VICKSBURG NATIONAL MILITARY PARK

HEARINGS

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS

OF THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

EIGHTY-SEVENTH CONGRESS

FIRST AND SECOND SESSIONS

ON

S. 765

A BILL TO CONSOLIDATE VICKSBURG NATIONAL MILITARY PARK AND TO PROVIDE FOR CERTAIN ADJUSTMENTS NECESSITATED BY THE INSTALLATION OF A PARK TOUR ROAD, AND FOR OTHER PURPOSES

WASHINGTON, D.C., AUGUST 17, 1961
VICKSBURG, MISS., AUGUST 25, 1962

Printed for the use of the
Committee on Interior and Insular Affairs

U.S. GOVERNMENT PRINTING OFFICE
88957 WASHINGTON : 1962

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

CLINTON P. ANDERSON, New Mexico, *Chairman*

HENRY M. JACKSON, Washington
ALAN BIBLE, Nevada
JOHN A. CARROLL, Colorado
FRANK CHURCH, Idaho
ERNEST GRUENING, Alaska
FRANK E. MOSS, Utah
OREN E. LONG, Hawaii
QUENTIN N. BURDICK, North Dakota
LEE METCALF, Montana
J. J. HICKEY, Wyoming

THOMAS H. KUCHEL, California
GORDON ALLOTT, Colorado
JACK R. MILLER, Iowa
JAMES B. PEARSON, Kansas
JOE H. BOTTUM, South Dakota
LEN B. JORDAN, Idaho

JERRY T. VERKLER, *Chief Clerk*
STEWART FRENCH, *Chief Counsel*
BENTON J. STONG, *Professional Staff Member*

SUBCOMMITTEE ON PUBLIC LANDS

ALAN BIBLE, Nevada, *Chairman*

CLINTON P. ANDERSON, New Mexico
ERNEST GRUENING, Alaska
FRANK E. MOSS, Utah
OREN E. LONG, Hawaii
LEE METCALF, Montana

GORDON ALLOTT, Colorado
JAMES B. PEARSON, Kansas
JOE H. BOTTUM, South Dakota
LEN B. JORDAN, Idaho

CONTENTS

STATEMENTS

VICKSBURG NATIONAL MILITARY PARK

THURSDAY, AUGUST 17, 1961

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS OF THE
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS.

The subcommittee met, pursuant to notice, at 10 a.m., in room 3112, Senate Office Building, Senator Alan Bible (chairman of the subcommittee) presiding.

After consideration of other measures, the subcommittee took up S. 765.

Senator BIBLE. Our next bill is S. 765, introduced by Senator Stennis, entitled "A bill to consolidate the Vicksburg National Military Park and to provide for certain adjustments necessitated by the installation of a park tour road, and for other purposes."

We have received the official report from the Department of the Interior recommending the enactment of the bill and the official report from the Bureau of the Budget, dated July 7, 1961, stating they have no objection to the enactment of the bill.

(The bill and reports are as follows:)

[S. 765, 87th Cong., 1st sess.]

A BILL To consolidate Vicksburg National Military Park and to provide for certain adjustments necessitated by the installation of a park tour road, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to preserve and protect the essential historical features of Vicksburg National Military Park in the State of Mississippi and to enhance visitor enjoyment and safety by means of a park tour road and through the consolidation of park lands, the Secretary of the Interior is authorized, in his discretion, and under such terms and conditions as he determines are in the public interest—

(a) to quitclaim to the city of Vicksburg, Mississippi, approximately one hundred and fifty-four acres of land, including the roads thereon and the park land abutting said roads, in exchange for the city's agreeing to place the roads in its road system and thereby assume jurisdiction and maintenance thereof, and upon the further agreement of the city to maintain the parklike character of so much of the park land conveyed to it and abutting the road as the Secretary may prescribe, said land being generally that part of Vicksburg National Military Park lying south of Fort Garret with the exception of Navy Circle, South Fort, and Louisiana Circle: *Provided,* That title to so much of said abutting park land prescribed by the Secretary and covered by said agreement of the city to maintain the parklike character thereof shall revert to the United States if its parklike character is not maintained; to quitclaim to Warren County, Mississippi, upon like terms and conditions approximately twenty-four acres of land, including the road and abutting park land, being known as Sherman Avenue and the Sherman Avenue spur; to release or quitclaim to Warren County or any other appropriate political subdivision of the State all interest which the United States of America has, if any, in those portions of any public road located on park land which are no longer required for park purposes: *Provided,* That the United States shall reserve from the conveyance or conveyances made pursuant to this subsection

title to all historical monuments, means of access thereto, and such other easements as the Secretary determines are required for the continued administration of said monuments as a part of Vicksburg National Military Park; and

(b) to acquire not in excess of five hundred and forty-four acres of land, or interests in land, for addition to Vicksburg National Military Park, such authority to include purchase and condemnation with appropriated funds but not to constitute a limitation upon existing authority to accept donations; and

(c) to enter into agreements with duly authorized officials of the city of Vicksburg and Warren County relative to the effect which the installation of a one-way park tour road with controlled access will have upon the existing local road systems; subject to the availability of funds, to obligate the United States to make provision for such alterations, relocations and construction of local roads, including procurement of rights-of-way therefor and the subsequent transfer thereof to the State or its appropriate political subdivisions which shall thereupon assume jurisdiction and maintenance, as the Secretary and said officials agree are directly attributable to the installation of the park tour road; and to transfer to the city or county jurisdiction and maintenance of service roads which the Secretary constructs on park lands to properties that otherwise would be denied access because of the installation of the park tour road.

The Secretary of the Interior shall not, without first obtaining the consent of the city and county officials referred to in subsection (c), convert the portion of the existing road known as Confederate Avenue lying between Graveyard Road and Fort Garret into a one-way park tour road with controlled access, or otherwise limit the use of such portion by local traffic, until the United States has provided for such alterations, relocations, and construction of local roads (including procurement of rights-of-way) as the Secretary and said officials agree are directly attributable to the installation of such park tour road.

SEC. 2. Upon the delivery and acceptance of the conveyances herein authorized, any jurisdiction heretofore ceded to the United States by the State of Mississippi over the lands and roads transferred shall thereby cease and thereafter vest in the State of Mississippi.

SEC. 3. Funds required for the purposes of this Act are hereby authorized to be appropriated.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., July 7, 1961.

Hon. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

MY DEAR MR. CHAIRMAN: This is in response to your request for the views of the Bureau of the Budget on S. 765, a bill to consolidate Vicksburg National Military Park and to provide for certain adjustments necessitated by the installation of a park tour road, and for other purposes.

S. 765 would authorize the addition of not more than 544 acres to the park, provide for the conveyance of certain properties to the city of Vicksburg and Warren County, Miss., and authorize the Secretary of the Interior to provide such alterations, relocations, and construction of local roads as are directly attributable to the installation, within the park, of a one-way park tour road.

The report which the Secretary of the Interior is making on this bill describes in some detail the proposed transactions and recommends enactment.

This Bureau would have no objection to the enactment of S. 765.

Sincerely yours,

(S) PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 18, 1961.

Hon. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: Your committee has requested a report on S. 765, a bill to consolidate Vicksburg National Military Park and to provide for certain adjustments necessitated by the installation of a park tour road, and for other purposes.

We recommend the enactment of the bill.

The purpose of the bill is to consolidate lands at Vicksburg National Military Park, promote visitor safety and park interpretation through the installation of a park tour road, and provide certain local road adjustments necessitated by the park tour road.

Subsection 1(a), one of the provisions that will effect consolidation, authorizes the Secretary of the Interior to convey approximately 154 acres, generally known as South Confederate Avenue and abutting park land, to the city of Vicksburg in exchange for the city's agreement to assume jurisdiction and maintenance thereof and upon its further agreement to preserve parklike characteristics. This subsection also authorizes the Secretary to convey other roads, known as Sherman Avenue and Sherman Avenue spur, consisting of about 24 acres, to Warren County upon like conditions. Historic monuments on the lands would be reserved by the United States, and easements would be created, to assure their continued use as a part of the park.

The Mississippi River and its related tributaries lie against the west side of the city of Vicksburg; the military park encircles the city on the north, east, and south. When the park was established the city had a population of 14,000 and was located some distance to the west of the park. Today, there is a population of almost 40,000, with the result that the city boundary has been extended to the park in the north and across the park in the south. By conveying the portion of the park known as South Confederate Avenue to Vicksburg, the stricture upon the city shall be relaxed without adversely affecting our interpretation of the Battle of Vicksburg. Navy Circle, South Fort, and Louisiana Circle would remain in Federal ownership; the various historical monuments would be retained.

We believe transfer of the 154 acres to Vicksburg is feasible because military action was of a limited nature in the southern portion of the park. It is our view that the Vicksburg story can be more effectively presented by concentrating in the area from Fort Garrett north. Transfer of this land would result in an annual savings of $4,000 in maintenance costs. Moreover, if the land is retained as a part of the military park, erosion control must be undertaken at an estimated cost of $250,000.

A conveyance of Sherman Avenue and the Sherman Avenue spur to Warren County is required to provide a bypass north of and away from the park. The bypass would be in the form of a connection between Jackson Road on the east and U.S. 61 on the west. Transfer can be made without loss of historic property or without other damage to the park since this part of Sherman Avenue is detached from the main body of the park.

Subsection 1(b), the other provision of the bill that will effect consolidation, authorizes the acquisition of not more than 544 acres for addition to the park. This land, which would block out the remaining portion of the park, is essential to the completion of the whole plan embodied in the bill. It is required to protect the park from severe erosion and to forestall undesirable developments which would interfere with the preservation of historical property in the military park. The land is also required for the installation of portions of the park tour road and service roads, and as rights-of-way upon which roadwork will be performed, in accordance with subsection 1(c).

Subsection 1(c) authorizes the Secretary to provide for such local roadwork, including acquisition of rights-of-way, as the installation of a one-way park tour road with controlled access may necessitate. The safety of park visitors and an improved interpretation of the siege of Vicksburg require the installation of a park tour road. The existing roads in the park are completely inadequate in these respects, largely because of the interrelationship of the park and local road systems.

Combined use of roads by park and nonpark traffic results from the fact that in its opening years the park utilized the then existing public roads. As a consequence, the public has, and rightfully so, continued to use these roads. Changes

in methods of transportation, increases in population and in visitor use have made the system obsolete. The unsatisfactory nature of the system is seen in the fact that 23 public roads furnish access to the park. Supplementing these are 75 private access roads, some of which serve subdivisions. Moreover, limited north and south roads in Vicksburg tend to channel nonpark traffic onto park roads. Under such conditions it is not possible for park visitors to follow a logical and orderly presentation of the military action associated with the park, nor may they see the park in safety.

Because of the interrelation of existing local and park road systems it is not possible to provide a one-way road with controlled access unless certain changes are made in the local road system. The objective is to provide a park tour road separated from the local road system and from nonpark traffic To accomplish this the present 100 access points would be closed and a main park entrance provided. In this manner the hazard resulting from combined use by fast nonpark and slow park traffic will be reduced. Of importance also is the fact that the visitor will be guided on his way to the more important historic points and to a share in this Nation's heritage as preserved at Vicksburg National Military Park.

