his right to convert a certain part of his farm to residential or commercial uses. While he could not add new houses or erect billboards, paralleling pole lines, or other structures, he would continue to exercise all other privileges of ownership and in no way would be restricted in his agricultural pursuits. Neither would the public have any right to enter upon these lands for any purpose. This method of scenic conservation should result in large savings over outright purchase, retire less land from the tax rolls, and attach the pastoral views permanently to the parkway without cost to the public for maintenance.

"The acquisition of historic sites and recreational waysides is a companion step in the land control program. The additional parts of this program which would add parkway value to the river highways include some of the access features, the control of roadside development, the restoration of natural beauty, and the development of recreational and historic sites. Unquestionably, much of the mileage embraced in the proposed route will, as traffic grows, require the acquisition of controlled access features in order to handle the traffic whether a parkway project is undertaken or not. These parkway elements would need to be financed largely out of funds over and above funds now available for highway improvement in those States.'

RESOLVED: The Mississippi River Parkway Commission is in hearty accord with the above recommendations and wishes to supplement them with a recommendation that the present bill S. 1672 now before Congress providing for an appropriation of two million dollars for 1963 and two million dollars for 1964, this resolution was introduced by Senator Humphrey as S. 1672 but failed to pass in the last session of Congress, be given favorable consideration so as to permit the various states to proceed with the featural development along the Parkway.

The above Resolution was offered by Senator Hoium, seconded by Mr. Caughey and upon being put to a vote was unanimously adopted.

Copies of this resolution to be directed to our Congressional Delegation as well as to Pilot J. Lester White urging his inspiring of other State Commission's to do likewise.

There is an agreement that has been signed by the Commissioner of Highways, the Governor and the Prime Minister of Manitoba regarding the construction of a highway through Manitoba from the Minnesota border to the Northwest Angle, a distance of about 32 miles. Manitoba has made the surveys and has made the plans and everything is ready to go when—according to the agreement—Congress appropriates Minnesota's share for the cost of the road. The cost is about \$3,000,000—Minnesota's share would be 50% or \$1,500,000. It is written into the

agreement that this will go through only on the condition that Congress appropriates the money for Minnesota's share.

Senator Hoium made the motion for the resolution. Mr. Clark seconded the motion which carried.

This bill was introduced by Senator Humphrey as S. 2521 but failed to pass in the 1964 session of Congress.

RESOLUTION No. 1

WHEREAS: The essential features of any parkway are roadside land control and partial or full control of access.

WHEREAS: Scenic Easements or Reservations are an important means to conservation and to prevent growth of undesirable roadside industries along the way.

WHEREAS: These things establish a park-like character and that higher degree of safety and comfort which marks the parkway travel.

WHEREAS: The National Park Service and the Bureau of Public Roads have stated in their report to Congress, "It is in this field also that to make the project feasible, the states would require additional monetary aid from the Federal Government in order to avoid the disproportionate use of state-wide Highway monies for a particular project, — we believe the parkway development is feasible under the cooperative plan described herein and we recommend that consideration be given to legislation which would provide Federal aid to accomplish it."

NOW THEREFORE BE IT RESOLVED AND RECOMMENDED: That the Pilot of the Mississippi River Parkway Commission and the Executive Committee of the Mississippi River Parkway Commission:

- (1) Immediately arrange for an expense paid three man Legislative Committee to proceed to Washington;
- (2) Request that each of the Governors (or alternates) of the ten river states appear in Washington as members of this committee together with such Parkway members or Civic Leaders from the various states who would be able to assume their own expenses;
- (3) That one member of the Committee be delegated to remain in Washington (or a professional Lobbyist be hired) to follow-up and

submit periodic reports as to the progress of our bills:

(4) Said delegate to further prepare and submit to the Annual Meeting of the Mississippi River Parkway Commission to be held at St. Louis, September 27-28-29-30, 1964, a complete report as to the status of our bills to date together with recommendations as to how to proceed to affect congressional approval of our pending Parkway legislation.

Mr. Dru'yor then moved adoption of the resolution as amended.

Mr. Eckstein seconded the motion. Unanimously adopted.

RESOLUTION No. 2

Mr. Dru'yor: I move that we recommend to the Pilot and the Executive Committee that a vote be taken at the Annual Meeting to increase the State and Province dues to the Mississippi River Parkway Commission from \$1,000 to \$2,000 annually.

Representative Halsted: I second the motion. Motion was unanimously adopted as Resolution No. II.

Representative Halsted moved that we recommend to the Pilot and Executive Committee that Ted Rowell's eleven point program be voted upon as a guide of action, at the Annual Meeting to be held in St. Louis in September 1964.

Representative Torgerson seconded the motion which was unanimously adopted as Resolution No. III.