Subsection 1(c) provides for such work as the Secretary, the city, and the county agree is directly attributable to the installation of the park tour road. Based upon the best information available it appears that work of this nature will involve the following:

(1) Approximately 1.4 miles of Sherman Avenue must be reconditioned and hard surfaced.

(2) A spur must be constructed to connect the west end of Sherman Avenue with U.S. Route 61.

(3) An extension of Sherman Avenue is required on the east to connect it with Willis Road.

(4) In order to devote historically important Graveyard Road exclusively to park traffic, a relocation or substitute road must be built.

(5) Service roads will be constructed to afford access to private property in lieu of existing access rights to park roads.

(6) In order to separate park and nonpark traffic, Union Avenue and Confederate Avenue must underpass Jackson Road—a primary county road—and outlets must be provided for private lands.

(7) Grade crossings of U.S. Route 80 ought to be eliminated and a primary park entrance provided along with substitute access route to private lands.

It is estimated that the land which will be conveyed by the United States has a value of approximately $25,130. The land to be acquired has a value of about $634,250. Roadwork in accordance with section 1(c) is estimated to cost approximately $1,381,650. In no year will more than a million dollars be expended.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

JOHN A. CARVER, Jr.,
Assistant Secretary of the Interior.

Senator BIBLE. Our witnesses are Mr. Frank Harrison and Mr. Sherman Swenson.

STATEMENTS OF FRANK E. HARRISON AND SHERMAN SWENSON, NATIONAL PARK SERVICE, ACCOMPANIED BY H. REESE SMITH, REGIONAL CHIEF OF OPERATIONS, REGION I, NATIONAL PARK SERVICE, RICHMOND, VA.

Mr. HARRISON. I have with me this morning Mr. Reese Smith, regional chief of operations. If I may, I would like to bring him to the table with me.

Senator BIBLE. Certainly.

You are the regional director?

Mr. SMITH. Regional chief of operations, region I, of the National Park Service.

Senator BIBLE. And region I embraces the State of Mississippi; is that correct?

Mr. SMITH. That is correct; and headquarters are in Richmond, Va.

Senator BIBLE. Mr. Harrison, you may proceed.

Mr. HARRISON. Mr. Chairman, this legislation, we feel, is vital to the Vicksburg National Military Park and to its proper use by the public. Vicksburg is an area which was originally acquired and administered by the War Department many years ago. They acquired land and established the park at a time when Vicksburg had only 14,000 inhabitants. The boundary line was drawn in such a way that the park completely closes off the town on the north, east, and south. The town on the west side was built up against the river.

At that time it was felt, I am sure, that there was ample growth room left for the town. However, it proved that that is not the case. Vicksburg now has 40,000 people. It has filled in all of the area that had been left between the town and the park and has actually moved out across the park boundary. The city limits have been extended. So we have a real problem there. That is, the town people do and the park does, too.

The problem arises mainly out of the road system. When the park was established, it was felt that the roads that the city used could also be used by the park and that has been the case over the years. However, now we find that the park roads that are being administered and maintained by the Fecderal Government actually are being used by the city people for local traffic as much as for park traffic.

The result is tours to the park cannot get a real, true picture of what we are trying to interpret and preserve there. So this legislation would authorize——

Senator BIBLE. Did you have a map that you could point to as you develop this?

Mr. HARRISON. I do, sir. I believe this may help. It is somewhat confusing in that it has a number of inserts on it.

Senator BIBLE. Tell us what you are trying to do on this map.

Mr. HARRISON. If you will, look at the map in the center. The present park holding is in green, and you can see that it completely surrounds the town of Vicksburg. Vicksburg is along the river. Over the years the town has grown out so that now, actually, the city limits extend to the northeast. Problems arise because the city has to cross the park with utilities. Of course, we have had to make adjustments.

Senator BIBLE. How large a place is Vicksburg now?

Mr. HARRISON. The town is 40,000. Under this legislation we would remove the restriction of the town by authorizing South Confederate Avenue and the park lands that abut it from Fort Garrott, at the point shown, and down, to be conveyed to the city, with the exception of the circles shown, which are of special historical significance, Navy Circle, South Fort, and Louisiana Circle. Those we would retain.

However, we would convey to the city all of the land shown here, some 154 acres, together with the road, with the requirement that the city maintain and assume jurisdiction over the road, and that they preserve the parklike character of the abutting park lands.

In the event they fail to do that it would revert to the United States. In addition, it would authorize us to convey to the county, Warren County, Sherman Avenue and a spur, which is a detached

road which we have now and which is not of particular historical significance, to the county on the same conditions as that conveyed to the city.

I should point out that there are a number of monuments, over, I believe, 112, along this road referred to, which have been placed there by the various States and patriotic organizations.

Senator BIBLE. Is it something similar to Gettysburg?

Mr. HARRISON. Yes, sir; that is right. Under the legislation, we would retain title to these monuments, together with easements for access purposes and maintaining and preserving the monuments. So the Federal Government actually is going to divest itself, then, of the maintenance cost of this part of the park.

Senator DWORSHAK. Who operates the park, the Vicksburg National Military Park?

Mr. HARRISON. It is operated by the National Park Service in the Department of the Interior.

Senator DWORSHAK. Why doesn't the Park Service expand this development and include it in its present operations?

Senator BIBLE. Of course, this is in its present operations, isn't it, the green area?

Mr. HARRISON. Yes, sir.

Senator DWORSHAK. I mean this 154 acres which would be ceded to the city.

Mr. HARRISON. Why doesn't it expand it? The reason, sir, is that Vicksburg is completely cut off by this and we feel that the historical significance of this portion of the park is secondary to the principal action that took place further to the north and west. So we propose that this be turned over to the city. They would retain the parklike character of the area.

Senator DWORSHAK. But it would be used for city development?

Mr. HARRISON. For city park purposes.

Senator BIBLE. But not for national park?

Mr. HARRISON. That is right, just city.

Senator DWORSHAK. What is the difference between city and national?

Mr. HARRISON. The difference would be that the city would then no longer be cut off by the national park. Of course, you understand this is an area where the United States has exclusive jurisdiction. This is one of the old War Department areas. It would be turned over to the city and jurisdiction relinquished by the United States. There would no longer be the problem that there has been, of the city getting access across for utility purposes. Its effect, as they claim, strangles the further growth of the city. There is a lot of merit to that. We feel that that could be done, and we could concentrate our efforts in this other area. We would acquire land to consolidate the boundaries in the form of the land shown in brown.

Senator DWORSHAK. Who owns that land?

Mr. HARRISON. It is in private ownership. It would be acquired.

Senator BIBLE. What you are saying is that you are going to cede 154 acres to the city of Vicksburg, and instead of continuing to operate this as a national park they can operate the 154 acres as a city park. But you also want additional land.

Senator DWORSHAK. 544 acres, the bill says.

Senator BIBLE. Why do you want that in addition?

Mr. HARRISON. In order primarily to protect against erosion problems—or to avoid erosion—that we have in this area now and, in addition, to provide land so that we can develop a park tour road, which is the other phase of this operation.

Senator BIBLE. It looks like you have a road through there now.

Mr. HARRISON. Yes; we do.

Senator BIBLE. What is wrong with that road?

Mr. HARRISON. It is used largely by the city people in getting across to different parts of the city.

Senator DWORSHAK. Why doesn't Vicksburg expand to the west so they can use some of the land that you would like to acquire? This is, to the west.

Mr. HARRISON. The growth has been in the direction of the east.

Senator BIBLE. The land in brown is the land you are planning to acquire, the 500-odd acres?

Mr. HARRISON. That is right.

Senator DWORSHAK. What would it cost?

Mr. HARRISON. $634,000, the estimated value.

Senator DWORSHAK. What is that land currently used for? Is that farmland or city-developed land?

Mr. HARRISON. Mr. Smith can better answer that question.

Mr. SMITH. It is mostly brush and grass. There are some scattered, low standard housing units.

Senator DWORSHAK. Is it not appropriate for residential development?

Mr. SMITH. I don't believe much of that could be used. Some of this in this western area, a considerable portion of it, inside, has subdivisions.

Senator DWORSHAK. The city of Vicksburg extends to that area on the west you pointed to?

Mr. SMITH. Yes; it does.

Mr. HARRISON. In order to provide for the safety of the visiting public in the park and to have really a park road, it would be necessary to cut off some of the existing roads that serve the city now, to provide a closed circuit. In order to do that, however, we would have to make adjustments in the city road system. The other portion of this legislation is one which authorizes the Secretary to reach agreement with the city on what the effect of a closed park road would be, what would be required in order to put the city road system back in its previous condition so far as usefulness to the city is concerned.

Senator DWORSHAK. Are there access roads on each end, from the city to the park area?

Mr. HARRISON. Senator Dworshak, that is one of the real problems here. At present, there are 100 accesses into this park. That is the nub of the whole thing. Seventy-five of them are private accesses. Some 25 of them are public accesses. Obviously, you can't really have a park and take the visitors through and show them the park, properly interpret it, if you have 100 accesses into the area. That is the reason for trying to get a loophole, a closed circuit road, in here.

Senator DWORSHAK. You said 75 private roads. Are those city roads or owned by private individuals?

Mr. HARRISON. They serve private property, holdings along the way.

Senator BIBLE. When was the Vicksburg National Military Park created?

Mr. HARRISON. About 50 years ago.

Senator BIBLE. This is something terrifically difficult to understand from a map. I think it will require a field trip. I think I could understand it better. It appears to me that we are going to convey land worth $25,000 and you want to acquire land worth $634,000, and it is going to take you $1,381,000 to put in the necessary road system.

Mr. HARRISON. That is correct, sir. Yes.

Senator BIBLE. Is that correct?

Mr. HARRISON. That is our estimate; yes, sir. We have been working on this for many years. It is a complicated thing and it provides for an agreement that would have to be reached between the city and the Secretary before we could actually go ahead with it.

Senator DWORSHAK. How many people will visit Vicksburg National Military Park annually?

Mr. HARRISON. Last year there were 850-odd thousand.

Senator BIBLE. And has that been a fairly steady figure over the last 5 years? Does it average about 800,000 a year? Is there a stready growth upward, or what?

Mr. HARRISON. I think it is pretty average.

Senator BIBLE. Is this operated year round? I assume it is.

Mr. HARRISON. It is a year-round operation.

Senator BIBLE. How many people do you have there?

Mr. SMITH. I would say 10 to 12 administrative people and 15 to 20 maintenance.

Senator DWORSHAK. You charge admission, do you not?

Mr. SMITH. Only to the museum, but not to enter the park.

Senator BIBLE. I still cannot understand why this road system which on the map looks to be adequate is not adequate for the future. I don't understand that.

Mr. HARRISON. It is because of the various accesses that come into it, the hazard that exists, plus the fact that actually this map shows the loop road as it is proposed rather than as it exists.

Is that right, Mr. Smith?

Mr. SMITH. Yes. Confederate Avenue is paved. Union Avenue is not. We are working on that now. This is a very low standard road and if we increase it for two-way traffic it would destroy a lot of the scenic value because we would have to widen it.

Senator BIBLE. I think I have no further questions at this time. We will have to take a closer look at this. This is a very complicated situation, involving a considerable expenditure of money.