Mr. Ashom of Iowa moved that we recommend to the Pilot and Executive Committee that the present method of membership solicitation be continued.

Representative Halsted seconded the motion and it was unanimously adopted as Resolution No. IV.

Mr. Clark moved that we forward a copy of the minutes of this meeting to Premier Duff Roblyn of the Province of Manitoba, also to Honorable Walter Weir, Minister of Public Works, and Chairman of the Manitoba Commission, and express our regrets that he was unable to participate in the meeting of District No. 1 and District No. 2 of the Mississippi River Parkway Commission.

Representative Halsted seconded the motion and it was unanimously adopted as Resolution No. V.

Representative Halsted moved that we recommend to Pilot White and the Executive

Committee that only three issues of the Great River Road News be published each year, and that it be printed only in two colors, green and white, also that the mailing list for the Great River Road News be checked as there seems to be considerable duplication in mailing; further that the Commission Chairman of each state be polled as to the number of copies he wishes to be sent to him.

Mr. Clark seconded the motion and it was unanimously adopted as Resolution No. VI.

The Minnesota Commission questions the advisability of applying further public funds to the objectives of the Mississippi River Parkway Commission should that Commission feel unable or unwilling to authorize, and to the extent possible, activate such an aggressive program as is outlined in the recommendations herein. It is confident, however, that if and when such recommendations are made effective, Minnesota and the other eleven Commonwealths will display appropriate and expanded support to hasten the completion of the Parkway "The Great River Road" to the great benefit of all those in the two nations which are joining in this most commendable project.

On September 27, 28, 29, 30, 1964, the 25th Annual Meeting of the National Mississippi River Parkway Commission was held at St. Louis, Missouri. The members of the Minnesota Parkway Commission were authorized to attend. The following members, Representative Charles L. Halsted, Senator Vernon Hoium, Julius Anderson, Lyle Caughey, J. W. Clark, Senator C. C. Mitchell, Executive Secretary Harold E. Olson, T. R. Rowell, Consultant to the Commission, and Walter Schultz, representing the Commissioner of Highways, attended this meeting, and took an active part in the proceedings.

Mr. Walter Schultz of the State Department of Highways, reported on the national meeting. Mr. Schultz said S. 1672 had been defended by Colonel White and Senator Jennings Randolph of Virginia congratulated him warmly on a good presentation. However, that did not prevent Senator Randolph from making an unfavorable report. Mr. Schultz, in commenting on some of the major objectives of the Great River Road said, "One of the most important essentials is the acquisition of scenic easements. The basic concept of the Great River Road is that we shall use substantial mileage of existing roads for practical reasons. But, in order to make those roads pleasant to travel on and

in the interests of tourist promotion, it is necessary that we have a long range plan of development." The following standards were enumerated by Mr. Schultz:

 Adequate basic width of right-of-way. Whether it is to be a single roadway or divided roadway depends on the amount of traffic.

2. Control of access to the highway. A complete freeway is not anticipated but consideration will be given to control of land use along the highway. This will vary in degree.

3. Acquisition of scenic easements outside of the basic width of right of way. Preservation of existing landscape that would lend itself to the beauty of the highway and banishment of junk yards, etc.

4. Acquisition of such additional areas of land where there are places of historic or scenic interest that might involve a by-pass facility or off-the-road parking.

Mr. Schultz continued by saying, "If you are going to justify the continuance of this commission there will have to be some action. However, there are disturbing factors. In April of 1962, through executive order, the President created the Recreation Advisory Council made up of a number of state departments at the federal level. They include Secretary of Agriculture, Commerce, Defense, Education and Welfare, Health, Interior and Housing and Home Finance Agencies. The first two years they did little and finally they organized and selected a man from the U.S. Bureau of Public Roads to act as coordinator, Dr. David Levin, who has been with the Bureau for many years. Only a few days ago we received this manual entitled "Scenic Roads and Parkway Studies" and this advisory board is asking the cooperation of all the states to assist in planning a national system of scenic roads and parkways. The first effect of that—they will say 'you people with your Mississippi River Parkways just wait until these studies are available.' The Federal government really feels they have their hands full at this time and will continue to do so until 1972 in financing the interstate system of highways. They don't want any additional financial burden. There is going to be a strong tendency here to defer any action in appropriating any funds for scenic easements on this account. In addition, Congress already passed a bill asking for a comprehensive, all embracing study of highway needs after 1972 and there again

they don't want any additional financial burdens . . . Another point of interest—Senator Gaylord Nelson of Wisconsin introduced a bill, S. 3173, somewhat different than S. 1672. It involves ten states in the Mississippi Valley and calls for an appropriation of \$10,000,000 for acquisition of scenic easements on federal aid highways in all the states, to be apportioned in accordance with a certain standard formula. Under that formula Minnesota would probably receive about \$230,000 annually".