Senator DWORSHAK. That would be my position, Mr. Chairman. It seems that while the Park Service has presented pertinent information, it is somewhat difficult to understand why a proposal is made to cede or relinquish lands on one extremity and to acquire additional lands, on the other, while the primary purpose is to facilitate and improve accessibility to the park. It is difficult to understand why the city can do a better job on the east side and the Park Service on the west side.

Mr. HARRISON. We would like to have one principal entrance, instead of the existing 25 public roads as at present, plus the 75 private accesses.

Senator DWORSHAK. Have you had any complaint from visitors that there is confusion because of your numerous access roads?

Mr. HARRISON. I think the Superintendent, after watching it over the years, feels it is pretty clear that it is impossible to really interpret the park in the way that we do in other areas because of the excessive local traffic that is on the roads, and there is no way to direct it, really.

Senator DWORSHAK. Sometimes we become too modern in our thinking and eliminate to a large extent—I was going to say rustic—the historical appeal of a park like this. Do you give consideration to those aspects of it?

Mr. HARRISON. Yes; we do. That is one of our thoughts on it, that if we could get the local traffic off, and local automobile traffic off, the park road, it would tend to go back more nearly to the original condition.

Senator DWORSHAK. You would not necessarily attract more visitors if these improvements were made?

Mr. HARRISON. We think we would. Gradually, if you give them a better experience, the word will get around.

Senator BIBLE. I have no further questions on this particular bill. I think you have expalined the difficulties and complications very well.

Mr. HARRISON. In order to do this, in order to put in a road for a park, one-way traffic, limited access, it will undoubtedly require a number of adjustments in the local road systems, which are complicated. There is no question about that. That is the reason the map looks so complicated. It is an attempt, with the insets, to show what would be required.

Senator BIBLE. And you are talking about a land acquisition of some $630,000 and a road development cost of something in the neighborhood of $1,381,000. So there are some real problems. We will consider the matter further later.

Thank you.

(Whereupon the committee proceeded to other business.)

VICKSBURG NATIONAL MILITARY PARK

SATURDAY, AUGUST 25, 1962

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS OF THE
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS.

The subcommittee met, pursuant to notice, at the Vicksburg National Military Park auditorium in Vicksburg, Miss., Senator Frank E. Moss, of Utah, presiding.

Present: Senator Frank E. Moss.

Also present: Benton J. Stong, professional staff member of the committee.

Senator Moss. This hearing will come to order. This is a hearing of the Public Lands Subcommittee of the Senate Interior Committee on Senate bill 765 of the 87th Congress. This is a bill introduced by Senator Stennis, of Mississippi, and has the support of Senator Eastland and the congressional delegation from this State. Hearings have been held in Washington on this bill, but Chairman Bible, of Nevada, who is the chairman of this subcommittee, has assigned me today to conduct this hearing and has insisted that in all of these matters we go to the area concerned to see for ourselves the layout on the ground, but also to be sure that the people living in the vicinity have an opportunity to be heard and have an opportunity to hear what is said by others who testify on the bill. That is the reason for coming here today.

It's getting a little late in the session up there and a little hard to find days to do these things now, and that is the reason for a Saturday hearing, so we can fly down late on Friday night and fly back on Sunday and not miss any votes in the Senate. I have had a very delightful morning this morning going through the park and getting a little bit acquainted with it. It is my first visit to Vicksburg and this military park here, and I am fascinated by the history that is re-created before one's eyes as he goes around. I understand a little better now the problems that we are talking about in this bill, about the roadways that intertwine back and forth, and the need for additional space in some areas, and the need for possibly transferring roads in some other areas—all of these problems that are in the bill. I won't try to outline it because we will have witnesses to do that.

I am accompanied today here by Mr. Ben Stong, who is the staff assistant of the Interior Committee, and Mr. Stong will help in the conduct of this hearing. If there are any questions that you have or any matter you would like to bring up and it isn't possible to get my attention, you may talk to Mr. Stong; that's what he is here for.

We are also pleased to have present today Mr. Frank Harrison, who is a special assistant to the Director of the National Park Service.

He has come down from Washington for this hearing and to take part in this observation to be made of the area.

Mr. Lisle is here. He is the associate regional director of the National Park Service from Richmond. Mr. Jack Anderson, who I am sure you folks here know, is the Superintendent of the Vicksburg National Military Park. All of these people are here from the Federal service. We are honored to have with us your mayor here from the city, Mayor Holland. I am very pleased to have him, and we hope to hear from him in the hearing. Mr. Albert Tucker, the chairman of the Warren County Board of Supervisors is also with us. I am very pleased to have him. Mr. George Rogers of the Mission 66 committee is here, and we have many other distinguished guests, but I thought that I should mention those specifically.

Senator Stennis, who is the author of this bill, regrets very much that he could not be here today. He had planned to come. Senator Stennis has talked to me a number of times about coming down here. He has been so anxious to move along with this particular piece of legislation, and we have been trying to find a weekend when he could attend. Unfortunately, on the weekend we finally did fix, Senator Stennis had a speaking assignment that he had to fill in another part of the State and therefore he couldn't be with us today. He did prepare a statement, which will be made a part of the record here, stating his position and his reason for introducing this legislation. Senator Stennis has been most diligent in trying to get this bill enacted so its objectives could be accomplished by the Vicksburg community.

(The statement referred to follows:)

STATEMENT OF HON. JOHN STENNIS, A U.S. SENATOR FROM THE STATE OF MISSISSIPPI

Mr. Chairman, the State of Mississippi and the city of Vicksburg are pleased to have you and Senator Oren Long as a subcommittee visit us today and I want to offer you a hearty welcome from us all. To have the Senator from Utah in our State is a great honor. I am deeply grateful that you have seen fit to take time out from your busy office in the Nation's Capital to come here at this week's end to conduct this hearing on S. 765, so important to Vicksburg and this park.

For many months the Department of the Interior, through the Park Service and the Superintendent of the Vicksburg Park, have conferred with officials of the city of Vicksburg, Warren County, the Vicksburg Chamber of Commerce, and other interested groups and individuals, to work out a proposal which would consolidate and develop the park in a manner in the public interest and acceptable to all concerned. With the cooperation of all concerned, this bill was drafted and I introduced it on February 2, 1961. The measure was referred to your committee and has been formally approved by the Department of the Interior and the Bureau of the Budget.

The park encircles the city of Vicksburg against the Mississippi River as did the battle area. Through the years numerous public and private access roads have been provided and the flow of traffic to and from the city through the park has increased tremendously. At the same time the number of visitors to the park from all parts of the country has multiplied. It is easy to understand that for those who visit the park it is much to be desired to have a road designated primarily for tours and free of the hazards of the traffic of highways and city streets. On the other hand, a growing city like Vicksburg must have ample routes for the free flow of its traffic.

This bill incorporates the plan which has been so carefully worked out to serve these several needs and purposes. The solution is a give-and-take proposition which will certainly be in the public interest. The details of the consolidation of the park, the designation of outlets for city and county maintenance, and the authority of the Park Service to transfer some lands and to acquire others, are set forth in careful language in the bill.

S. 765 would consolidate the Vicksburg National Military Park and provide for the installation of a much needed tour road in this splendid park. The measure is necessary in order that we may further preserve and protect the essential historical features of the park and enhance visitors' enjoyment and safety in touring the areas within it.

This park is a unit of the national park system and like the many splendid facilities of its kind, is dedicated to preserving the historical heritage of the people of our great country and for the continued benefit and inspiration of all who visit it.

It was in this park that brothers fought brothers for their principles and heroes died for the causes they served. Vicksburg was one of the great tragedies through which our country passed in the 1860's. But now, in our day, from the North, the South, the East, and the West thousands come to visit this park and to pay tribute to the men who fought and died here. The bitterness which once possessed the hearts of so many has given away to the feeling of pride in the history of our country and the feeling of patriotism to a great and united nation.

The Vicksburg National Military Park and Cemetery, containing 1,766.19 acres, was first established in 1899 and placed under the jurisdiction of the War Department. In 1933 jurisdiction was transferred to the Department of the Interior. It is presently administered by the National Park Service with Mr. Jack K. Anderson as Superintendent.

From 1934, when counting of visitors began, through June of 1962, 7,085,000 people have visited the area. In 1961, 955,000 visitors were counted. It is anticipated that by 1973 this number will have risen to 1,500,000.

Mr. Chairman, the good citizens of this community have worked diligently in the years gone by with the Park Service officials to help maintain and preserve this park as a sacred shrine for the entire Nation. The officials of the city, the county, and the State are deeply interested in improving the park and in cooperating with the Park Service to develop and use this facility in the best possible manner. The local chamber of commerce and other interested groups have assumed the initiative to explore the needs of the park and, with the help of its Superintendent, to develop the plan which this bill incorporates. While the park is to be operated primarily for the tourists who visit the battlefield, if the interest of the citizens of the city can be served without interference with this primary purpose, certainly this should be done.

The proposal incorporated in this bill has been carefully studied and examined and representatives of the community are here to testify in support of the proposal and to answer questions which the committee may have concerning it. I have every reason to believe that when the committee has heard the evidence which will be presented here today that there will remain no doubt in your minds that the proposal is fully justified, and I have every confidence that the basis for an immediate favorable report of the bill will have been established.

Senator Moss. I am going to call on a number of people whom we have asked to be witnesses. I will explain now that we will accept other people who would like to be heard here today. I do want to explain, however, that time is not unlimited and it does not serve very much purpose to have simply repetitive testimony. Any new point that hasn't been covered or any particular facet that we need explanation on, we will be glad to have that from the people who have come. I assume most have come, however, just out of interest in this park and the problems, and in hearing the evidence that will be given here.

Everything that is said here in this hearing is recorded verbatim by the reporter. When the hearings are completed they will be printed. It will be possible for anyone who cares to, to have a copy of that printed transcript of the testimony of the hearing. If any of you have a desire to have that you may either write to me or write the Interior Committee, or write to Senator Stennis, and it will be sent out. Of course, it takes a couple weeks to get it printed, but after that it will be available.

The people from whom we are going to hear, I'm going to ask to sit at this table. I purposely put it back a little bit so that they will keep their voices up. I know that you folks in the back would like

88957—62——3

to hear, too, and I might say that any of you that want to move down closer for fear that you might not hear certainly are welcome to do so and fill up all of the front chairs. I may admonish the people who are testifying to speak up from time to time so that all of us in this room may hear, and putting the table that far away causes them to raise their voices, at least enough to make me hear and to make the reporter hear who is across the way over here taking down everything that is said. That is just by way of explanation.

Before I call our first witness, who will be Mr. Jack Anderson, the superintendent of the park, let me say again what a great experience it is to come down here and see this beautiful country and stand on the bluff and look over the great river down there and recall the historic things that happened here—the part of the fabric of America that we are trying to preserve for our generations yet to come, so that people may come here and relive in part what was done here so heroically a hundred years ago. A man feels a sort of reverence from being on the site. I am sure you people, even you who have lived here all of your lives, feel that same feeling that comes over me when I come here. I am very happy to have the opportunity.

I have been most cordially received and assisted in everything that I have had to do so far, and I am sure that we can get along with these hearings and make a good record that will apprise the other members of the committee. You see, the purpose of a public hearing is to get down in writing the reasons for having any particular piece of legislation, and also the reasons for opposing it. We want to hear both sides. This is neither a pro nor a con, and I'm not an advocate here. I'm simply here to get into the record everything I can so that the other members of my committee can study the record. On that basis we can proceed with the legislative process.