Quoting from Senator Gaylord's letter Mr. Schultz read the last paragraph as follows:

"I plan to reintroduce S. 3173 in the coming session and hope that early hearings on it can be arranged. Your offer of support is very much appreciated. Would Minnesota be interested in testifying on behalf of the bill? I will keep you informed as to what progress is made."

It was the opinion of Mr. Schultz that this is an opportunity for Minnesota to cooperate with congressional representatives of Wisconsin.

Mr. Halsted acknowledged the presence of Senator Harren and Mr. F. Robert Edman—Coordinator—MORRC. He asked if either had statements to make.

MR. EDMAN: The staff is vitally interested in Interstate 90 across the southern part of the state. It is opening up this whole midwest market making Milwaukee 4½ hours from the Minnesota state line. We have to do something to stop them from shooting across our state into the Dakotas and then keeping on going.

In our figures and our projections we feel that one of the top priorities for recreational development in Minnesota is the development of the Mississippi River Parkway Great River Road, to get them off of Highway 90 up to the Twin Cities and alternate route 94 into Alexandria and on to the west coast way or through the Minnesota River Valley or even send them up to the Great Lakes route. But the only way that we can do this is by building the Great River Road as a scenic road of such outstanding stature that people are willing to interrupt their plans and to build their plans on taking this additional route.

This is strictly preliminary, and a staff comment rather than a full commission concensus, but I would certainly think it would be in order for your group to endorse several concepts, several recommendations. Number one, I think it is in order—a resolution that in effect says in the spending of funds for hardwood forests that top priority should be given to the acquisition of lands along the Great River Parkway. This is not inconsistent with the hardwood forest concept and it means that we can concentrate our funds in the areas of the greatest recreational need at this moment.

Number two probably would be the passage of a resolution recommending to the resource commission the consideration of the needs of the Great River Road in expenditure of its funds for park development, for scenic easements, land acquisition, etc. I think the Kipp State Park for instance, is potentially a beauty spot of that section of the state and we should move for this land acquisition immediately. I think that you might even consider the possibility of asking the resource account to supplement highway funds for the rapid development of parking areas and waysides and perhaps, even scenic easements. What I am saying is every figure that we come up with points to the necessity for development, rapid development of the Great River Parkway. We can't hold it off. With or without federal funds is not the subject the proper planning and coordination of expenditure is necessary now.

MR. HALSTED: I am very glad that you came in because I feel exactly the same way—the federal government and the national organization are moving too slow on this thing. This is the thing that we discussed quite vigorously at the Cassville meeting and at St. Louis. I am happy to see you here and I hope that perhaps before we close this meeting today we could draft a resolution and send it to the proper people.

MR. EDMAN: Another related area is your Great River Road markers which need coordination. The Highway Department has prepared a strip map for MORRC of the entire section of the Great River Road showing every historical, every recreational facility, private or public that is now in existence.

SENATOR MITCHELL: I would like to recommend that Mr. Edman's statement, if he is agreeable, to be included in the Commission's report to the legislature. It seems to me that this is a very precise statement and adds urgency, adds meaning to the whole thing.

MR. EDMAN: Just one more thing. We have a separate very brief report on this part

of the Mississippi River Parkway primarily from the recreational point of view. It includes strip maps and areas of proposed development and concentration and a summary of the governmental agencies involved. In summary form this is cross reference to your material.

As a last comment, I would say that the cooperation of your Executive Secretary has been tremendous.

RESOLUTIONS

JULIUS ANDERSON: I move that the Mississippi River Parkway Commission of Minnesota respectively request that in the appropriations recommendations for the expenditures of funds by the Minnesota Outdoor Recreation Resources Commission for the acquisition of lands in the Hardwood Memorial Forest that top priority be given to the acquisition of those lands within the Hardwood Memorial Forest which lie along the route of the Great River Road (The Mississippi River Parkway).

SENATOR MITCHELL: I second the motion.

REPRESENTATIVE HALSTED: All in favor of the motion signify by saying Aye (aye)—contrary, the motion is unanimously adopted.

SENATOR LANGLEY: I move that the Mississippi River Commission of Minnesota recommends to the Minnesota Outdoor Recreation Resources Commission that consideration be given to the needs of the Great River Road in the recommendations for the expenditure of funds for Park development, for scenic easements, land acquisition, historic sites, and recreational areas and the development of parking areas and waysides with consideration of the immediate acquisition of necessary lands for the Kipp State Park while they are still available and further that consideration be given as to the possibility of the Outdoor Recreation Commission recommending the appropriations of supplementing Highway funds for the rapid development of parking areas, waysides, recreational areas, historic sites and scenic easements as the proper planning and coordination of expenditures is of immediate

SENATOR MITCHELL: I second the motion.