If the committee reports the bill out, it then goes onto the floor of the Senate and there the entire membership of the Senate will have an opportunity to vote on it and, of course, the House would have to act also in a similar manner before a bill can become law. So I want you to say anything that you have that will contribute to our understanding of the problems that are before us. That is the reason we are here.

I'm going to call Mr. Anderson first because he will give us the background or the setting of this bill, and then we will call on your mayor to be our second witness.

Superintendent Anderson, you may proceed.

STATEMENT OF JACK ANDERSON, SUPERINTENDENT, VICKSBURG NATIONAL MILITARY PARK

Mr. ANDERSON. Senator Moss, we hereby submit our comments for consideration on S. 765, a bill to consolidate Vicksburg National Military Park and to provide for certain adjustments necessitated by the installation of a park tour road, and for other purposes.

The purpose of the bill is to consolidate lands at Vicksburg National Military Park, promote visitor safety and park interpretation through the installation of a park tour road, and provide certain local road adjustments necessitated by the park tour road.

Subsection 1(a), one of the provisions that will effect consolidation, authorizes the Secretary of the Interior to convey approximately 154

acres, generally known as South Confederate Avenue and abutting park land, to the city of Vicksburg in exchange for the city's agreement to assume jurisdiction and maintenance thereof and upon its further agreement to preserve parklike atmosphere. This subsection also authorizes the Secretary to convey other roads, known as Sherman Avenue and Sherman Avenue spur, consisting of about 24 acres, to Warren County upon like conditions. Historic monuments on the lands would be reserved by the United States, and easements would be created, to assure their continued use as a part of the park.

The Mississippi River and its related tributaries lie against the west side of the city of Vicksburg; the national military park encircles the city on the north, east, and south. When the park was established the city had a population of 14,000 and was located some distance to the west of the park. Today, there is a population of about 30,000, with the result that the city boundary has been extended to the park in the north and across the park in the south. By conveying the portion of the park known as South Confederate Avenue to the city of Vicksburg, the stricture upon the city shall be relaxed without adversely affecting our interpretation of the Battle of Vicksburg, Navy Circle, South Fort, and Louisiana Circle would remain in Federal ownership; the various historical monuments would also be retained.

We believe transfer of the 154 acres to the city of Vicksburg is feasible because military action was somewhat limited in nature in the south portion of the park. It is our view that the Vicksburg story can be more effectively presented by concentrating in the area from Fort Garrott north.

A conveyance of Sherman Avenue and Sherman Avenue spur to Warren County is required to provide a bypass to the north of and away from the park. The bypass would be in the form of a connection between Jackson Road on the east and U.S. Highway 61 on the west. Transfer can be made without loss of historic property or without other damage to the park since this part of Sherman Avenue is detached from the main body of the park.

Section 1(b), the other provision of the bill that will effect consolidation, authorizes the acquisition of not more than 544 acres for addition to the park. This land, which would block out the remaining portion of the park, is essential to the completion of the whole plan embodied in the bill. It is required to protect the park from severe erosion and to forestall undesirable developments which would interfere with the preservation of the historical property in the military park. The land is also required for the installation of portions of the park tour road and service roads, and as rights-of-way upon which the road will be performed, in accordance with subsection 1(c).

Subsection 1(c) authorizes the Secretary to provide for such local roadwork, including acquisition of rights-of-way, as the installation of a one-way park tour road with controlled access may necessitate. The safety of park visitors and improved interpretation of the siege of Vicksburg require the installation of a park tour road. The existing roads in the park are completely inadequate in these respects, largely because of the interrelationship of the park and the local road systems.

Combined use of roads by park and nonpark traffic results from the fact that in its opening years the park utilized the then existing public

roads. As a consequence, the public has, and rightfully so, continued to use these roads. Changes in methods of transportation, increase in population and in visitor use have made the old system obsolete. The unsatisfactory nature of the system is seen in the fact that some 25 public roads furnish access to the park. Supplementing these are some 75 private access roads, which are driveways, some of which serve subdivisions. Moreover, limited north and south roads in Vicksburg tend to channel nonpark traffic into the park roads. Under such conditions it is not possible for the park visitor to follow a logical and orderly presentation of the military action associated with the park, nor may they see the park in a safe tour.

Because of the interrelation of existing local and park road systems it is not possible to provide a one-way road with controlled access unless certain changes are made in the local road system. The objective is to provide a park tour road separated from the local road system and from nonpark traffic. To accomplish this the present 100 access points would be closed and a main park entrance provided. In this manner the hazard resulting from combined use by fast nonpark traffic and slow visitor park traffic would be reduced. Of importance also is the fact that the visitor will be guided on his way to the more important historic points and to a share in this Nation's heritage as presented at Vicksburg National Military Park.

The National Park Service recommends enactment of this bill.

Senator MOSS. Thank you, very much, Superintendent Anderson. Now, may I ask you a question or two?

Mr. ANDERSON. Yes, sir.

Senator MOSS. This Scenic 80, I believe it's called, bisects this park. How would that be handled, dealing with this traffic problem you've been talking about?

Mr. ANDERSON. Well, we propose to make our main entrance into the north of the park, sir; and then there will be an underpass underpassing Highway 80 tying in again at the Union Avenue Bridge and crossing over the railroad track at the Union Avenue Bridge, which would take our park traffic under this Historic 80.

Senator MOSS. So that people who were traveling in the park as visitors and tourists would not have to cross Scenic 80?

Mr. ANDERSON. That's right.

Senator MOSS. That would continue, then, to carry local and cross-country traffic through there?

Mr. ANDERSON. That's right, sir. One crossway through here, and there would be another through here, and then there would be this up around the perimeter [indicating on large map] which would give three access roads within 2½ miles across the east side, sir.

Senator MOSS. Now these, talking about the great number of access roads—driveways and roads—you said they would be closed off. How will those people be served if they are closed off and can't go into the park?

Mr. ANDERSON. On the part here that we are retaining, you mean?

Senator MOSS. Yes.

Mr. ANDERSON. We have—there are plans to bring a road from Lover's Lane, what is called Lover's Lane Road, across to City Cemetery Road, paralleling Confederate Avenue, which would tie this section in together. Now these people who live in the proximity of Confederate Avenue would be able to feed out either way.

Senator Moss. So there would be a road just outside of the park for them to——

Mr. ANDERSON. That's right. In these cases where we have people that are on Confederate Avenue, provisions will be made in many cases to route them into city roads. Now there are a couple of cases where we cannot do it; it is not feasible because of the terrain and the prohibitive cost of it. In those cases, of course, we would have to negotiate for purchase.

Senator Moss. In those cases, then, you would propose to purchase their land and make it a part of the military park?

Mr. ANDERSON. Yes, sir.

Senator Moss. Are there very many in that condition?

Mr. ANDERSON. There are several on this section of the park, and there are some right in this section of the park [indicating on map], inside of Union Avenue.

Senator Moss. There is quite a large white square in that green up there. What is that?

Mr. ANDERSON. This is a private land holding, sir. It separates our two lines. This is the Union section of the line, and this is the Confederate section of the line.

Senator Moss. It isn't planned to acquire that?

Mr. ANDERSON. Yes, it is. It is planned to acquire that to make this one solid block park. From an interpretative standpoint, we cannot do any work in this part of the park because it is on private land. Also, there are some erosion problems that we have immediately adjacent to our boundary here which require our going into this section.

Senator Moss. Doesn't the green represent all that is proposed in this bill that be acquired?

Mr. ANDERSON. The green will be the outside perimeter of the park after it is acquired.

Senator Moss. This other little white one down here, will that be acquired?

Mr. ANDERSON. No, sir. This is a cemetery. It will not be acquired.

Senator Moss. Then on this large map, the yellow is the area that will be relinquished under the bill?

Mr. ANDERSON. That's right. That's just south of Fort Garrott, and right off of Indiana Avenue there on what's called the Old Rose Road would be, clear down, with the exception of the three points on the river. We would retain those.

Senator Moss. And the yellow at the top is the Sherman bypass?

Mr. ANDERSON. That would go to the county, Warren County; yes, sir.

Senator Moss. Would there be any cost to the city of Vicksburg for acquiring this yellow area?

Mr. ANDERSON. No, sir. No, sir; there would be no cost.

Senator Moss. It would be ceded to them conditional upon their accepting it and maintaining it; is that right?

Mr. ANDERSON. On agreement between the city officials and the Secretary of the Interior. That would be the same here between the county and the Secretary of the Interior.

Senator Moss. But there would be a cost to the Federal Government in acquiring the large tract up in the north and any other additions to the park?

Mr. ANDERSON. Yes, sir. There is a considerable cost involved in this tract tying in these ends here where we would have a solid end park, to have solid blocks to get away from these easements that we have here.

Senator MOSS. What is the estimate of the Department as to how much it would cost to acquire those additional areas?

Mr. ANDERSON. $643,000, sir.

Senator MOSS. Thank you very much, Superintendent Anderson. I appreciate that.

We will now call on Mayor John Holland, of the city of Vicksburg.

Mayor HOLLAND. Senator Moss, Mr. Stong, representatives of the regional office in Richmond, I would like first to present the other two members of our board, Alderman Guion and Alderman Bori. Will you please stand and be recognized.

Senator MOSS. Thank you. We are very happy to have you gentlemen with us.

STATEMENT OF JOHN HOLLAND, MAYOR, CITY OF VICKSBURG

Mayor HOLLAND. My name is John D. Holland. I am the mayor of the city of Vicksburg, Miss., and the statement I submit herewith is made on behalf of the board of mayor and aldermen, the official governing body.

The city of Vicksburg has endorsed and supports strongly the enactment of S. 765, 87th Congress, 1st session; the companion bill being H.R. 2532. We do so in the sincere belief that its provisions will be mutually beneficial to the citizens of the United States, to the National Park Service, and to the citizens of Vicksburg and Warren County, Miss.

The bill imposes certain obligations and responsibilities on the city of Vicksburg. We are thoroughly cognizant of these obligations and responsibilities. We hereby give assurance to this subcommittee and to the Congress that we are prepared in every respect to fulfill these.

Long before Mission 66 became a formal program of the National Park Service, the city of Vicksburg showed its interest in cooperating with the Department of the Interior and the National Park Service in helping to achieve the objective of consolidation of the Vicksburg National Military Park. Approximately 10 years ago it supported a bill which contained certain provisions similar to those in S. 765 insofar as they impose certain obligations on the city of Vicksburg to take over the south part of the Vicksburg National Military Park, incorporate its roads into the city street system, maintain the park-like character of South Confederate Avenue and areas designated by the Secretary of the Interior.

Subsequently, the city of Vicksburg has undertaken a program of long-range planning which makes full provision for changes which would result from the enactment of S. 765.

In the decisions it has made concerning the Mission 66 program for the Vicksburg National Military Park, the board of mayor and aldermen has been responsive to the expressed wishes and desires of the citizens of Vicksburg. It has participated fully in the deliberations of the local Mission 66 committee, whose mission and program will be explained subsequently in this hearing.

Acting separately on behalf of the governing body of the city of Vicksburg or jointly with the Mission 66 committee, it has been my

pleasure to have conferred at great length with representatives of the National Park Service at Vicksburg, at Richmond, and at Washington in an effort to assure that the Mission 66 program could be developed to serve its intended purposes in harmony with the local community.

We believe that the provisions of S. 765 serve that purpose.

To a degree that may not be readily apparent to one who is not completely familiar with local history and with local geography, the Vicksburg National Military Park and the city of Vicksburg are so closely related physically that many phases of their development must be considered as one. In its entirety S. 765 recognizes this interrelationship and its provisions give weight to the separate but mutual interests of the park and the city.

By your visit to the Vicksburg National Military Park today you gentlemen on the Senate subcommittee may be helping to write a new record for the park. You may help to make 1962 the first year in which more than 1 million persons will have visited the park.

We hope that you will number yourselves with those hundreds of thousands of tourists who believe that Vicksburg truly merits its title as "The Red Carpet City of the South." We are ever conscious that part of the total enjoyment of the visitor to the national military park depends upon how he is treated in Vicksburg, since the two areas are physically inseparable. We believe we have been able to foster those excellent relationships because of the harmony that has existed between the military park and the citizens of Vicksburg.

Enactment of S. 765 and development of all phases of the Mission 66 program for the Vicksburg National Military Park will make it possible for an ever-increasing number of citizens to enjoy to a greater extent this shrine which commemorates that gallant action that took place here in 1862 and 1863.

I thank you, Senator.

Senator Moss. Thank you, very much, Mayor Holland; that is a very fine statement. In your statement you indicated that the city is prepared to assume its obligation in accepting the roads and maintaining them, in the southern part, marked in yellow on that plat. Has the council also considered the plan of closing off the access roads and having parallel roads for the purpose of people who now go into the park in order to get from their homes, and do you approve of that general plan?

Mayor HOLLAND. Yes, sir, Senator. Confederate Avenue, the main access road that comes right through the park, of course, was an old county road or county access many years ago at the time of the war. At that time most all of the roads followed the ridges because it was the easiest point to construct the road. Consequently, that's—of course, Confederate Avenue was subsequently built when the park was set up. By the elimination or the making of a one-way street, or one-way road, out of Confederate Avenue, it cuts off access of a great number of people who now use Confederate Avenue as their approach into the city, and, of course, over the years it has been used more or less as if it were a city street. The alternate route that has been proposed would be another street starting over in the vicinity of the city cemetery, City Cemetery Road, and paralleling and coming across the city to give those people through other connections that the Park Service—other roads that they will be developing that will tie

into it that will give them a complete access road across the city without interfering with the normal operation of the park.

Senator Moss. It would change the pattern of the traffic because it would flow on another street. In your opinion, would that be equally acceptable to the use now being made, or would it be preferable?

Mayor HOLLAND. I think, actually, Senator, it would give us an easier flow of traffic because the park road, of course, follows the scenic curvatures, and I think that with the additional width that could be put to a new city street that we could move more traffic and in a more expeditious manner with this new road to get across town and get into the other lateral streets. In connection with that, the planning commission, headed up by Colonel Sauer, and the plan being adopted by Michael Baker & Associates, a consulting enineering concern, have completely taken into cognizance these plans and have tied it in with our overall city plan. I am sure that complete details of that will be brought out in their statements. I'll be glad, though, to answer any specific question that you may have for me on it. I think, for certain, that it would facilitate the flow of traffic to have this new road.

Senator Moss. I appreciate that, Mayor. I understand from your answer that the council is perfectly cognizant of this, and has been considering it, and thinks that it would be desirable to do it this way?

Mayor HOLLAND. Yes, sir. Some months ago—well, in fact, more than 2 years ago, we had a consulting engineer to make a rough analysis and a preliminary study of the feasibility of this street, and that was done and the information was presented to us some time ago, when the discussion was first taken of making Confederate Avenue a closed one-way road.

Senator Moss. Thank you, very much, Mayor. I appreciate very much your attendance here.

Now we would like to hear from Mr. Tucker, Albert Tucker, the chairman of the Board of Supervisors of Warren County.

Mayor HOLLAND. Senator, Mr. Tucker is not here. This is Mr. George Kelley, a member of the board.

Senator Moss. Oh, I see. Mr. Kelley, well, I'm happy to have you, sir, speaking for the board.

STATEMENT OF GEORGE S. KELLEY, MEMBER, BOARD OF SUPERVISORS, WARREN COUNTY, MISS.

Mr. KELLEY. This is George S. Kelley, a member of the Board of Supervisors of Warren County, Miss. I am happy to appear on this occasion and represent the governing authorities of Warren County. We have at all times consulted with the officials of the National Park Service and the citizens' committee on Mission 66 in the development of the plans for Mission 66 for the Vicksburg National Military Park. We have approved these plans as presented to us by the National Park Service and we wish to support fully the passage of Senate bill 765. Very short.

Senator Moss. Well, thank you, Mr. Kelley. I appreciate your coming to bring that testimony from the board. I am sure that the board has considered this at some length because the bill has been pending now for—well, this bill for over a year, and there was a predecessor bill of a similar import. I appreciate your coming to give us that information.

Now we will hear from Mr. J. E. Blackburn who is president of the Vicksburg Chamber of Commerce.

Mr. Blackburn.

STATEMENT OF J. E. BLACKBURN, PRESIDENT, VICKSBURG CHAMBER OF COMMERCE

Mr. BLACKBURN. My name is J. E. Blackburn. I am president of the Vicksburg Chamber of Commerce, a voluntary organization of approximately 900 business and professional men and women working for the economic, social, and civic development of Vicksburg and Warren County, Miss.

Our organization has been on record as approving the principles embodied in Senate bill 765 and in the Mission 66 program of development for the Vicksburg National Military Park.

For a great number of years we have spent a considerable amount of our time and our budget in inviting visitors to come to the Vicksburg National Military Park and in providing services for those visitors.

In cooperation with the city of Vicksburg and the Warren County Board of Supervisors, the chamber of commerce has operated a hospitality house for tourists. Through the full-time hostesses on duty in the hospitality house we are able to keep well informed on matters dealing with visitors. We know, among other things, that they receive excellent treatment from the staff of the national military park. But we also know many of them have a fear of becoming lost in the park; many complain about traffic, and about lack of interpretive devices which would explain more fully the actions that took place on the Vicksburg battlefield.

For those reasons the chamber of commerce has long supported the proposal to provide definite tour routes in the park, controlled so that visitors could not become lost; to make it possible for visitors to drive at a more leisurely speed through the park without holding up traffic; and to provide for more elaborate interpretive devices which would become more feasible if access to the park were better controlled.

Our support, however, was predicated on the assumption that whatever changes were made would make full provision for handling traffic and access wherever there had been a diversion.

When the original draft of the Mission 66 program was publicized locally, the chamber of commerce took the responsibility for arranging a meeting of representatives of almost every organized group in the city for the purpose of hearing National Park Service officials explain the program in more detail. It became evident at that meeting that there was a need for local liaison with the National Park Service during the period that final plans were being made for Mission 66.

As a result we organized the broad-based Mission 66 committee which thereafter operated as an autonomous group. We feel that the Mission 66 program as perfected by the Park Service has made provisions for giving consideration to legitimate local interests and that Senate bill 765, if enacted and if carried out in its entirety, will serve the best interests of the visitors to the national military park and the best interests of the local community.

And as president of the chamber of commerce I pledge to you gentlemen that Vicksburg will continue, as it has in the past, to serve

our visitors in such a way that they will enjoy to the maximum the historic shrine preserved here by the National Park Service.

Senator Moss. Thank you, very much, Mr. Blackburn. Is Highway 80 going to be a divided interstate highway, coming in?

Mr. BLACKBURN. Well, it will be changed to Highway 20 when it's completed, as I understand.

Senator Moss. The number will change, but it will be an interstate road, one of these large divided interstate roads?

Mr. BLACKBURN. Yes, sir.

Senator Moss. I suppose you can expect an increase then, really; in the tourists that will be coming.

Mr. BLACKBURN. We certainly expect it because we have had—the hospitality house is kept busy now with tourists, particularly in the tourist season when they are here every day in the week.

Senator Moss. You are right on the million mark, or close to it now, so I assume that you do have a lot of visitors. That number of visitors, I suppose, is what poses the real problem on this two-way road that sort of twists up and down Confederate and Union Avenues?

Mr. BLACKBURN. Yes, sir; that has a lot to do with the problem. Of course, when a visitor comes into town we want him to sightsee, you know, and in the park I think it would be advantageous if we could have it where they could be able to leisurely go along and see——

Senator Moss. There would be two advantages, wouldn't there? There would be one-way roads and practically it would be all visitor traffic, slow-driving traffic?

Mr. BLACKBURN. That's right; there surely would.

Senator Moss. Thank you, very much, Mr. Blackburn. I appreciate it.

Mr. George Rogers, who is chairman of the citizens' Mission 66 committee.

Mr. Rogers.

STATEMENT OF GEORGE ROGERS, CHAIRMAN, CITIZENS' MISSION 66 COMMITTEE

Mr. ROGERS. Senator, ladies and gentlemen, I am George W. Rogers, Jr., appearing as chairman of the citizens' committee on Mission 66 in favor of the passage of Senate bill 765. At the outset I should like to take a short time to present my credentials, so to speak.

During 1958 the Park Service first made public its proposals for Mission 66 for the Vicksburg Park. This plan was basically the same plan which has already been presented at this hearing. It represented quite a radical departure from the method of operation and the physical characteristics of the park as it had existed from its inception to the present. This was particularly true of the plan for a closed-circuit park tour with but a single entrance to the park. Many local citizens live in the vicinity of the park and countless others have used the park roads over the years for routes of travel. This was a natural result of the fact that when the park was established it encompassed the local road network which was then in existence. The prospect of being then shut off from traditional lines of communication was naturally disturbing to the citizens directly affected thereby. Also, many citizens sincerely doubted the advisability of so limiting ingress

and egress to the park from the point of view of the utility of the park to the general public. Others, on purely historical grounds, questioned the proposal to exclude from the boundaries of the park the southern portion thereof.

Because of widespread objections which were voiced, and as a result of a letter from the Acting Director of the National Park Service to the Vicksburg Chamber of Commerce which requested the discussion of mutual problems and offered to adjust the plans for the park to the legitimate requirements of the local community, the chamber of commerce directly invited approximately 200 citizens and issued a general invitation to all interested parties to attend a public meeting to form a citizens' committee on Mission 66 on January 6, 1959.

A large and representative group attended, and I had the honor of being selected as chairman of the group. A steering committee of 15 persons was formed and proceeded with a detailed study of the plan in conjunction with park officials and local officials.

In general the steering committee found that the tremendous increase in visitation and the large burden of local traffic had rendered the existing road network obsolete and agreed with park officials that if the park was to continue to meet the demands of the Nation, a modernization of the park along the general lines proposed was necessary—with one important exception.

The steering committee likewise felt that the plans for the accommodation of local traffic were adequate, with one exception.

The steering committee also concluded that the proposed transfer to the city of Vicksburg of the south end of the park was in the best interest of the future maintenance and development of the park and of the city, provided the transfer was made upon the proper terms.

The steering committee therefore prepared a report which recommended that the people of Vicksburg give their full support to the Mission 66 plan for the park with three significant provisos:

1. That instead of one entrance only, entrances be maintained both at Fort Hill and at the south end of the proposed limits of the park in order to allow a continuous circuit to be made around the entire siege lines of the city following Confederate Avenue.