REPRESENTATIVE HALSTED: All in favor of the motion signify by saying Aye (aye), contrary, the motion is unanimously adopted.

U.S. DEPARTMENT OF COMMERCE BUREAU OF PUBLIC ROADS 1000 NORTH GLEBE ROAD ARLINGTON, VIRGINIA 22201

April 2, 1964

IN REPLY REFER TO: 15-06

Mr. Harold E. Olsen, Secretary Mississippi River Parkway Commission Capital Approach Highway Building St. Paul, Minnesota

SCENIC EASEMENTS

Dear Harold:

We appreciate receiving the copy of your Memorandum to File dated March 12, 1964, concerning the meeting on March 11, 1964 concerning the Great River Road.

Mr. B. M. Scherfenberg, Right-of-Way Officer with the St. Paul, Minnesota, Division of the Bureau of Public Roads, secured a copy of the Agreement between the Corps of Engineers and Wisconsin, discussed at the meeting and referred to in the top paragraph of the second page of your memorandum.

This agreement, or Memorandum of Understanding, is between the District Engineer, U.S. Army Engineer District, St. Paul, Minnesota, and the State of Wisconsin by the Secretary, State Highway Commission of Wisconsin. The agreement has been reviewed by the National Park Service and this office. The recommendations that we have been making for the protection of the scenic features of the Great River Road come within the scope of this agreement.

When a similar agreement is discussed between the State of Minnesota and the Corps of Engineers, it is suggested that safety be also mentioned as well as scenic aspects. This could be brought out by adding the word "safety" in the second line of the fourth paragraph between "scenic" and "purposes." Or this could be accomplished by adding "to provide safe travel" at the end of the third line of this paragraph. Also, it is suggested that the word "future" be omitted in the fourth line of this paragraph. Enclosed is a copy of this agreement.

Wally Johnson and I both regret that we will not be able to attend the meeting in Cassville, Wisconsin, on April 10 and I know much will be accomplished by the three northernmost Great River Road States meeting with the two Canadian Provinces.

Best regards,
S/S J. L. Obenschain
Regional Planning Engineer

Enclosure cc: Mr. D. C. Bayliss, Chief of Parkways, NPS

MEMORANDUM OF UNDERSTANDING

No. DA-21-018-Civeng-64-69

U. S. Army Engineer District, St. Paul, Minnesota

THIS MEMORANDUM OF UNDERSTANDING made and entered into by and between the District Engineer, U. S. Army Engineer District, St. Paul, Minnesota, on the part of the United States, and the State of Wisconsin, as of the date hereof executed by the said District Engineer;

WITNESSETH:

WHEREAS, the United States acquired in fee simple title certain lands in the State of Wisconsin, for the navigation project, Mississippi River, said lands being under the jurisdiction of the Corps of Engineers, Department of the Army, and

WHEREAS, certain parcels of such lands under the jurisdiction of the Corps of Engineers will lie adjacent to or abut the Mississippi River Parkway, known as the Great River Road, and

WHEREAS, the State of Wisconsin desires that certain parcels of land be designated as restricted areas for scenic and safety purposes, in order to preserve, protect and perpetuate the natural beauty of the property along said highway, to provide safe travel and to prevent any developments thereon which may tend to detract therefrom, and

WHEREAS, it is the desire of the Corps of Engineers to cooperate fully with the State in the preservation of the scenic and recreational resources of Corps of Engineers lands to the benefit of the Great River Road.

NOW THEREFORE, the District Engineer agrees to abide by all reasonable limitations on the use and occupation of such Corps of Engineers lands, as may be designated by the State of Wisconsin along the Great River Road to preserve and protect for scenic purposes the natural beauty of the right-of-way, so long as there is no direct conflict with the primary purposes of the 9-foot channel project or any enlargement or modification thereof.

The State of Wisconsin agrees to submit for approval by the District Engineer the descriptions of the Government-owned parcels of land, together with a statement as to what restrictions on use or occupation of such parcels are desired by the State.

It is further understood that this Memorandum of Understanding conveys no interest in land and grants no right to the State of Wisconsin to physically use such lands for highway or other purposes.

All or any part of the areas approved for scenic restrictions may be withdrawn by the District Engineer when need for the scenic restrictions is no longer appropriate, or when approved restrictions on use or occupation directly conflict with the primary purposes of the 9-foot channel project or any enlargment or modification thereof.

IN WITNESS HEREOF, I have hereunto set my hand this 14th day of January, 1964.

s/s LESLIE B. HARDING, Lt. Col., Corps of Engineers District Engineer

The above Memorandum of Understanding is hereby agreed to and accepted this 10th day of January, 1964.

ATTEST: N. LEWIS STATE OF WISCONSIN s/s V. L. FIEDLER, Secretary State Highway Commission of Wisconsin