2. That in addition to the local roads to be provided by the original plan, a road should be constructed to accommodate north-south traffic which would be displaced off of Confederate Avenue. The road we are speaking of would start about here and run down to the south end of the park [indicating on map]. That wasn't in the original proposal, and we felt that it was absolutely necessary.

3. That the proposed transfer of the south end of the park take place under terms and conditions which would preserve the parklike character of Confederate Avenue and the monuments and earthworks in place there, but would leave the city adequate control of ingress and egress through the area transferred.

This report of the steering committee was unanimously approved by the citizens' committee. Following such approval conferences were held with officials of the Park Service and all differences were substantially resolved. As you have seen, present plans provide for the maintenance of the two additional entrances to the park, which we sincerely believe will be of great value to the general public who come here to see the site of this historic battle.

A satisfactory understanding was also reached on the terms of the transfer of the south end of the park.

The matter of the provision of an alternate north-south route for Confederate Avenue was settled on the following basis: Although the Park Service did not add it to its plan, it was understood that the required legislation to implement the plan would contain authority broad enough to allow such construction and the burden would remain with the local community to justify its necessity, which we have no doubt that we can do.

Accordingly, a bill identical to Senate bill 765 was drafted at the request of the Congressman from this district and introduced in the last Congress. This bill contained all necessary legislative authority to implement the full Mission 66 program for the park. However, its introduction was too late to secure action thereon before adjournment. Therefore, Senate bill 765 and a companion House bill were introduced at the commencement of this Congress.

Since this bill has been carefully worked out as a result of a great deal of planning and study, both by the National Park Service and by officials and private citizens on the local level, and since this bill will provide the basis for future development of perhaps the greatest of our national military parks so as to better serve the interests of all the people of our Nation while adequately protecting the valid interests of the local population in the growth and development of this area, I am happy to urge this committee to recommend that this bill be given an early and favorable report.

The battle at Vicksburg, commemorated by this park, was emphatically the most important single event in determining the outcome of the Civil War. The Battle of Gettysburg preserved the North from invasion and marked the high tide of the Confederacy, but the strategic results of the capture of Vicksburg were vastly more important. The Confederacy was severed in two and the traffic artery of the Mississippi was at last reopened to the vessels of the North. Truly, the doom of the Confederacy was sealed at this point, with all of the implications for the future of this country which this conclusion carried with it.

We have here the most perfectly preserved battlefield in the world. We would be remiss in our duties if we did not do all in our power to insure its preservation and proper interpretation for this and for future generations. No nation can maintain a resolute and strong national purpose and a strong sense of national unity without a knowledge and appreciation of its past history on the part of its people. The dedicated work of our public servants in the Park Service have produced a plan which will modernize this park and make it adequate to serve both the needs of the present and the expanding needs of the future. Senate bill 765 is the key to the successful implementation of this plan. On behalf of the citizens of Vicksburg and Warren County, I respectfully urge its speedy passage.

Senator MOSS. Thank you very much, Mr. Rogers.

Mr. ROGERS. I would like—also this might be of interest to the Senator. We spoke of the road network that existed at the time of the park. This is a map, which could be put in the record if you wanted to; it is an official document, a reconnaissance made by the U.S. Navy in 1863 during the time of the siege, which shows the siege lines and also it shows this local road network, running along, you

see, these very defined ridges. This is Confederate Avenue [indicating] right along there, and this is the road, of course, which was incorporated into the primary road of the park, which needs to be supplemented.

Senator Moss. It is a very interesting map, with the date 1863 upon it. It is most interesting. It is of such historic value that I don't think we had better take it and put it in the record, but I am happy to see it.

It does illustrate very well how that avenue runs down the ridge, what is now Confederate Avenue.

Mr. ROGERS. It also illustrates the difficulties of the terrain which funnel this because, as you see, there are these lateral ridges that cut across very deeply all along here. The places where otherwise there would have been north and south streets, you see, developed, and that's why there is no local network now and it has to be supplemented.

Mr. STONG. It also refers to the equity of it. As I understand section 1(c), the Secretary of the Interior can negotiate and assume all or part of the expense of this alternate route that is outside of the park?

Mr. ROGERS. That's right, sir.

Mr. STONG. This would illustrate the equity of it.

Mr. ROGERS. The equity of allowing that.

Mr. STONG. Of allowing that; because the Federal Government took over the existing road.

Mr. ROGERS. It took it over, and it is the best possible place for a road in this area. Also, it illustrates one thing—I mean, normally you might think, well, if you are going to do that you will just build a road right outside of the park, or right along the existing road to supplement it, but you can't do that because of the terrain. You've got to go a little bit further inside of the city. This will save money and make a shorter route.

Senator Moss. Thank you, Mr. Rogers, for your statement and for the very excellent work that you and your committee have done in considering this legislation and prior legislation. I think you summed it up very well by saying that we have a dual problem here. We must preserve this great national heritage which is ours and develop and use it, but at the same time we have to do justice and equity to those people who live in the area and utilize the road system and continue to make this their home. That's the reason for this hearing and the reason we are trying to perfect the legislation before us. Thank you.

Mr. Ray Sauer, who is chairman of the city planning commission, will be our next speaker.

STATEMENT OF RAY SAUER, CHAIRMAN, VICKSBURG PLANNING COMMISSION

Mr. SAUER. Senator Moss, Mr. Stong, I am R. W. Sauer and presently have the privilege of serving as chairman of the City of Vicksburg Planning Commission. I have a prepared statement; however, I would like to briefly summarize its contents in order that any of the points might be developed further if you so desire.

Senator Moss. Well, thank you. The entire printed statement will be placed in the record. You may go ahead and amplify it or summarize it any way you like, Mr. Sauer.

Mr. SAUER. In order to place the planning commission's interest in the proposed plan of park development, as well as the other features of the bill which you are considering, in the proper perspective, I would like to mention that the planning commission was not established until after this proposed plan of park development and this bill were matters of public discussion. Consequently, we came into the picture after this plan of development was made public to our city.

Now, it has been brought out here that with this plan of development the traffic using Confederate Avenue would be restricted to visitor traffic in the park. Consequently, in our preparation of a comprehensive plan of development for the expansion of the city of Vicksburg it was necessary that we contemplate this restriction on the use of Confederate Avenue, and our thoroughfare plan, or traffic plan, if you will, naturally had to assume that this park plan of development had at least a possibility and probably a probability of eventually materializing. And, consequently, we were guided accordingly.

As a bit of further background information I would like to state that the population statistics for the growth of Vicksburg do not, in the opinion of the planning commission, represent its future expansion potentiality. In substantiation of this statement I would like to just briefly note that a harbor project and an industrial fill adjacent to this harbor project have just been recently completed at the north limits of the city of Vicksburg. This industrial fill provides 245 acres of most desirable sites for industry which have a need for waterway navigation. In addition to that, just south of the city limits of Vicksburg there is an industrial park which provides highway, railroad, and airway facilities for those industries that do not have need of water frontage. In addition, I would like to bring to your attention that this town has an ample supply of industrious and intelligent labor. We are also blessed with excellent schools, churches, hospitals, and recreational facilities, natural recreational facilities, that can be compared with the best in the country. Consequently, we feel that the city of Vicksburg is in an excellent position to interest industry when it decides the time is right for expansion in anticipation of the population explosion which is forecast for the United States.

So much for background. Now I would like to state that the planning commission is fully aware not only of the value of the national military park as a memorial to the soldiers who served in this great campaign, but it also fully appreciates the fact that it is an outstanding tourist attraction, and, as such, is an important element of our economy. Nevertheless, circumscribing the town as it does on three sides with the river to the west, any expansion that takes place must be beyond the park. In order for this to be practicable it is necessary that a limited number of adequate major thoroughfares cross the park.

The plan, which Mr. Lunardine will assist me in explaining here, contemplates a limited number of park crossings. This plan, I might add, has been coordinated with the local park officials and it has to do with the park crossings which have been mentioned previously this morning.

To be specific, we have access to the north and the south of the town over Highway 61. This is a four-lane highway passing through the city and with a minor amount of widening will provide adequate access to the north and south.

Now to provide—I might mention here we have five crossings that we are contemplating. They all, if you will, may be considered

"spokes" passing through the park originating with the central business district as the "hub."

The next one that I would like to call to your attention is Halls Ferry Road, which will provide access to the southeast section beyond the park and direct access to the business district.

The next one has previously been mentioned this morning and that is Highway 80. Incidentally, Halls Ferry Road must be widened to four lanes. It is now only a two-lane road, and to be satisfactory must be widened to four lanes. In addition, the next item that I would like to mention is Highway 80. This is presently a two-lane highway. We feel that it must be widened to four lanes to provide for the expansion of the city to the east as well as to provide a connection with U.S. Highway 20, which you inquired about earlier in the hearing.

The next item, which is an extension to Jackson Road, Old Jackson Road, is actually a relocation through the park in a place which we believe, and I think the park officials agree with us, will be located in an inconspicuous part of this park. This, necessarily, would have to be a four-lane highway, and would tie in Main Street and Jackson Road and eventually tie in to U.S. Highway 61 north bypass, which is presently under construction.

Those, gentlemen, are the park crossings that the planning commission is concerned about. In addition to the park crossings, it has been brought out previously that it is necessary that an alternate north-south road be provided when local traffic is excluded from use of Confederate Avenue, that is the long north-south line which is outlined in red on the map. As has been brought out, Confederate Avenue carries a large volume of local traffic having need to cross from the north to the south ends of town. This traffic, if an alternate provision is not provided for traveling north and south, would have to come through the business district, which would necessitate its travel over streets that are already overloaded. It will not be possible to accommodate the additional traffic which would be generated if Confederate Avenue is closed to local traffic.

In summarizing, then, we feel that in order to provide for the future traffic which may be expected in Vicksburg, we need five crossings of the military park. We also need this north-south street to take the load which is now using Confederate Avenue and distribute it to the major street system as has been shown upon that map.

I would like to conclude by stating that this thinking is not necessarily limited to the laymen efforts of the planning commission, but that we have been guided by a most able consulting firm of city planners, Michael Baker, Inc., from whom you will hear from a little bit later. So this is not a layman's idea of a plan, but this is also professional viewpoint of a plan in which the planning commission is in full accord.

Finally, gentlemen, let me say that the planning commission heartily endorses passage of the bill which you have for consideration today, provided these five crossings are taken care of and this north-south street, which we have been talking about, is also included in the proposed plan of development.

We thank you for your time this morning. We appreciate you taking time from a busy schedule and coming from Washington to hear us today, Senator.

Senator Moss. Thank you, Mr. Sauer. Three of those crossings would amount—the three westernmost ones would amount, really, to widening more than anything else, wouldn't they? They wouldn't take very much of the park?

Mr. SAUER. No; because it is only a strip, Senator. The north-south now is sufficiently adequate to meet the needs with just a minor widening of the streets. The next one there, Halls Ferry Road, would require widening for a four-lane highway. It is now a two-lane highway, but the crossing of the park is extremely narrow. It is, more or less, a strip in that area.

Mr. STONG. Would that be in the park, possession in the southern end?

Mr. SAUER. That would not be in the park after—should this bill be enacted. But regardless of whether this bill is enacted, I would like to go on record as stating that it is essential that we obtain right-of-way from the park over that Halls Ferry Road crossing, over Highway 80, and over this extension from Main Street or Jackson Road. This is essential for any future planning for the development of Vicksburg.

Senator Moss. If the park ceded that back to the city, then the city would have grants of right-of-way and the like?

Mr. SAUER. There would be no problem of right-of-way if that were ceded to the city, and provided there were no restrictions in the easement easing that to the city.

Senator Moss. There are two major crossings to the east that go—bisect the park. In the planning of that, do you visualize a depressed or overhead road or some way to minimize the hazard of the visitor traffic that is making the loop?

Mr. SAUER. In all of our discussions with the park officials we have contemplated that this traffic would be entirely separated from visitor traffic in the park.

Senator Moss. It would be by overhead or underpass over crossings of the main roads to the park. Now this long street, do you have an estimate of the cost of that?

Mr. SAUER. A rough estimate has been made of the cost of that. I would like to refer that question to our mayor, since the planning commission itself has not gotten into cost estimates. I believe this estimate that he may be able to furnish you is preliminary, not what you would call an accurate estimate.

Senator Moss. Do you have a preliminary estimate, Mayor?

Mayor HOLLAND. Yes, sir, Senator; we do. We had Mr. Emile Cavallo, a consulting engineer, make a preliminary study. He estimated the construction cost of the road to be approximately $1 million plus the right-of-way, and the right-of-way would cost, we estimate, between a half a million and three-quarters of a million dollars. So we are thinking in terms of $1½ to $1¾ million.

Senator Moss. That's your preliminary estimate, between $1½ and $1¾ million.

Mayor HOLLAND. Now that involves a bridge over the Illinois Central Railroad or an underpass. It involves the crossing of a major street, Clay Street, which is the old city entrance of Highway 80. It also involves the tunneling under another one of our streets out in the northeastern section. Of course, those operations within themselves are rather expensive, but that is the preliminary estimate.

Senator Moss. I see. Thank you very much, Mr. Mayor. Thank you, Mr. Sauer. That was a very interesting presentation.

And that plan, I wonder if we may have either this plan, or a copy of it—oh, it is here. I had not unfolded it. So that is fine; we wanted it for the record so that when we talked about it in committee I would be able to refer to those red circles.

(Mr. Sauers' prepared statement follows:)

STATEMENT OF RAY SAUER

Hon. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR CHAIRMAN: In order to place the City of Vicksburg Planning Commission's interest in the Mission 66 development of the Vicksburg Military Park in proper perspective, it should be noted that the commission was not organized until February 15, 1960. This was well after the date that park officials announced that its proposed plan contemplated a memorial-type park development which would restrict the park roads to visitor travel. Consequently, in preparing a thoroughfare plan for the city of Vicksburg, it was necessary to assume that the memorial park plan would materialize.

The population statistics for the growth of Vicksburg do not correctly portray its potential for expansion. The recently completed harbor project to the north of the city provides ideal sites for industry requiring water transportation. An industrial park to the south provides rail, highway, and airway facilities for industry not requiring river frontage. An ample supply of industrious, intelligent labor combined with excellent schools, churches, cultural advantages, and unparalleled recreational facilities located nearby, place Vicksburg in a most attractive position to interest new industry. All studies and projections by the planning commission contemplate an above-average increase in population when industry decides the time is ripe to expand for the contemplated population explosion which is forecast for the United States.

The military park is an outstanding tourist attraction to Vicksburg and consequently an important element of its economy. Nevertheless, circumscribing the city as it does on three sides with the river to the west, any expansion must take place beyond the park. For this to be practicable, it is necessary that a limited number of adequate major thoroughfares cross the park. The plan for the park crossings, which has been coordinated with the local park officials, is shown on the attached "Major Thoroughfare Plan, Major Street System." This plan contemplates four-lane streets or parkways at the following locations: (1) U.S. Highway No. 61, a four-lane highway, to provide access north and south of the park; (2) Halls Ferry Road, to be widened to four lanes, thereby providing direct access from the central business district to the southeast of the park; (3) U.S. Highway 80, widened to four lanes for access east of the park and connecting to Interstate No. 20; and (4) extending and widening to four lanes First East Street and Main Street for access northeast of the park via a park crossing in the vicinity of Jackson Road or Openwood Street.

In addition to the park crossings, it will be necessary to provide an additional north-south street to accommodate the traffic which has for a number of years and is now using the park road designated "Confederate Avenue." Confederate Avenue now carries a large volume of local traffic having need to cross from the north to south sections of the city. If Confederate Avenue is closed to local traffic, this traffic will then be required to pass through the business district to accomplish its mission. Since existing streets are presently overloaded, it will not be possible to accommodate this additional traffic.

As may be noted on the inclosed "Major Thoroughfare Plan, Major Street System," a major four-lane street designated "Mission 66 Road" is proposed to intercept the traffic now using Confederate Avenue and distribute it across town without the necessity of passing through the business district. This street or one located in the same vicinity is considered vitally necessary for handling the traffic generated by the area to the east, northeast, and southeast of the park which now uses Confederate Avenue.

The City of Vicksburg Planning Commission heartily endorses the plan of improvement for the Vicksburg Military Park provided adequate measures as

outlined above are included to permit expansion of the city and to provide an alternate method of handling the local traffic now using Confederate Avenue.

Sincerely,

R. W. SAUER, *Chairman.*

Senator Moss. The next witness is Mr. Bob Lunardine, resident engineer of Michael Baker Associates, city planners. Mr. Sauer referred to Mr. Lunardine and he has been helping us with the map already. We will be glad to hear from you, sir.

STATEMENT OF BOB LUNARDINE, RESIDENT ENGINEER, MICHAEL BAKER ASSOCIATES

Mr. LUNARDINE. Thank you, Senator. I am Robert C. Lunardine, resident planning engineer, representing Michael Baker, Jr., Inc., consulting engineers and planners. Michael Baker, Jr., Inc., is engaged in the practice of all phases and aspects of civil engineering and city planning. With a staff of about 1,000 professional, technical, and administrative employees, it is one of the largest, and possibly the largest, firm of its type in the United States, and according to the latest published comparative surveys does the greatest dollar volume of business of all consulting engineer firms in the country. The firm operates on a worldwide basis from its home office in Rochester, Pa., and from a number of foreign and domestic branch offices, the principal branch office being located in Jackson, Miss., and is in its own right the largest consulting engineering firm in Mississippi and the South.

In December 1960, we were retained by the city to prepare a comprehensive master plan to bring about a coordinated physical development in accordance with the present and future needs of Vicksburg.

The problem of handling traffic in Vicksburg has for many years been severely complicated by the city's very rough terrain. The very conditions which gave Vicksburg its peculiar historical importance nearly 100 years ago now creates one of its most pressing problems. The city was founded upon a high bluff overlooking the Mississippi River. Surrounding the city was a crescent of very sharp ridges which provided the almost impregnable line of defense in the battle which the park now commemorates.

The area between the early center of town and the semicircular ridge is cut by a series of ridges radiating out from the downtown area. The deep ravines between these ridges have up to now hindered a good deal of development and have made it impracticable to construct a major north-south artery through the areas of the town which have been developed since the early settlement on the bluff, except along the semicircular ridge line which surrounded the old city. This ridge line, now called Confederate Avenue, was obtained by the National Park Service in 1899.

With the expansion of residential developments along the radial ridge lines inside the old city, a considerable amount of traffic generated by the normal life of the city has flowed through the park. The National Park Service estimates that about 1,500 to 2,000 vehicles per day use this route. Only about 500 vehicles per day result from the tourist traffic, and the balance represents the use of Confederate Avenue by local persons.

The map which you have in your hands shows graphically the existing traffic problem on the other streets in and around Vicksburg. As you can see, a tremendous proportion of the traffic through Vicksburg must now go through the central business district. In a city of Vicksburg's size, unable to support large-scale outlying commercial areas, the health of the central business district is vital to economic growth. In Vicksburg traffic congestion is already a serious problem affecting the life of the central business district and the people of Vicksburg. When the military park development plan is implemented, the local traffic will be forced through the central business district area adding immeasurably to an already serious problem unless a supplementary north-south route through Vicksburg is provided. Therefore, we heartily recommend that plans for such a through route be included in the military park development program.

One further question vital to the city's healthy growth arises from the plan. Just as the crescent-shaped battlefield once stood between Vicksburgers and the Union forces, the Vicksburg National Military Park for many years provided a block to expansion of the city from within. By now the city has "jumped" the park, and new residential developments take place mostly beyond the battlefield. However, as these areas outside of the old city grow, adequate traffic arteries between the center of Vicksburg and the outlying areas will become increasingly important. Therefore, we strongly suggest that provision be made now for rights-of-way sufficient to accommodate a four-lane street through the park in the vicinity of Jackson Road, Halls Ferry Road, and U.S. Highway 80.

We are most enthusiastic about the entire military park development plan. However, we are most anxious that provisions I have mentioned be made an integral part of this plan. We feel that upon completion of all of these improvements the economic development of Vicksburg will be considerably enhanced, and visitors to this area will find their experience even more pleasant. If, on the other hand, the specific recommendations we have made are omitted, we feel that neither the city nor the park visitors can fully realize the advantages of the planned park development program.

Senator Moss. Thank you very much, Mr. Lunardine. The north-south road that we talked about before is the one generally that you would recommend as an alternate?

Mr. LUNARDINE. Yes, sir. We think it is a feasible location for this route, and one that would be practicable to construct.

Senator Moss. You heard the mayor's preliminary estimate of the cost. Is that roughly what you would assume as the cost?

Mr. LUNARDINE. We haven't completed our cost analysis on this road; however, it is—seems like it is in line with our initial estimates, sir.

Senator Moss. There is now, according to this schematic traffic flow of yours, there is now a very heavy flow through the park here on this Scenic 80 at the present time?

Mr. LUNARDINE. Yes, sir. There is in the neighborhood of 6,000 or 7,000 vehicles a day, I believe, that pass through the arch or Scenic 80 into Vicksburg or out of Vicksburg. This is one of the reasons that that portion of Highway 80 will have to be expanded into a four-way street in order to create a smooth traffic flow through there, and it's going to increase as time goes by.

Senator MOSS. Your plan, of course, would assume, I suppose, this separation of grade so that there wouldn't be any crossing of the visitor traffic over it?

Mr. LUNARDINE. Yes, sir. I believe it's planned that the park road will pass under Highway 80, and an access into the park will be made at that location, Highway 80, if I'm not mistaken.

Senator MOSS. Turn off from 80 to go into the park?

Mr. LUNARDINE. Yes, sir.

Mr. STONG. I'm not sure Mr. Lunardine is the person to answer, but the Interior Department report on the bill estimates the cost of all of the highway construction for which the Federal Government will be responsible at about a million and four. The estimate here of the one highway is $1½ to $1¾ million. Is this because the new highway goes south of Garrott Road, and there would be no Federal responsibility for the section beyond the adjusted national park?

Mr. LUNARDINE. I'm not sure on that, sir. I don't know exactly.

Mr. STONG. As I understand, the Federal responsibility would be to provide an alternate road from this point [indicating Garrott Road] north.

Mayor HOLLAND. Originally, when the proposal was originally made—if I might interject this, Mr. Stong—it was proposed that this road go to Indiana Avenue, which would tie it into the bypass. You will see a projection that extends further on to the south and southeast, which has been made by our planning commission, and which would be the responsibility of the city and our own obligation. Mr. Sauer, will you point that out for them.

Mr. SAUER. Gentlemen, this is the point here [indicating on map] where this alternate, Mission 66 Road, if you will, would connect into Confederate Avenue. It is our feeling, as the mayor expressed, that the park would be involved between Cemetery Road and this point. The city would be involved in this future extension.

Mr. STONG. There is no inconsistency between the estimates.

Mr. ROGERS. I think we should—to clear this record, I think we should clear this inconsistency. Of course, this is going to cost a good bit——

Mr. STONG. Well, I don't believe there is an inconsistency.

Mr. ROGERS. I believe there is, sir. This is going to cost a good bit of money, but any plans that have been planned for 50 years is going to. I believe that the million four, and I could be corrected on that, was merely based on the cost of constructing an adequate road through here and building this underpass and constructing this new road through here. In fact, originally the plan called for two roads through the park here: (1) That the existing Jackson Road would be continued but that you would have to do an overpass to get the park traffic over it; and (2) that this City Cemetery Road would—in fact, it's shown on here—go through the park in an alternate route so that would have to be constructed. I believe that's where the $1,400,000 came from. It was for all of this work, and the Department itself has never actually put in an estimate on the cost of this. So actually I believe that is as close as we can get it and, of course, this will require detailed engineering proposals as to the exact location and so on. As it stands now, you would have the approximate $1,400,000 for all of these other things and about the same amount for the street.

Senator Moss. Well, I can ask Mr. Harrison if the Department will furnish me and the committee an updated estimate of the cost assuming that the Park Service does build the two major bisecting crossings, builds or contributes to the building of the north-south road down to Indiana Avenue, and also these two widening areas, which I assume would probably be just a transfer of enough land to widen the road, so that there wouldn't be any monetary cost. I would like to have in the record an up-to-date estimate of the total monetary obligation that would be assumed if we follow the plan that is on the board now and to which the last two witnesses have testified.

Mr. HARRISON. Senator, it will require some readjustments in our estimate, and we will be very happy to furnish that to the committee for the record.

Mr. STONG. Is it correct that the million four does not include the new street?

Mr. HARRISON. That is correct, sir. There have been some changes in thinking with respect to crossings of the park, so there would be some adjustment in that figure, too.

Senator Moss. All right. Thank you, Mr. Harrison, and thank you, Mr. Lunardine. We appreciate that very much.

Now these are the witnesses that we had scheduled to speak to us. As I indicated in the beginning, we will be pleased to hear any person who has any additional information that they would like to contribute here at this time so that their testimony can be put in the record. If you would like to speak, if you would raise your hand I'll have Mr. Stong come back and get your name and we will hear you.

There is a lady; will you get her name.

Mrs. DEARING. I am Mrs. C. M. Dearing.

Senator Moss. Thank you, Mrs. Dearing. Will you be seated and proceed.

STATEMENT OF MRS. C. M. DEARING

Mrs. DEARING. I would like to speak in connection with the southern end of Confederate Avenue, which is going to be turned over in the proposal to the city of Vicksburg. Now, it was not brought out clearly to my mind just exactly about the details of the transaction, I might mention. I think at the committee meeting, when we met originally as Mr. Rogers spoke about it, that it was brought out in that meeting that if the city takes over this end of south Confederate Avenue that the property owners would have the privilege of buying the strip of land adjacent to their property from 50 feet from the center line of the roadway—of course, meaning the boundary line of the park. Now, I don't know whether that is in the bill 765 or not, but I would like to know whether it is and I would like to know what is supposed to be done in the transfer.

Senator Moss. We can find out, and we will; that is, if the city has any plan like that now. Under the bill, however, the area to the south, it is shown in yellow on this big plat, would be ceded by the National Park Service to the city of Vicksburg with the limitation only that a parklike character be maintained. Now, within that limitation the Federal Government would no longer exercise any supervision, and we might find out whether the city has any proposed plan about acquisition of any of the fee land by the abutting owners on that land. Is there any plan like that in existence?

Mayor HOLLAND. No, sir.

Senator MOSS. There is no such plan.

Mrs. DEARING. Well, it was in the original plan, and I wanted to bring that out. I wanted to also bring out that I noticed in Mr. Rogers' statement this morning, he said that the earthworks would be retained. Originally, in that committee meeting, I think that they gave the city the privilege of grading those earthworks down, and, of course, as I said, the adjacent property owners buying that strip of land, but just so long as they did retain the monuments on the park property. Now I would like to know if that is still in the bill.

Senator MOSS. Well, it is not; it is not——

Mrs. DEARING. Mr. Rogers—excuse me—did bring out the earthworks in his statement this morning. But another thing, also, I want to be sure that there is an ingress and egress on Fort Hill, as well as at the south end of Confederate Avenue.

Senator MOSS. Yes; that is in the plan. There will be an egress at the south end of the park. The other point, about the property, the abutting property, of course, would be handled by the city once the city took title to this land at the south end. Now I am very encouraged to find that the city has engaged some excellent city planners who are advising the council on this, and I am sure that they will work out a very fine arrangement that will preserve the parklike beauty here and yet do justice to the people who live in the abutting area. Of course, they are your own local folks. They are the ones you can talk to in the council and make sure that things are worked out.

Mrs. DEARING. Yes; but originally in that committee the property owners could—were—it was brought out that the property owners could purchase the land within 50 feet of the centerline of the road. Now, that was originally brought out.

Mr. ROGERS. Senator.

Senator MOSS. This was probably on a committee meeting of the Mission 66 committee and not having to do, I guess, with our committee, but if there is any clarification we can get for you we certainly want to do it.

Mr. ROGERS. Senator, may I make a statement on that?

Senator MOSS. Yes; go right ahead.

Mr. ROGERS. Of course, the bill, naturally, does not contain details of this, which are technical and would have to be worked out, as the bill provides, between the local officials and the Secretary of Interior. Now when this plan was presented, and I suppose it's still in the files of the National Park Service, there was a rather detailed proposal as to what restrictions would be placed, and it was contemplated that certain areas along the side roads which serve no purpose as far as the park is concerned might be available for transfer to local property owners in the area. I think that is what Mrs. Dearing—and that was explained to the local citizens, that it was being contemplated that that would be available. Also there was a good bit of discussion in our committee by persons who were definitely interested in maintaining the parklike character. I mean we have local citizens that do not want to see this southern end of the park, of course, dismembered. It was, as she said, recommended that at least 50 feet on each side of Confederate Avenue be maintained without transfer. Those details—and that is the general thought of those concerned.

Now, if the bill is passed, of course, and we get down to the actual transfer, the final details will still have to be worked out, but I imagine they will be somewhat on the same basis as has been previously suggested by the Park Service and local officials.

Senator Moss. I would expect that there would be a number of property line adjustments, just from observing where the lines run now in that southern area. In many places it probably should be made available to the abutting landowner, and maybe some other acquisitions to perfect the highway more than it's protected now. The property now is right against the road in some instances. We appreciate your coming forward, Mrs. Dearing, to bring this point to our attention, and we will be aware of it as we consider this bill. Now is there any other person that has a matter that they would like to present that would add to the record that we have made?

Mr. FORD. May I speak from here, Senator?

Senator Moss. All right; if you will give us your name and your residence.

STATEMENT OF JACK FORD, VICKSBURG, MISS.

Mr. FORD. I am Jack Ford, Vicksburg, Miss.

Senator Moss. Thank you, sir.

Mr. FORD. This pertains to Mrs. Dearing's comment. Now I have in that south end of the city about 30 acres of property which abuts to this park. Now this road runs into a dead end out there. In keeping it in a parklike atmosphere that road hasn't been cut in the last 10, 12, or 15 years. There are monuments in there that you couldn't even find unless you made a specific search for them. Our property comes up within 1 or 2 feet in width and varies back to 40 or 50 feet, and unless some arrangement is made so we can know where we stand in this thing, there is no point in our trying to develop something out there until these things are clear. In other words, the property is more or less abandoned out there. The roadway itself is maintained; so far as being in a parklike condition, it's nothing.

Senator Moss. You have a very good point there, Mr. Ford, and I would think that at this juncture the city council and the planning commission here could be working on the specific details of how your problem would be dealt with in the event the bill was passed and in the event you had to sit down with the Secretary of Interior and say, "Now, on this transfer of land and on our obligation to keep it in a parklike condition, we have this specific detail of handling the abutting property." I'm sure that what you say is very reasonable, and there is no reason that I can see why that wouldn't be acceptable.

Mr. FORD. We would love to take it over and clean the thing up and make it respectable and something nice down in there. At this point I think it is more or less a trap for young kids to go down in there. It is not a nice thing at all.

Senator Moss. If it's overgrown and the monuments are not visible, certainly that is true, and I'm sure locally you can get to work on that right away.

VOICE. This lady here would like to say a word.

Senator Moss. Would you give us your name and address?

STATEMENT OF MRS. J. H. STRICKLAND

Mrs. STRICKLAND. Mrs. J. H. Strickland. I just wanted to say a few words. I have lived where I am living now about 43 years. It's just about, oh, four, five, or six blocks on Jackson Road which enters the park. Of course, when we moved there there was very few houses, and the road is very winding, you know. Lots and lots of people have built and moved out there and everything. I was hoping in some way that they would not make it, you know what I mean, kind of fix it as an entrance into town and go in that way. I don't know where the road will enter Main Street. Of course, I live not far from one entrance of it, on Jackson Road.

Senator MOSS. Well, I think Jackson Road is one of the crossings of the park that we expect to make a thoroughfare so that traffic can flow across there; yes.

Mrs. STRICKLAND. Well, before the other Superintendent of the park—my little granddaughter has just a little novelty shop in my front room—and I called him and asked him. We heard at that time that Jackson Road was going to be closed. I called him and he said, "No; it would never be closed." On top of that, the hill coming up, when you enter the park, there would be an overpass, and I think he told me, an underpass, but I didn't know what condition Jackson Road would be in. Of course, it's one of our main entrances. It goes right to the courthouse and all. I just didn't understand where this other road would intersect with Main Street.

Senator MOSS. Well, I think it's shown on this plat that is before us now. It is one of those main black roads with a red circle around it, and that would be the route that it would follow coming into the city. Under the plan it would be one of the main roads into the city.

Mrs. STRICKLAND. Thank you.

Senator MOSS. Well, I certainly do appreciate it; you've been a wonderful, attentive, and a receptive audience. I think we have received some very good information here for our record. Let me tell you that I personally am most enthusiastic about moving forward with this once I've seen it. I only regret that I don't have all of my other committee members with me, because seeing the thing on the ground is the finest way to understand and realize the necessity of moving forward. So this subcommittee hearing will be concluded at this point. Let me say, however, if any of you have any additional information you would like to send to me in a letter, I'll keep this record open for a matter of 10 days or 2 weeks. You can send me a letter and it can still be made part of the record if there is something that has been overlooked or some comment that you would like to make as you just didn't have a chance to do it this morning.

Thank you, very much, and the hearing is adjourned.

(Whereupon the subcommittee adjourned.)

○